

# Transformasi

*by* Halilul Khairi

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## A Model for Simplifying the Organizational Structure of the Bureaucracy in Indonesia

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### Abstract <sup>54</sup>

*This research aimed to determine a simplified organizational structure based on the characteristics of the duties and functions of government affairs. A qualitative approach was employed in 5 provinces through a criteria-based selection technique. The data were collected through documentation research, questionnaires, as well as interviews, and analyzed based on government affairs and regional characteristics. The results showed that the implementation of government affairs is included in several groups. The first, Group I (2 sections and 3 subsections), comprises public order, peace, community protection, and transportation (archipelago). Group II (2 sections and 1 subsection) consists of health and labor, while Group III (2 subsections without sections) entails community and village empowerment, marine and fisheries, and trade, alongside energy and mineral resources. Finally, Group IV (1 subsection without section) includes the environment and land.*

**Keywords:** Organizational Model; Simplification Of Structure; Government Affairs

### Abstrak

Penelitian ini bertujuan menemukan model penyederhanaan struktur organisasi berdasarkan karakteristik tugas dan fungsi urusan pemerintahan. Metode penelitian menggunakan pendekatan kualitatif. Lokasi penelitian dilaksanakan di 5 daerah provinsi dengan teknik pemilihan berbasis kriteria. Pengumpulan data dilaksanakan melalui studi dokumentasi, pengisian daftar isian, dan wawancara. Data yang terkumpul selanjutnya dianalisis melalui analisis data model organisasi berdasarkan urusan pemerintahan dan karakteristik daerah. Hasil penelitian menunjukkan pelaksanaan urusan pemerintahan yang termasuk kelompok I (2 seksi dan 3 subbagian), yaitu ketentraman ketertiban umum dan perlindungan masyarakat, dan perhubungan (kepulauan). Kelompok II (2 seksi dan 1 subbagian) yaitu kesehatan dan ta<sup>52</sup>ja kerja. Kelompok III (2 subbagian tanpa seksi) yaitu pemberdayaan masyarakat dan desa, kelautan dan perikanan, perdagangan, dan energi dan sumber daya mineral. Kelompok IV (1 subbagian tanpa seksi) yaitu lingkungan hidup, dan pertanahan.

**Kata Kunci:** Model Organisasi; Penyederhanaan Struktur; Urusan Pemerintahan

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## INTRODUCTION

The government bureaucracy has transformed from hierarchical, closed, and strong control by superiors into an open, flat, functional, and collaborative rule (Ahmad, 2012). These changes are the impact of the industrial revolution progress and the demands of service to the community. During the 20th century, the paradigms of government organization were hierarchy, stability, vertical integration, consensus, six and scale, rigidity, and process-driven. Conversely, the 21<sup>st</sup>-century administration is characterized by leadership from within, virtual integration, constructive contention, continued change, speed, responsiveness, flexibility, and result-driven (Khairi, 2021). According to S. and W. D. E. Goldsmith (2004), there are four organizational models in the current digital era, namely (1) hierarchical, (2) cooperative, (3) external cooperation-dependent, and (4) network-based governance. Based on this view, an open government is in demand and, according to Popovich (1998:87), it is a prerequisite to creating a high-performing administration.

Following conditions of uncertainty, ambiguity, complexity, and swift change, an agile organization that can adapt to the new order are needed. There are five main characteristics of an agile organization. They are (1) an actionable strategy to realize a shared vision, (2) a flat structure with direct governance that prioritizes active partnerships and ecosystems, (3) a fast process-oriented system to support performance and sustainable learning, (4) humans as entrepreneurial drivers with leadership dominance, and (5) adequate technical support and development for future generations (Aghina et al., 2017).

Generally, transformation and development mechanisms that create adaptive leaders are necessary to realize an agile organization (Fridayani & Dharma, 1875)

Adaptive leaders are needed to improve public services (Sagita, 2018), goods, or administrative services (Hasanah, 2016). The final expected goal is to increase community welfare (Suwandi and Yahya, 2017), as an area may possess very high economic potential but fail to alleviate poverty (Marthalina, 2018).

