ANALYSIS OF BUREAUCRACY DOWNSIZING IN INDONESIA BY USING STRATEGIC ACTION FIELD FRAMEWORK

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ABSTRACT

Introduction: The purpose of this article is to find out how the strategic action field capacity of the Indonesian bureaucracy on bureaucratic simplification has been implemented.

Literature Review: The meaning of delayering, with reference to such metaphors, is commonly taken to describe the planned vertical compression of various levels of the managerial hierarchy, including the wholesale removal of one or more levels of managerial or supervisory staff from an organization's personnel roster. (Keuning and Opheij, 1994; Miller and Longair, 1985; Wheatley, 1992).

Method: This research uses qualitative research through primary data collection through interviews and secondary data through literature study.

Result and Discussion: The results show that bureaucratic simplification has not been proven effective in improving the performance of the bureaucracy in Indonesia, it is still only at the stage of fulfilling administrative obligations.

Conclusions: Key findings as novelty in studies related to implementation of bureaucratic policy researchers with locus Ministry of Home Affairs, Ministries of Religion, Ministry for Rural and Rural Development of the Remnant, and Ministries for State Apparatus Disclosure and Reforms The bureaucracy suggests that organizational capacity must be derived from individual capacity, as the primary capital of an organization before making organizational change.

Keywords: Bureaucracy Downsizing, Delayering, Strategic, Action, Framework.

ANÁLISE DA REDUÇÃO DA BUROCRACIA NA INDONÉSIA ATRAVÉS DA UTILIZAÇÃO DE UM QUADRO DE AÇÃO ESTRATÉGICA NO DOMÍNIO

RESUMO

Introdução: O objetivo deste artigo é descobrir como a capacidade de ação estratégica da burocracia indonésia em simplificação burocrática foi implementada.

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Revisão da Literatura: O significado de atraso, com referência a tais metáforas, é comumente tomado para descrever a compressão vertical planejada de vários níveis da hierarquia gerencial, incluindo a remoção por atacado de um ou mais níveis de pessoal de gerenciamento ou supervisão da lista de funcionários de uma organização. (Keuning e Opheij, 1994; Miller e Longair, 1985; Wheatley, 1992).

Método: Esta pesquisa usa pesquisa qualitativa através da coleta de dados primários através de entrevistas e dados secundários através de estudo de literatura.

Resultado e discussão: Os resultados mostram que a simplificação burocrática não provou ser eficaz para melhorar o desempenho da burocracia na Indonésia, mas ainda está apenas na fase de cumprimento das obrigações administrativas.

Conclusões: Principais descobertas como novidade em estudos relacionados à implementação de pesquisadores de políticas burocráticas com o locus Ministério de Assuntos Internos, Ministérios da Religião, Ministério do Desenvolvimento Rural e Rural do Remanescente, e Ministérios para a Divulgação de Aparelhos de Estado e Reformas A burocracia sugere que a capacidade organizacional deve ser derivada da capacidade individual, como o capital primário de uma organização antes de fazer a mudança organizacional.

Palavras-chave: Burocracia Redimensionamento, Atraso, Estratégico, Ação, Estrutura.

ANÁLISIS DE LA REDUCCIÓN DE LA BUROCRACIA EN INDONESIA MEDIANTE EL MARCO DE ACCIÓN ESTRATÉGICA SOBRE EL TERRENO

RESUMEN

Introducción: El propósito de este artículo es averiguar cómo se ha implementado la capacidad de acción estratégica de campo de la burocracia indonesia sobre simplificación burocrática.

Revisión de la literatura: El significado de retrasar, con referencia a tales metáforas, se toma comúnmente para describir la compresión vertical planificada de varios niveles de la jerarquía gerencial, incluida la eliminación total de uno o más niveles de personal gerencial o de supervisión de la lista de personal de una organización. (Keuning y Opheij, 1994; Miller y Longair, 1985; Wheatley, 1992).

Método: Esta investigación utiliza la investigación cualitativa a través de la recolección de datos primarios a través de entrevistas y datos secundarios a través del estudio de literatura.

Resultado y discusión: Los resultados muestran que la simplificación burocrática no ha demostrado ser eficaz para mejorar el desempeño de la burocracia en Indonesia, y que todavía se encuentra en la etapa de cumplir con las obligaciones administrativas.

Conclusiones: Principales hallazgos como novedad en los estudios relacionados con la implementación de políticas burocráticas de los investigadores con el Ministerio del Interior, los Ministerios de Religiión, el Ministerio de Desarrollo Rural y Rural del Remanente, y los Ministerios de Disvulgación de Aparatos Estatales y Reformas La burocracia sugiere que la capacidad organizacional debe derivarse de la capacidad individual, como capital primario de una organización antes de realizar el cambio organizacional.