Consequently, the Indonesian government implemented a concrete change in the bureaucratic reform agenda on October 20, 2019, as stated in the plenary session of the People's Consultative Assembly (SE MENPANRB No 389 of 2019). It covers eight areas, namely statutory regulations, management, organization, apparatus resources, mindset and work culture, public services, supervision, and accountability (Presidential Regulation No. 81 of 2010). Although the bureaucratic reform policy has been operating for ten years, it has failed to provide tangible results that impact the community (Rukayat, 2017). Licensing services are still poor (Dasilva, 2020) due to convoluted services, slow work processes (Marini, 2019), and a bureaucratic orientation driven by legislation rather than substance (Romli, 2008). Other reasons are a culture of corruption and unpreparedness in utilizing information technology (Yasa et al., 2021), and very low bureaucratic performance (Faedlulloh, 2020). These service problems occur due to a lack of infrastructure support, low quantity and competence of HR Managers, alongside poor accessibility and socialization (Gumilar et al., 2021;

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Arey et al, 2020). Therefore, bureaucratic reforms directed at structural improvements in government administration are necessary (Adlin, 2018). Service innovation is also needed to improve quality, by enhancing personnel, processes, and products according to needs (Patu & Yuardani, 2020).

The development of information technology in the era of the Industrial Revolution 4.0 has greatly affected the government administration (Karno dkk, 2020). Technological sophistication has been revealed as pertinent in cutting or simplifying bureaucracy (Utami, 2020). Bureaucratic simplification involves changes in work methods and business processes, as well as the emergence of demands for the global economic competition, requiring the government to act quickly and precisely in making policy decisions. The presence of information technology accelerates the work process and minimizes human involvement in governance. Quick decision-making is also an important factor in dominating the global economic competition. Governments with convoluted and sluggish bureaucracies will fall behind and experience difficulties obtaining fast economic growth. Therefore, the ideal government organizational model is the result of a combination of network management capabilities and collaboration between the public and private sectors (Goldsmith, 2004:20).

Although the governance paradigm has shifted, the model of regional apparatus has not changed. It remained almost static during the New Order era, consisting solely of regional apparatus that exercised basic authority and a few outsiders (Martini et al., 2019). Meanwhile, most of the government affairs were handed over to the regions

during the reformation period. This was followed by a change in the regional apparatus organization in accordance with established policies (Khairi, 2021). This implies the organizational pattern is strongly influenced by environmental factors (Bryant and White, 1987:65)

The process of forming regional apparatus begins by calculating the task load for each government affair. This is grouped into three types, namely type A for large workloads, type B for medium, and type C for small. Each type has a different size of work unit structure, and several government affairs, with a maximum of three, can be combined into one service (Government Regulation No. 18 of 2016). Although the pattern has undergone several changes, there is an existing disparity between the regional apparatus and the real needs and burdens. Since the structure is rooted in the need (Robbins, 1994), the inaccuracy of this pattern can be observed from the sharp differences in the size of the regional apparatus between different areas. Regional heads who are determined about downsizing set a very small number of apparatus, while some employ the maximum limits. This sharp difference proves that the regional apparatus pattern does not fully describe the burden in reality. The current pattern is imprecise because of the uniformity of the type, structure, and arrangement of the work unit and regional apparatuses (Khairi, 2021). However, the organizational pattern determines the structure, division of labor, processes, rewards, and resources used in realizing the goals (Daft, 2002; Kates and Galbraith, 2007).

The main basis for the formation of regional apparatus is the existence of government affairs that are transferred to the regions which consist of mandatory

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(related to basic and non-basic services) and optional government affairs. The apparatuses present in the Central, Provincial, and Regency/City divisions control management elements, including facilities, infrastructure, personnel, work methods, and the implementation of functions. The management functions entail planning, organizing, implementing, coordinating, budgeting, monitoring, research and development, standardization, and information management, following the substance of government affairs (Government Regulation Number 18 of 2016).

In an effort to improve the performance of public services and form an appropriate bureaucracy, the government established a policy of simplifying regional apparatus bureaucracy (Regulation of the Minister of PANRB Number 25 of 2021). This was implemented at the central and regional government levels for administrative positions. The enactment of a bureaucratic simplification policy is expected to enhance the excellence of licensing services and agility of work processes, alongside formulate more compact bureaucratic structures that will be leaner and achieve results-oriented performance.

This simplification was executed for three reasons. First, to shorten and simplify the decision-making process in the government bureaucracy, thereby accelerating the provision of services to the community and other government agencies (Heyman et al., 2004). Second, to reduce the risk of deviation in understanding organizational goals and managing resources as a result of the many parties involved in the decision-making processes (OECD, 2004; Heyman et al., 2004). Finally, to achieve high efficiency ("E-Government for Simplification," 2008).