Palabras clave: Reducción de la Burocracia, Retraso, Estratégico, Acción, Marco.

1 INTRODUCTION

A professional bureaucracy is a condition needed to support the progress of a country. The Bureaucratic Effectiveness Index can be one of the indicators to see how much professional
level of bureaucracy in a country. In 2017, Indonesia ranked 84th on the government effectiveness index. This is the best achievement for Indonesia throughout its participation in the regular assessment conducted since 1996 (World Bank, 2018).

In addition, within two years, the ease of doing business rose significantly from 106th in 2016 to 73rd in 2019 (World Bank, 2019). Indonesia's global competitiveness index showed improvement, ranking 36th in 2018 (World Economic Forum, 2018).

This achievement was successfully obtained along with various breakthroughs made by the government in the ease of doing business in Indonesia. The increasingly open and tight global competition not only requires all countries to improve themselves continuously, but must be able to innovate faster. Although Indonesia has made improvements, in ASEAN rankings, it is still below Vietnam, Thailand, Malaysia and Singapore and even Brunei Darussalam and the Philippines (World Economic Forum, 2018).

Overlapping and relatively closed regulations (including in the labor market) and low bureaucratic quality (high corruption and inefficient bureaucracy, weak coordination between policies, low quality of human resources of the apparatus) are the most binding constraints for accelerating economic growth and competitiveness. Improvements in these areas are needed to boost investment, productivity, equity and innovation as Indonesia aspires to be sovereign, advanced, just and prosperous. (Ministry of National Development Planning/Bappenas, 2018).

To improve the utilization of the bureaucracy, the government is reforming the bureaucracy. Bureaucratic reform is one of President Joko Widodo's priorities during his second term. Bureaucratic reform and structural reform are very important, so that institutions are simpler, simpler, more agile. The mindset of the bureaucracy is required to change with the speed of service as the key to bureaucratic reform. The President directed the simplification of the bureaucracy by asking for only two levels of echelonization, namely echelon I and II. Echelons III and IV are replaced with JFs that value expertise and competence. An agile bureaucracy with a lean structure and rich functions became the paradigm of change and new values in the bureaucracy. JF as the backbone and motor of the bureaucracy is required to quickly adapt to the times that are entering the era of the industrial revolution 4.0.

In order to simplify the bureaucracy, the President through the Ministry of PANRB issued Regulation of the Minister of Administrative and Bureaucratic Reform of the Republic of Indonesia Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions. The scope of this equalization includes Administrator Positions, Supervisory Positions, and Executive positions.
In its implementation, the policy of simplifying the bureaucracy through equalization of positions has not been ideally implemented. There are many obstacles that become problems in improving the implementation of bureaucratic simplification, especially in equalizing this position. In its evaluation study, the Ministry of Administrative Reform and Bureaucratic Reform (Kemenpan-RB) (2023) found that mindset, agency readiness, and official competence are factors that still require special attention. Based on the study, the mindset in question is the thought that functional positions have difficult career development, decreased income, prestige, unclear work procedures, and difficulty in achieving credit score assessments. In addition, when the Minister of PAN PAN RB Regulation Number 28 of 2019 was issued and implemented, there were still many SOTK Ministries / Institutions that were not in line with career equality that had not been resolved due to limited time (deadline) until there was no clarity regarding the deleted Administrator Position. Then, the existence of a deadline with a short time and readiness that has not been maximized, has an impact on the emergence of mismatches in qualifications, competencies and positions of officials who are transferred to functional position groups.

The strengthening of functional officials is very obvious in various regulations made by the government by simplifying the bureaucracy, which actually experienced a setback in 2023 with the issuance of Menpan RB Regulation Number 1 of 2023 concerning Functional Positions.

With this regulation, each functional official does not need to collect activity items, but only needs to carry out performance targets that intervene in the performance of his superiors. Assessment of the realization of performance targets will be converted into credit numbers. The Permenpan changes the Performance Appraisal system to be based on the Determination of Performance Predicates which are converted into Credit Numbers.

Moving on from some of the problems above, the purpose of this article is to identify the extent to which the quality of bureaucratic simplification has been successfully implemented using the strategic action field framework.

2 LITERATURE REVIEW

2.1 ORGANIZATIONAL SIMPLIFICATION IN THE PUBLIC SECTOR

The internal condition of public sector organizations has become a topic of great interest to academics and policy makers to determine government efficiency. As we know, most
government agencies are identified with very high levels of hierarchy or wider horizontal spans of control (Williamson, 1967). The choice between more horizontal or vertical levels is an interchangeable one: greater vertical layers lead to the potential for information to be lost at each echelon, but wide spans of control make it difficult for leaders to monitor a large number of staff. (Simon, 1976). Ideally, the most optimal structure of a government hierarchy is still a question to be proven, one of which is the increasing trend of simplifying government hierarchies around the world.