Meanwhile, various principles must be considered as a basis for implementing the bureaucratic simplification policy. First, each regional apparatus has a maximum of two organizational structure levels (MenPANRB Circular Letter Number 389 of 2019). The apparatuses can also be modified into coordinators for certain tasks or functions led by functional officials or senior implementers (Regulation of the Minister of PANRB Number 28 of 2019).

Systems present in organizations have been examined by previous research. This includes organizational culture models (Hogan and Coote, 2014), management structures for the business entity development (Gurianova and Mechtcheriakova, 2015), and the critical analysis of regional organizational arrangements (*Centre for Public Service Innovation*, 2004; Tahir, 2016). Others include organizational innovation (Anzola-Roman, 2018), the application of models to regional apparatus (Heyman et al., 2004; Martini et al., 2019), and the reform of the structural bureaucracy and mindset (Faedlulloh, 2020; Halili & Kukovič, 2022). However, research on bureaucratic simplification models has not been widely discussed, as investigations focused more on organizational culture and the policies governing organizational structure. This research alternatively analyzed a simplified bureaucratic model based on regional characteristics and government affairs, using horizontal and vertical structural designs. This also attempted to determine a simplified organizational model of the regional apparatus based on the tasks and functions of government affairs based on the phenomenon above.

**METHODS**

A qualitative approach was carried out in five provinces using the Criteria-Based Selection (CBS) (LeCompte et al., 1993). CCBS uses several criteria in determining the unit of analysis, where large provinces contain a population above 15,000,000, the medium is between 5,000,000 and 15,000,000, and small is below 5,000,000, followed by special autonomous regions and provinces characterized by islands. The provinces used in this research based on this classification were West Java (large), East Kalimantan (medium), Aceh (special autonomous region), Maluku (archipelago), and Bengkulu (small). Two government affairs were selected for each province, as shown in Table 1.

**Table 1.** Sample Selection of Research Sites and Government Affairs

No	Province	Government Affairs
1	East Kalimantan	a. Health b. Labor
2	Aceh	a. Environment b. Community and Village Empowerment
3	West Java	a. Peace, Public Order, and Community Protection b. Trading
4	Maluku	a. Marine and Fisheries b. Transportation (island)
5	Bengkulu	a. Energy and Mineral Resources b. Land

Source: Processed by Researchers, 2018

Data collection was conducted through documentation research, questionnaires, and interviews. A documentation research is intended to seek written information that is directly related to the research focus (Arikunto,

2007). This was performed by examining concepts and theories related to organizational design and bureaucratic simplification policies. Conversely, an interview is a technique of collecting information through question-and-answer interactions (Kumar, 2008) with related stakeholders. This research used three types of regional characteristics and government affairs. They were (1) a list of characteristics of an archipelagic region to identify specific pertinent elements that require adjustments to the regional apparatus, (2) a checklist for mainland provinces to collect data on problems impairing the bureaucracy simplification, and (3) a list of government affairs to collect data on the complexity, formality, and decentralization of the implementation of the related affairs. The collected data were analyzed through an analysis of organizational models based on regional characteristics and government affairs, which include horizontal and vertical structural designs. In the horizontal design, government affairs formed a horizontal structure. Those with few product specializations require a horizontal organizational structure that is less congruent with the existing specialization. Generally, the specialization is determined based on the type of basic skill required to create a product. A government affair with up to 3 specializations is categorized as low, those with 4-5 are moderate, and organizations with above 5 are classified as high. In the design of vertical structures, the number of downward levels is determined by the need for supervision, coordination, and the work environment. Supervision and coordination factors are the levels of formality and decentralization in creating service products in every government affair. The formulation of products with a

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high and clear formality and decentralization of decision-making to implementers facilitates a reduction in the number of vertical structures required based on the span of control. Conversely, a low formality and decision-making decentralization increase the number of vertical structures. The level of decentralization can be measured by the production executors in government affairs. A functional position or business entity (community) as an executor leads to a highly decentralized decision-making process. Formality is determined by the nature of the work and high when routine and steady production procedures are employed. Meanwhile, non-routine production processes result in low formality. The work environment factor is dynamic and considered routine when repetitive work methods that can be stated in detailed SOPs are used. A dynamic organizational environment is characterized by work methods that are relatively different and rely on expertise or discretion.

The criteria for determining the number and level of work units are established based on several dimensions. These are (1) specialization of government affairs, (2) characteristics of tasks and functions, (3) elements of implementing tasks and functions, (4) nature of work, (5) complexity of human resource management, and (6) the complexity of asset management. The dimensions were given weights and described using several indicators, where each was conferred a value based on its complexity, as shown in Table 2.