Shaw and Schneider (1993,3) say that the impact of excessive managerial levels can increase bureaucratic tendencies, reduce accountability, focus only on the internal organization, policy makers are too removed from daily activities, excessive review and distorted communication.

In general, they conclude that these organizations are 'generally too complex, bureaucratic, slow, and thus unresponsive'. This is the so-called 'bureaucracy-busting perspective'. On the other hand, many companies are actually reducing top management. The main purpose of such corporate restructuring initiatives is to reduce costs of a simple nature.

As mentioned earlier, the central organizational face of the 1990s was that of simpler, flatter structures, with a reduction in the number of levels in the management hierarchy and supported by 'empowerment'. Such structures were 'very common in popular management theory with the elimination of bureaucracy, faster decision-making, shorter lines of communication, stimulating local innovation and a high involvement management style' (Kettlety, 1995:1). The phenomenon is so pervasive that many authors have suggested that organizational change in the 1990s in large corporations and public sector organizations included 'delayering'. Almost all public sector organizations have experienced hierarchy trimming and downsizing.

Most organizational scholars trace the roots of the delayering concept to biological metaphors - the new structures are described as 'flatter', 'more agile', even 'anorexic' (Downs, 1995; Hammer and Champey, 1993; Thomas, 1992).

The meaning of delayering, with reference to such metaphors, is commonly taken to describe the planned vertical compression of various levels of the managerial hierarchy, including the wholesale removal of one or more levels of managerial or supervisory staff from an organization's personnel roster. (Keuning and Opheij, 1994; Miller and Longair, 1985; Wheatley, 1992).

The idea of delayering originated from academic debates and management theories regarding the direction and nature of organizational change. In 1958, Leavitt and Whisler were
the first academics to propose the idea of a reduction in the number of middle management and associated structural reductions (although the term 'delayering' was not specifically used at that time). Leavitt and Whisler's article discussed predictions regarding organizational management for the next 40 years. According to them, the main cause of organizational change was the impact of information technology, which led to the routinization, or 'programming' of middle managers' jobs and a reduction in the number of middle managers in terms of authority and skills.

2.2 STRATEGIC ACTION FRAMEWORK

1. Change process

The change process is the level of complexity that can be measured from the routine, the number of steps that have been taken, and the expected change targets. The change process includes how the mechanism and sequence of activities carried out to realize a policy implementation. The change process will show changes between before and after the implementation of a policy.

2. Coordination Method

According to Stanford and Moulton, coordination methods are related to visibility, directness, automaticity, level of trust in technical expertise, variation in the order in which tasks are carried out, and equipment used using various rules that are enforced.

3. Changes in the operating system

Changes in the processes used by the agency (e.g., efficiency, accessibility), as well as the degree of integration of the intervention into daily practice (normalization).

4. Changes in the behavior or condition of the target group

Changes in the experience of the target group, as well as the degree of change in their behavior or condition. Policy implementation has targets that receive a public policy. With the implementation of a policy, there will be changes in the target group.

5. Policy field

Type of structure used, historical relationships, novelty of the policy locus. The term "policy campus" in policy implementation refers to the exact field or domain in which the policy is being implemented. Policy implementation refers to the process of policy implementation, which includes the definition of program specifications, budget allocation, staff management, and policy enforcement or delivery. (Chriqui et al., 2023; Hassel & Kai, 2022). The configuration and organization of policy domains have a pivotal impact on the definition of the
execution process, as they distribute authority for decision-making and formulate the functions and obligations of the various participants involved in implementation. (Emmons, Chamers & Abazeed, 2021).

6. Organization (operationalization)

Operationalization can be said to be another term for the level of alignment of interventions with other program processes and technologies. To do this alignment, real-time data and information are needed to avoid miscommunication, miscoordination, and overlapping policies with other policies.

7. Source of authority

The level of influence (perceived) from political authority, economic authority, norms, beliefs, and values. The source of authority is very important in policy implementation. It is the legal basis and basis for the power of policy implementers to implement a policy in the field, so that there is no resistance from the recipient group or external parties.

8. Social skills

Social skills in policy implementation are related to the level of use of tactics such as interpreting, framing, connecting, and bridging. Policy implementation is not an easy process. Policy implementation not only requires managerial and technical expertise in implementing a policy, but also requires high socio-cultural abilities. This socio-cultural ability is needed to deal with various resistance and dynamics that occur, because there is no policy that does not deal with humans or society.