**Table 2.** Dimensions, Weights, Indicators, and Values in Determining the Number and Level of Work Units

No	Dimensi	Total	Indicators	Value
1	Government Affairs Specialization	10	High, Has a Value Above 5	8
			Medium, Has a Value Between 4-5	6
			Low, worth 3 or less	4
2	Characteristics of tasks and functions	25	Done by staff	8
			Performed by staff and functional officers	6
			Performed by functional officers	4
3	Implementing Elements of Duties and Functions	25	Can't be done by other party	8
			Can cooperate	6
			Implemented by the Community/Other Parties	4
4	Nature of Work	20	Dynamic/Low Standardization	8
			Routine/Medium Standard	6
			High and Clear Routine/Standardization	4
5	HR Management Complexity	10	over 30	8
			Between 15-30	6
			Less Than 15	4
6	Asset Management Complexity	10	A place that is used directly by the community	8
			A place used to serve the community	6
			Main office	4

Source: Processed by Researchers, 2018

Based on the criteria, weights, and values, the simplification of the bureaucracy according to the implementation of government affairs was categorized into four groups, namely:

- (1) Group I, with an average score of  $\geq 6.5$ . It has 2 sections and 3 subsections.
- (2) Group II, with an average score of 5.8–6.4. It has 2 sections and 1 subsection.

- (3) Group III, with an average score of 5.1–5.7. It has no section but comprises 2 subsections.
- (4) Group IV, with an average score of ≤5.0. It has no section but contains 1 subsection.

**RESULTS AND DISCUSSION**

Based on the identification of the tasks and functions, the characteristics of each government affair implementation were described as follows:

**1. Health Affairs**

The scope of duties and functions (complexity) of implementing the affairs of the health sector includes:

- a) Referral health services;
- b) Handling infectious disease outbreaks across regency/city;
- c) Conducting training for health workers from regency/city governments;
- d) Providing recommendations and supervision for establishing type B private hospitals;
- e) Creating a register of health workers; and
- f) Providing Small Business Registration Certificate for Small Traditional Medicine businesses.

The level of decentralization and standardization of these tasks and functions is described in Table 3.

**Table 3.** Level of Decentralization and Standardization of the Health Affairs' Functions

No	Function	Decentralization	Standardization
1	Referral health services	Performed by the hospital	Standardization of expertise
2	Handling infectious disease outbreaks	Implemented by functional, coordinated structures	Standardization of expertise

	across regency/city		
3	Conducting training for health workers from the regency/city governments	Can be collaborated or executed by the Task Implementation Unit (UPT)	Standardization of expertise
4	Providing recommendations and supervision of establishing type B private hospitals	Prepared by a skilled staff	Clear and detailed guidelines
5	Register for health workers	Prepared by staff	Clear and detailed guidelines
6	STR UKOT Small business	Prepared by staff	Clear and detailed guidelines

Source: Processed by Researchers based on results, 2018

Based on the work environment, the implementation of health sector affairs is mostly dynamic, though some activities, such as training, include routine tasks.

Generally, the duties and functions of health affairs have the following characteristics:

- a) A high category of specialization in the health of provincial regions;
- b) A high level of decentralization to hospitals, UPT or third parties, and skilled staff, as well as a high standardization of expertise; and
- c) A relatively dynamic organizational work environment, with a few routine aspects.

This indicates that the managerial tasks and functions in the health sector can be categorized as medium, with high specialization and decentralization to subordinate units, third parties, and highly

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functional staff, as well as a high standardization of expertise, and a relatively dynamic work environment.

## 2. Labor Affairs

The scope of duties and functions (complexity) of the implementation of manpower affairs includes:

- a) Conducting cluster-based workforce training;
- b) Productivity measurement;
- c) Ratification of labor regulations and settlement of disputes;
- d) Determination of the provincial minimum wage;
- e) Recommendations for employment permits; and
- f) Labor inspection.

The level of decentralization and standardization of the tasks and functions are described in Table 4.

**Table 4.** The Level of Decentralization and Standardization of the Implementation of the Manpower Affairs Function

No	Function	Decentralization	Standardization
1	Conducting cluster-based workforce training	Performed by UPT BLK or private staff	Standardization of Expertise
2	Productivity measurement	Can be executed by staff or outsourced	Detailed and clear guidelines
3	Ratification of labor regulations and the settlement of disputes	Prepared by the functional staff	Detailed and clear guidelines
4	Determination of the provincial minimum wage	Assisted by the wage council	Guidelines are not detailed

5 Recommendations for staff permits in the employment field

Assisted by staff  
Detailed and clear guidelines

6 Labor inspection

Performed by functional staff  
Detailed and clear guidelines

Source: Processed by Researchers based on results, 2018

Based on the work environment of the organization, the implementation of labor affairs is relatively routine with almost no dynamic tasks.

Generally, the duties and functions of labor affairs have the following characteristics:

- a) A high category of specialization of the provincial manpower;
- b) High decentralization to UPT or third parties and functional officials as well as high standardization; and
- c) Relatively routine work environment.

It can be concluded that the managerial duties and functions of the workforce are categorized as medium, with high specialization and decentralization to the UPT or community, a highly functional staff, and a relatively routine work environment.

## 3. Environmental Affairs

The scope of duties and functions (complexity) of environmental affairs includes:

- a) Conducting EIA and UKL-UPL assessments and obtaining environmental permits for businesses across regency/city;
- b) Preventing and managing environmental disasters across regency/city; and
- c) Regional Final Disposal Site (TPA) Management.

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The level of decentralization and standardization of these tasks and functions are described in Table 5.

**Table 5.** The Level of Decentralization and Standardization of the Environmental Affairs Function

No	Function	Decentralization	Standardization
1	Conducting EIA and UKL-UPL assessment, alongside obtaining environmental permits for cross-regency/city businesses	Discussed and decided by the Environmental impact analysis (AMDAL) committee	Standardization of expertise and guidelines
2	Prevention and management of environmental disasters occur across regency/city	Conducted by cross-agency (rare)	Guidance and standardization of expertise
3	Regional and landfill management	Performed by UPT (rare)	Clear and detailed guidelines

Source: Processed by Researchers based on results, 2018

Based on the work environment, the environmental affairs sector is relatively dynamic, while the TPA management tasks are relatively routine.

The duties and functions of the environmental affairs have the following characteristics:

- a) A low category of specialization in the environmental field for the provinces.
- b) A high level of decentralization to the committee or UPT as well as a high standardization.

- c) A relatively dynamic work environment, with a relatively routine landfill management function.

Therefore, the managerial duties functions in the environmental sector are categorized as low, with low frequency/load and specialization, high decentralization, and a relatively dynamic work environment.

#### 4. Community and Village Empowerment Affairs

The scope of tasks and functions (complexity) of implementing the community and village empowerment affairs entails:

- a) Determining the composition of the customary village; and
- b) Facilitating inter-regency/city Village Cooperation.

Furthermore, the implementation of these tasks and functions has a level of decentralization and standardization described in Table 6.

**Table 6.** Level of Decentralization and Standardization of Implementation of Community and Village Empowerment Functions

No	Function	Decentralization	Standardization
1	Determining the composition of the traditional village	Implemented by the Service Authorities, though there are no traditional villages in some areas.	There is no standardization. Only based on existing customs.
2	Facilitating Inter-regency/city Village	Performed by the Service Authorities, though the	A detailed and clear guide.

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Cooperation frequency is on very rare.

Source: Processed by Researchers based on results, 2018

Based on the organization's work environment, the implementation of the community and village empowerment affairs was determined to be relatively dynamic.

Generally, the duties and functions of the community and village empowerment affairs exhibited the following characteristics:

- a) A low category of specialization in the community and village empowerment field.
- b) A low degree of decentralization, specialization, and frequency of functions, with a high standardization level.
- c) A relatively dynamic work environment.

Therefore, the community and village empowerment affairs exhibited a low category of managerial duties and specialization, a very low frequency/load, moderate decentralization, and a relatively dynamic work environment.

31

##### 5. Affairs of Peace, Public Order, and Community Protection

The scope of duties and functions (complexity) of the affairs of peace, public order, and community protection includes:

- a) Enforcing provincial regulations and ensuring the security of vital objects;
- b) Collecting data to map fire-prone objects;
- c) Conduct disaster mitigation on a provincial scale; and
- d) Provincial disaster emergency response.

The level of decentralization and standardization of implementing these tasks and functions is described in Table 7.