9. Exogenous shocks (unexpected shocks)

The level of stability or instability; changes in funding, legislation, or field actors. Policy implementation requires a high degree of stability, so that the plans that have been set in the implementation can be fully implemented, in accordance with the time and target. Challenges and obstacles can occur from both internal and external to the organization. One of the crucial things that can occur in a policy implementation is exogenous shocks, which are large shocks that occur outside the organization.

3 RESEARCH METHODOLOGY

By paying attention to the background and problem formulation, the research method used in this research is qualitative method. The chosen approach will be used as an analytical knife in researching the implementation of bureaucratic simplification policies in improving the effectiveness of government performance.
Data was collected using in-depth interview techniques, observation, and documentation. The selection of locations is based on the capacity and ownership of information needed to answer research questions and achieve research objectives. The following central government agencies are the locations in this research.

1. Ministry of Administrative Reform and Bureaucratic Reform;
2. Ministry of Home Affairs;
3. Ministry of Villages and Remote Regions Development (Kemendes PDT);
4. Ministry of Religious Affairs

There were 18 informant interviewed in this study. The research subjects in this study were divided into 2 (two) elements. The first element represents the position of the Government, namely ASN employees at the Echelon I, Echelon II, Echelon III (coordinator), and Echelon IV (sub-coordinator) levels as policy makers for the implementation of bureaucratic simplification in central government agencies. The second element represents functional officials who are directly affected by the bureaucratic simplification implemented by the government since 2019.

The research was conducted over a period of 11 (eleven) months, from January to November 2023.

4 RESULTS AND DISCUSSIONS

4.1 PROCESS OF CHANGE RELATED TO THE POLICY OF SIMPLIFYING THE LEVEL OF BUREAUCRACY

After the issuance of Menpan RB Regulation 28/2019, the Ministry of Home Affairs took several steps in response. The first policy is to postpone the performance allowance. The postponement of performance allowances was carried out to anticipate changes in the positions of employees who were expected to be affected by the bureaucratic simplification policy. After that, the Ministry of Home Affairs implemented the equalization of about 20 percent of personnel from echelon 4. This step is a strategic first step to ensure that job titles at each level have better linkages and clarity.

There were four steps to simplify the bureaucracy taken by the Ministry of Religious Affairs, as follows. First, by conducting several socializations to Middle High Leadership Officials and Primary High Leadership Officials. Second, the organization team conducted a deepening and identification and mapping of central and regional administrative positions and
Technical Implementation Units. Third, conducting several socializations with participants of central and regional administrative positions. Fourth, finalizing proposals from all agreed work units. Finally, the organization team follows up on the proposals of the central and regional work units regarding the officials to be transferred.

Similar to the Ministry of Home Affairs, the Ministry of Villages and Development of Disadvantaged Regions (Kemendes PDT) also requires several stages to implement the bureaucratic simplification policy. The implementation process of the bureaucracy simplification policy in the Ministry requires close coordination between the work units in the Ministry and the HR Bureau of Kemenpan RB.

It is known that government agencies, whether in the Ministry, Institution, or Local Government units, respond differently to the bureaucratic simplification policy. There are government agencies that immediately implement bureaucratic simplification, while there are also agencies that do not implement it due to policy and technical unpreparedness. In fact, facts on the ground show that zero percent of local governments implemented bureaucratic simplification in the first year the bureaucratic simplification policy was made, namely in 2019.

4.2 COORDINATION METHOD

According to Standford and Moulton (2017), the coordination method in implementing a policy can be seen through the level of trust in technical expertise, variations in the sequencing of task implementation, equipment used using imposed rules that vary, straightforwardness, automation, and visibility.

The Ministry of Home Affairs carried out close coordination with Kemenpan RB, especially regarding the number of units in echelon 3 that could be transferred to functional position units. As a result, the Ministry of Home Affairs succeeded in transferring three echelon 3-level units to functional positions, leaving only two echelon 3 units that are still structural units. In addition, the Ortala Bureau also conducted socialization to each secretariat in the work unit to simplify the bureaucracy.

The implementation of bureaucratic equalization at the Ministry of Religious Affairs (Kemenag) uses a structured coordination design. The process of simplifying the bureaucracy carried out by Kemenag is not only limited to decision-making at the leadership level, but also involves a careful coordination process. Communication between work units is an important aspect in ensuring the success of this initiative. This coordination is carried out through various media, including the exchange of official letters and face-to-face discussions between leaders.
of relevant work units. The Bureau of Personnel and Organization has a central role in collecting data on administrative positions that can be equalized into functional positions. The results of this data collection are then discussed in a forum of work unit leaders to ensure mutual agreement and understanding.