**Table 7.** The Level of Decentralization and Standardization of the Implementation of the Functions of Peace, Public Order, and Community Protection

No	Function	Decentralization	Standardization
1	Enforcing provincial regulations and securing provincial vital objects	No decentralization	The guidelines are not detailed and are determined by the leadership
2	Collecting data in the context of fire-prone mapping	Can be in cooperation with third parties	Standardization of expertise
3	Handling fires	Conducted by fire station and expert staff	Standardization of expertise
4	Disaster mitigation on a provincial scale	Performed by expert staff assisted by a third party	Guidelines are not detailed
5	Provincial disaster emergency response	Involving all relevant parties	Guidelines are not detailed

Source: Processed by Researchers based on results, 2018

Based on the work environment, the implementation of peace, public order, and community protection tasks and functions is relatively dynamic, with some relatively routine activities, such as firefighting.

The duties and functions in this field have the following general characteristics:

DOI: <https://doi.org/10.33701/jtp.v14i1.2349>

- a) A high category of specialization of tasks in the field of public order, peace, and the people's protection.
- b) Low level of decentralization and moderate standardization.
- c) Relatively dynamic work environment.

Therefore, the fields of peace, public order, and community protection experience a high level of managerial duties and functions, high specialization, low decentralization, moderate standardization, and a relatively dynamic work environment.

**6. Trade Affairs**

The scope of duties and functions (complexity) of the implementation of trade affairs includes:

- a) Recommendations for trade permits for provincial authorities.
- b) Price monitoring and the supervision of subsidized fertilizers.
- c) Consumer protection through quality assurance and supervision of goods in circulation.
- d) Implementation of trade promotions for products created by 2 or more regency/city.

The level of decentralization and standardization of these tasks and functions are described in Table 8.

**Table 8.** Level of Decentralization and Standardization of the Implementation of the Trade Affairs Function

No	Function	Decentralization	Standardization
1	Recommendations for trade permits	Materials prepared by	Clear and detailed guidelines

	for provincial authorities	a skilled staff	
2	Price monitoring and supervision of subsidized fertilizers	Performed by staff	Clear and detailed guidelines
3	Consumer protection through quality assurance and supervision of goods in circulation.	Executed by experts	Guidelines are clear and detailed.
4	Implementation of trade promotion of products created by 2 regencies/cities or more	Can be performed privately	No guidelines

Source: Processed by Researchers based on results, 2018

Based on the work environment of the organization, the implementation of trade affairs is relatively routine, with only trade promotions being relatively dynamic.

The administration of government affairs in this field has the following characteristics:

- a) A medium category of specialization of trade tasks in the province.
- b) A high degree of decentralization to staff and a high level of private and functional positions.
- c) Relatively routine work environment.

Therefore, the trade sector has a medium category of duties and specialization, a high level of decentralization to staff, private sector, and functional positions, and a relatively routine work environment.

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### 7. Maritime Affairs and Fisheries

The scope of duties and functions (complexity) of the marine and fisheries affairs sector includes:

- a) Preparation of RZWP3K;
- b) Recommendations for licensing in the marine sector;
- c) Supervision of the use of natural resources at sea up to 12 miles;
- d) Management of fishing ports;
- e) Management of marine conservation areas;
- f) Empowerment of coastal communities; and
- g) Fish breeding and cultivation by the community.

The level of decentralization and standardization of these tasks are described in Table 9.

**Table 9.** Level of Decentralization and Standardization of Maritime and Fisheries Affairs Implementation

No	Function	Decentralization	Standardization
1	RZWP3K Compilation	Implemented by structural staff with the help of experts (consultants)	Procedures are regulated clearly and in detail, but the substance is not regulated
2	Recommendations for licensing in the marine sector	Executed by branch offices and experts	Clear and detailed guidelines
3	Monitoring the use of natural resources at sea up to 12 miles	Conducted by branch offices and expert staff	A detailed and clear guide
4	Fishery port management	Conducted by UPT	Clear and detailed guidelines

5	Marine protected area management	Conducted by the branch office	Clear and detailed guidelines
6	Coastal community empowerment	Conducted by the branch office	No detailed guidelines
7	Fish breeding and cultivation by the community	Conducted by the post under the branch office	Based on the standard of expertise

Source: Processed by Researchers based on results, 2018

Based on the work environment, the implementation of marine and fisheries affairs is relatively dynamic, with a small routine aspect, such as licensing recommendations and area management.

The administration of government affairs in this field has the following characteristics:

- a) A high category of specialization of marine and fisheries tasks in the provinces.
- b) A very high level of decentralization to subordinate work units (office branches and UPT).
- c) A dynamic work environment with a small routine part.

Therefore, the tasks and functions in the marine and fisheries sector are in the medium category, with a high specialization, very high decentralization to subordinate work units, and a routine work environment.