As with other agencies in this study, coordination at the Ministry of Villages and Development of Disadvantaged Regions related to the implementation of bureaucratic simplification is carried out by correspondence and discussion between leaders of work units. The Bureau of Personnel and Organization submits a request for data collection of administrative positions that can be equalized into functional positions and appropriate placement work units. Furthermore, discussions are held at the leadership level (baperjakat) if there are positions whose titles are not suitable or employees who are required to move work units.

With the issuance of Permenpan RB 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions, each Ministry / Institution / Regional Government agency is required to carry out bureaucratic equalization in accordance with the position mapping in its institution, except for positions that are excluded by the Ministry of PAN RB.

4.3 IMPLEMENTATION OF BUREAUCRATIC EQUALIZATION COORDINATION

The implementation of coordination of equalization of positions according to Permenpan RB 28 of 2019 is carried out in two steps. First, when equalizing positions, each agency must coordinate by submitting the results of identification and mapping of administrative positions in the functional positions to be equalized including special positions that must be occupied by Administrator officials with their descriptions to the Minister, in accordance with the format as stated in the Appendix to Permenpan RB 28 of 2019.

Second, the Minister submits approval for the proposed Position Equalization proposed by the Ministry / Institution / Regional Government. Submission of this approval will be carried out via electronic mail which has been integrated in the Integrated Dynamic Archival Information System (SRIKANDI) application.
4.4 TARGET GROUP BEHAVIOR CHANGE

The simplification of the bureaucracy within the Ministry of Home Affairs shows that there are several changes that have occurred in the organizational structure of the Ministry of Home Affairs. However, these changes left some problems. One of the problems that occurred was the difficulty of filling a high leadership position because there was no succession from the officials below. The use of an acting mechanism is not possible because the simplification of the bureaucracy has made many administrator officials become functional officials and there is no preparation for a replacement. By looking at the Ministry of Home Affairs data, there are 876 positions that have been eliminated or simplified, with the majority of the simplification being in echelon 4 as many as 718 positions in the first simplification stage and 3 positions in the second simplification stage. This is quite a large number and implies that the implementation of bureaucratic simplification at the Ministry of Home Affairs has gone well and is on track.

In the Ministry of Religious Affairs, it is known that there are difficulties in adjusting officials after becoming functional officials, because they do not understand in detail the duties and functions of their new functional positions. This happened because no education and training was held for the newly transferred functional officials. It is also known from the interviews above that previously, structural officials in the Ministry of Home Affairs worked based on the rhythm of routine tasks in the organizational unit. In addition, these officials did not work systematically according to a list of activities as functional officials do, which is based on a list of activities to collect credit points.
Analysis of Bureacracy Downsizing in Indonesia by Using Strategic Action Field Framework

Table 1

Structure of Administrative Positions After Bureaucratic Simplification at the Ministry of Religious Affairs of the Republic of Indonesia.

<table>
<thead>
<tr>
<th>NO</th>
<th>UNIT KERJA</th>
<th>Struktur Jabatan Administrasi Setelah Disederhanakan</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Eselon III</td>
</tr>
<tr>
<td>1</td>
<td>KEMENTERIAN AGAMA PUSAT</td>
<td>98</td>
</tr>
<tr>
<td>2</td>
<td>SEKRETARIAT BAZNAS</td>
<td>-</td>
</tr>
<tr>
<td>3</td>
<td>KANWIL KEMENAG PROVINSI</td>
<td>325</td>
</tr>
<tr>
<td>4</td>
<td>KANKEMENAG KAB/KOTA</td>
<td>514</td>
</tr>
<tr>
<td>5</td>
<td>PERGURUAN TINGGI KEAGAMAAN NGERI</td>
<td>299</td>
</tr>
<tr>
<td>6</td>
<td>LAJNAH PENTASIH/MUSHAF AL-QUR’AN</td>
<td>1</td>
</tr>
<tr>
<td>7</td>
<td>UNIT PERCETAKAN AL-QUR’AN</td>
<td>1</td>
</tr>
<tr>
<td>8</td>
<td>UPT ASRAMA HAJI</td>
<td>10</td>
</tr>
<tr>
<td>9</td>
<td>BALAI LITBANG AGAMA</td>
<td>3</td>
</tr>
<tr>
<td>10</td>
<td>BALAI DIKLAT KEAGAMAAN</td>
<td>14</td>
</tr>
<tr>
<td>11</td>
<td>LOKA DIKLAT KEAGAMAAN</td>
<td>-</td>
</tr>
<tr>
<td>12</td>
<td>KANTOR URUSAN AGAMA KECAMATAN</td>
<td>-</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td>B</td>
</tr>
</tbody>
</table>

In general, the implementation of bureaucratic simplification in the Ministry of Religious Affairs has restructured approximately 5000 structural positions. In the central office of the Ministry of Religious Affairs, the number of echelon 3 and 4 officials has decreased from 731 positions to only 143 positions. The largest number of transfers was to sub-district religious affairs offices, where 5972 echelon V positions across Indonesia became 0 after the bureaucratic simplification, after the Ministry of Religious Affairs decided to give the position of Head of KUA to a Functional Officer instead of an administrative officer.

As with other ministries/institutions, the Ministry of Villages and Disadvantaged Regions says that there has been a behavioral change in the organization of the Ministry, i.e. the administrative process of services in many work units in the Ministry has become shorter. This is possible due to the cutting of structural positions.

The number of simplifications successfully carried out in the Ministry of Villages and PDT can be said to be quite large, considering that the total number of positions reached 661 people. The 661 positions that were simplified and switched to functional positions are expected
to bring better changes to the Ministry of Villages and Disadvantaged Regions, especially with regard to public services that require approval from senior officials.

The expected change with the simplification of bureaucracy is the creation of a more agile and dynamic bureaucracy. Kemenpan RB as the agency in charge of orchestrating the course of bureaucratic simplification expects bureaucratic simplification to have a better impact on the work system of government agencies and for a faster and more efficient model of public services to the community.

4.5 NETWORKS USED FOR THE IMPLEMENTATION OF BUREAUCRACY LEVEL SIMPLIFICATION POLICY

The network used by the Ministry of Home Affairs is divided into two, namely internal and external networks. The internal network consists of echelon 1 and 2 level work units within the Ministry of Home Affairs in Jakarta and in the regions, such as the Institute of Home Government (IPDN). This network is used to accelerate the socialization carried out by the Ministry of Home Affairs to the lower work units related to the bureaucratic simplification policy.

Similar to other ministries in this study, the Ministry of Religious Affairs also uses internal and external networks in its efforts to accelerate the implementation of bureaucratic simplification. Related to the use of internal networks, the Ministry of Religious Affairs uses information technology to be interconnected with all employees assigned to oversee bureaucratic reform, both at the central and regional levels.

In line with other agencies in this study that implement bureaucratic simplification, the Ministry of Villages and Development of Disadvantaged Regions also uses networking, but it is more external. The network targets the Ministry of PAN-RB as the policy maker for position simplification and the supervisory agency for each functional position.

The bureaucratic simplification policy launched by the president must be implemented through the mandate that the president has given to the Ministry of PAN RB. For this reason, the Ministry of PAN RB has the authority to instruct its external network, namely all Ministries, Institutions, and Regional Governments in Indonesia. In this case, Kemenpan RB is indiscriminate in implementing its policies, in which the central government and local governments have the obligation to implement them, even if they are late or not in accordance with the expected initial deadline. In practice, Kemenpan RB cannot monitor and take care of all Ministries, Institutions, and Local Governments in the bureaucratic simplification process.
For this reason, Kemenpan RB coordinates the authority related to bureaucratic simplification practices at the regional level to the Ministry of Home Affairs.

### 4.6 ORGANIZATION (OPERATIONALIZATION)

The organization becomes a place or setting that also changes, often with bureaucratic simplification. By comparing conditions before and after the implementation of simplification, changes in the organizational structure and work patterns of the Ministry of Home Affairs can be seen. The majority of structures within the Ministry of Home Affairs still have layers up to the third layer, namely the Subdirectorate (Directorate General, then Directorate, and finally Subdirectorate). Only the fourth echelon or section has been trimmed considerably.

Similar to the practice of simplifying the bureaucracy in the Ministry of Home Affairs, the Ministry of Religious Affairs has also restructured its organizational structure. In the old organizational structure, based on Minister of Religious Affairs Regulation 42/2016, each sub-directorate (echelon 3) had an echelon 4 section. In this case, for example, the Directorate of Madrasah Curriculum, Facilities, Institutions and Student Affairs has four sub-directorates. Each sub-directorate has sections and is headed by the Head of Subdirectorate and Section Head, as follows.

Six years later, after the implementation of bureaucratic simplification, the Ministry of Religious Affairs eliminated sections or the fourth level in the directorate's organizational structure. The sub-directorate unit remained unchanged, but was not filled by a structural official in the form of a Subdirectorate Head. Structural officials are only occupied by the directorate leader (Director) and the Head of the Administration Subdivision (echelon 4 attached to the director unit). The sub-directorate units are not headed by specific structural officials, but are filled by functional position groups.