### 8. Transportation Affairs (Islands)

The scope of duties and functions (complexity) of the implementation of the transportation affairs sector includes:

- a) Traffic management and engineering on provincial roads
- b) Provision of the road equipment

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- c) Public transport supervision
- d) Management of type B terminals
- e) Assessment and approval of Traffic Environmental Impact Analysis (AMDAL) on roads
- f) Provincial road traffic safety audit
- g) Determination of public transport routes across regency/city
- h) Determination of public transport rates across regency/city
- i) Business Permit for transportation of people, goods, or taxis operating across regency/city
- j) Regional feeder port management (if any)
- k) Construction and operation permits for private regional feeder ports, crossings, lakes, and rivers (if any)
- l) Providing sea transportation business licenses for companies operating between ports across regency/city
- m) Cross-regency/city crossing route permits
- n) Determination of cross-regency/city crossings
- o) Determination of tariffs for cross-regency/city crossing routes
- p) Issuance of other permits in the regional feeder port area

The level of decentralization and standardization of these tasks and functions are described in Table 10.

**Table 10.** Level of Decentralization and Standardization of the Transportation Affairs Functions (Islands)

No	Function	Decentralization	Standardization
1	All permissions	Conducted by PTSP with technical recommendations from the service.	Clear guidelines and standardization of expertise.
2	Traffic management and engineering on provincial roads	Assisted by a team of structurally coordinated experts	Clear guidelines and standardization of expertise
3	Provision of the road equipment	Managed by structural staff	Clear guidelines and standardization of expertise
4	Public transport supervision	Assisted by structurally coordinated staff	Clear guidelines and standardization of expertise
5	Management of type B terminals	Managed by the Service Unit/ UPT	Clear guidelines
6	Assessment and approval of traffic AMDAL on provincial roads	Assisted by a team of structurally coordinated experts	Clear guidelines and standardization of expertise
7	Provincial road traffic safety audit	Assisted by a team of structurally coordinated experts	Clear guidelines and standardization of expertise
8	Determination of public transport routes across regency/city	Assisted by a team of structurally coordinated experts	No standardization
9	Determination of public transport	Assisted by a team of structurally	No standardization

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	rates across reGENCY/city	coordinated experts	
10	Regional feeder port management (if any)	Performed by the UPT	Clear guidelines
11	Determination of cross-reGENCY/city crossings	Assisted by structurally coordinated staff	Clear guidelines and standardization of expertise
12	Determination of tariffs for cross-reGENCY/city routes	Assisted by a team of structurally coordinated staff	Clear guidelines and standardization of expertise

Source: Processed by Researchers based on results, 2018

Based on the work environment, the transportation sector affairs are balanced between dynamic and routine.

The implementation of the transportation sector duties has the following characteristics:

- A very high category of specialization in the transportation field.
- A low level of decentralization and a moderate degree of standardization.
- A work environment that is relatively balanced between dynamic and routine.

Therefore, the managerial duties of the transportation sector, alongside its specialization, are in the high category, the frequency/load, decentralization to the community, and subordinate/functional work units are at low levels, while the work environment is balanced between dynamic and routine.

## 9. Energy and Mineral Resource Affairs

The scope of duties and functions (complexity) of the energy and mineral resource sector affairs includes:

- Proposed determination of mineral and coal WP and WIUP, groundwater conservation zones, and underground water values.
- Recommendations for licensing and supervision of mineral and coal mining businesses.
- Determination of tariffs and selling prices for businesses whose licenses are issued by the province.
- Rural electricity supply.

The level of decentralization and standardization of these tasks and functions are described in Table 11.

**Table 11.** Level of Decentralization and Standardization of the Energy and Mineral Resource Affairs

No	Function	Decentralization	Standardization
1	Proposed determination of mineral and coal WP and WIUP, groundwater conservation zones, and underground water values	The survey was conducted with a private consultant	Standardization of Expertise
2	Recommendations for mineral and coal mining business licenses	Conducted by skilled staff, coordinated structurally	Clear and detailed guidelines and standardization of expertise
3	Supervision of mineral and coal mining businesses	Performed by supervisory functional staff	Clear guidelines and standardization of expertise.
4	Determination of tariffs and selling prices for businesses	Conducted by skilled staff, coordinated structurally	Standardization of expertise

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	whose licenses are issued by the province		
5	Rural electricity supply	Conducted by or collaboration with the private sector	Clear and detailed guidelines

Source: Processed by Researchers based on results, 2018

Based on the work environment, the implementation of energy and mineral resources affairs is relatively dynamic except for routine licensing recommendations.