Kemendes-PDT has a different pattern of organizational transformation from the Ministry of Home Affairs and the Ministry of Religious Affairs, where Kemendes PDT defines bureaucratic simplification as the complete elimination of echelons 3 and 4 in functional units, up to the elimination of the body of the work unit. However, the Ministry of Home Affairs and Ministry of Religious Affairs retain their units, without a head, as a 'home' so that each functional position has a specialization or focus on the affairs they carry out.
Bureaucratic simplification essentially consists of two things, namely the elimination of structural positions and the transfer of structural officials to functional officials. In reality, Kemenpan RB recognizes that these two things cannot be equated apple to apple, because they have different standards.

In general, it can be said that the implementation of bureaucratic simplification at the research locus, namely the Ministry of Home Affairs, the Ministry of Religious Affairs, and the Ministry of Villages and Disadvantaged Regions, has been in accordance with the direction of Kemenpan RB, namely through the organizational structuring stage through the identification of administrative positions, officials affected by bureaucratic simplification, and mapping of functional positions that can be occupied by officials affected by bureaucratic simplification.

4.7 FRONT GUARD (DETERMINATION)

In implementing the policy of simplifying the level of bureaucracy in this unit, there is a significant political influence from the leadership of the work unit or higher level leaders. This simplification is one of the assessment factors from related institutions, which encourages agencies to make changes in accordance with policy directions. In 2021, bureaucratic
simplification was raised as a new assessment aspect, providing additional impetus for agencies to implement this policy.

However, there are also challenges in the interpretation and implementation of this policy. Some leaders, such as Mr. Tjahyo Kumolo, interpret this policy as a complete elimination of echelons 3 and 4. However, in practice, implementation is not always in line with this interpretation. Especially at the local government level, the implementation of this policy is more of a recommendation, with full authority from the Ministry of Home Affairs. Leaders at the regional level experience difficulties and sometimes resistance in implementing this policy.

In implementing bureaucratic simplification, the Ministry of Villages, PDT and Transmigration prioritizes adherence to the rules set by Kemenpan RB. Intense collaboration and communication are carried out to ensure that organizational and human resource arrangements are in accordance with the needs and recommendations given by Kemenpan RB. This is done to avoid potential problems in the future, especially in the context of implementing the Merit System and managing ASN Management more effectively.

However, there are interesting research findings, namely related to the functionalization of structural positions. There are cases where structural officials have been functionalized, but then new people are appointed to the same position. This shows that there are internal dynamics that affect the implementation of this policy and can be considered an anomaly.

In the implementation of the bureaucratic simplification policy, there is also intervention from the head of the work unit (satker), although not in a large number (probably around 10%). Examples include the transfer of former supervisors to more distant work units, as well as the equalization of positions and the appointment of functional officials, which still involve decisions and preferences from the leadership. This suggests that there are political factors that influence some decisions related to the implementation of this policy in the field.

4.8 SOURCE OF AUTHORITY

In the implementation of bureaucratic simplification, the main source of authority comes from regulations from the Ministry of PAN RB, as the agency tasked with organizational structuring and work utilization of the civil service.

At the policy level, the process of simplifying the bureaucracy has also experienced a long journey, starting from the issuance of Permenpan Number 28/2019 concerning Equalization of Administrative Positions into Functional Positions, Permenpan 17/2021

At the internal level in each Ministry/Institution, each agency makes their respective Ministerial/Institutional Regulations in establishing the new organizational structure and appointing officials affected by bureaucratic simplification into functional positions.

4.9 SOCIAL CAPABILITY

The results show that the Ministry of Home Affairs, Ministry of Religious Affairs, and Ministry of PDT have strong social capabilities in implementing organizational changes as well as changing the way of thinking of officials to be more concerned with functions. The Ministry of Home Affairs and the Ministry of PDT have a relatively ordinary way of delivering bureaucratic simplification, namely using the general procedures directed by the Ministry of PAN RB.

However, the Ministry of Religious Affairs uses an approach that is driven by bureaucratic reform teams in all Ministry of Religious Affairs offices in Indonesia to think about, design and execute bureaucratic simplification. The Ministry of Religious Affairs even made an evaluation of the results of the bureaucratic simplification. Surprisingly, the results of the evaluation showed that in implementing the policy of equalizing administrative positions into functional positions, the Ministry of Religious Affairs faced problems and challenges that varied from one work unit to another. The mindset towards functional positions is seen as second class and functional positions are still seen as structural subordinates.

4.10 EXOGENOUS SHOCKS

In implementing the policy of simplifying the level of bureaucracy in this unit, there are several phenomena that indicate a culture shock among employees. Initially, many of them felt surprised and needed time to adapt to the changes that occurred. One striking change is related to the performance appraisal system with credit scores. Employees were expected to be more proactive in collecting credit points, but this led to confusion and questions regarding the appropriateness of the credit points to the tasks within their units. This is related to the different
educational backgrounds and areas of expertise of employees, who may initially have a background in economics, agriculture, or engineering, but are suddenly faced with the task of legal analysis. Protests and questions about this change have arisen. In addition, there are deeper challenges related to changes in mindset and work habits. Although the work culture is changing, sometimes the mindset is still lagging behind. This change in work culture is considered a positive thing, but if it is not balanced with a change in mindset, it can cause discomfort and obstacles in adjustment.

There is also culture shock related to the change from structural to functional positions that are more technical. Employees who were previously accustomed to performance appraisals using SKP and automatic promotion every four years, now have to adapt to a more technical assessment system such as collecting DUPAK and proof of work.

In addition, there was also confusion regarding the implementation of functional training for employees who were being functionalized for the first time. They admit that they are more accustomed to structural training, so their knowledge of functional training is still minimal.

The results of the study also revealed that there were around 50.1% of equalized functional officials who experienced difficulties in preparing for promotion. This is because their daily tasks as coordinators/subcoordinators take up a lot of time and thought, so they lack the time and energy to think about, design, and design their work as functional officials. This shows that the implementation of this policy does not always run smoothly and poses a number of challenges, including in terms of performance appraisal and employee career management.

5 CONCLUSION

The bureaucracy simplification organized by President Joko Widodo's government in mid-2019-2022 has been fully implemented. The entire agency, both the Ministry/Agency, and the local government, have participated in successfully implementing the presidential orders set forth in the National Medium-term Development Plan (MDPN). Behind all the waves, benefits and negative excesses that emerge from the simplification of bureaucracy, Indonesian bureaucracies have a new face, different from the past and seeking to pursue poorly structured but functionally rich organizational structures.

Key findings as novelty in studies related to implementation of bureaucratic policy researchers with locus Ministry of Home Affairs, Ministries of Religion, Ministry for Rural and Rural Development of the Remnant, and Ministries for State Apparatus Disclosure and Reforms
The bureaucracy suggests that organizational capacity must be derived from individual capacity, as the primary capital of an organization before making organizational change. An organization that does not manage change well, especially in relation to capacity development, makes it unable to maximum change at the time of the organization's change.

Implementation of bureaucratic simplification with reference to the implementation model of the Stanford and Moulton Strategic Action (2017) has been organized administratively, but has not met the criteria for improving the capacity of individuals and organizations, as explained below.

a. The process of change has been obstructed by resistance among some structural officials who are worried about reduced revenue due to bureaucratic simplification. Moreover, there were delays in response among local governments long enough before they actually implemented bureaucratic simplification, owing to the lack of knowledge about the level of bureaucracy simplification.

b. The coordination method is carried out bottom up because the bureaucratic simplification is more of a proposal from K/L/D to Kemenpan and needs to obtain the approval of Menpan before being approved by the respective Office of the Builders of Staff (PPK) of the relevant agency. The changes in the target group have been quite effectively implemented in administrative terms, i.e. the conversion of structural officers into functional officers. However, this is not offset by the effectiveness of the performance of the new functional officers, due to the low knowledge and competence related to their new officers.

c. The Policy Fields that exist throughout the Ministry/Agency/Regional Government have effectively facilitated the reduction of bureaucracy, through internal and external networks. However, the network capacity of each agency varies. Instances that have an internal network of bureaucratic reform teams respond faster and work to simplify bureaucracy and functional post arrangements resulting in post simplification.

d. Organization (Operationalization) has changed formally with the formation of organizational structure.

e. Front Guard in the context of bureaucratic simplification is the unit of work in each government agency associated with the organization and/or human resources. The General Assembly uses the Organizational and Executive Bureau and the Office of Staff at the Secretariat-General to determine the simplified posts and functional posts to be held. The Ministry of Rural Affairs and PDT uses one bureau to execute bureaucratic simplification, namely the Bureau of Personnel and Organization. (KEPO). The transfer
of a post to a new functional post is carried out with the process of dialogue to the affected officers.

f. The source of authority on this policy is strong enough considering the bureaucratic simplification is the presidential order, which is cast in the RPJMN. Nevertheless, the regulation that instructs the bureaucracy simplification entirely comes from the Kemenpan-RB which makes the Kmenpan RB have a very large authority to approve the proposal of bureaucratisation in each instance. We argue that the President's Act or regulation is needed before Permenpan to simplify the bureaucracy more strongly than the president's mandate before it is handed over to the RB. h. Social capacity is still very weak because the majority of functional officials have not understood the basic tasks and functions of functioning officials and squad teams are not well managed.

g. The exogenous clash is big enough given that functional officials are impressed by the bureaucratic simplification that has been implemented very quickly, in a matter of months.

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