The implementation of government affairs in this field has the following characteristics:

- a) Medium specialization of Energy and Mineral Resources (ESDM) tasks in the provinces.
- b) A high level of decentralization to the private sector and functional positions.
- c) Relatively dynamic work environment, with few routine functions.

Therefore, the managerial duties in the energy and mineral resources sector are categorized as medium, with moderate specialization, very high decentralization to functional and private positions, and a relatively dynamic work environment.

#### 10. Land Affairs <sup>53</sup>

The scope of duties and functions (complexity) of the land affairs implementation includes:

- a) Land acquisition of over 5 hectares for public interest
- b) Location permit for activities located across regencies/cities

The level of decentralization and standardization of these tasks and functions are described in Table 12.

**Table 12.** Decentralization and Standardization Level of the Land Affairs Function

No	Function	Decentralization	Standardization
1	Land acquisition of over 5 hectares for public interest	Assisted by the Regional Office of the National Land Agency (BPN)	Clear and detailed guidelines
2	Recommendations for location permits for activities performed across regency/city	The survey was conducted by the staff, but it is very rare	Clear and detailed guidelines

Source: Processed by Researchers based on results, 2018

<sup>1</sup> Based on the work environment of the organization, the implementation of government affairs in the land sector is relatively routine.

This implementation has the following characteristics:

- a) A very low category of task specialization in the land sector.
- b) A medium level of decentralization and a high degree of standardization.
- c) A routine work environment.

Therefore, the managerial duties and the specialization in the land sector are categorized as low, while the frequency/load, decentralization, and the work environment are very low, moderate, and routine, respectively.

Following the assessment of the duties and functions of government affairs, the simplification model of the bureaucratic structure in each sector is classified below:

1. Category I, with an average score of 6.5, alongside 2 sections and 3 subsections, includes:

<sup>2</sup> DOI: <https://doi.org/10.33701/jtp.v14i1.2349>

- a) Peace, Public Order, and Community Protection
- b) Transportation (island)
2. Category II, with an average score of 5.8–6.4, 2 sections and 1 subsection, consists of:
  - a) Health
  - b) Labor
3. Category III, with an average score of 5.1–5.7, 2 subsections and no sections, comprises:
  - a) Community and Village Empowerment
  - b) Marine and Fisheries
  - c) Trade
  - d) Energy and Mineral Resources
4. Category IV, with an average score of 5.0, 1 sub-section, without a section, includes:
  - a) Environment
  - b) Land

Based on these results, the differences in the organizational structure model before and after the analysis of the government affairs and regional characteristics are presented in Table 13.

**Table 13.** Differences in the Organizational Structure Models before and after the Analysis of the Government Affairs and Regional Characteristics

No	Government Affairs	Before	After
1	Health	12 sections and 3 subsections	2 sections and 1 subsection
2	Labor	12 sections and 3 subsections	2 sections and 1 subsection
3	Environment	15 sections and 3 subsections	1 subsection without sections
4	Village Community Empowerment	12 sections and 3 subsections	2 subsections without sections

5	Peace, Public Order, and Community Protection	12 sections and 3 subsections	2 sections and 3 subsections
6	Trading	15 sections and 3 subsections	2 subsections without sections
7	Marine and Fisheries	15 sections and 3 subsections	2 subsections without sections
8	Transportation (Islands)	12 sections and 3 subsections	2 sections and 3 subsections
9	Energy Mineral Resources	9 sections and 3 subsections	2 subsections without sections
10	Land	9 sections and 3 subsections	1 subsection without sections

Source: Processed by Researchers, 2018

Table 13 shows a decrease in the number of organizational structures after the model analysis based on government affairs and regional characteristics. Sections previously numbered between 9 and 15 were modified into 1 to 3 sections. The previous 3 subsections also turned into 2 without containing any subsections. Therefore, this analysis can serve as a policy for structural improvements, as stated by Adlin (2018). It can also be an innovation to improve service quality through simplifying work processes, as affirmed by Batu & Yuardani (2020).

As recommended by Ahmad (2012), the decrease in the number of sections and subsections indirectly reduced the nature of the organizational hierarchy to produce a flat bureaucracy. According to Aghina et al (2017), a flat bureaucracy demands an active partnership with various parties. This is congruent with the characteristics of the digital era organizational model (S. and W. D. E. Goldsmith, 2004). It also supports the features of agile organizations that prioritize function and flexibility compared to hierarchies in responding to increasingly complex organizational problems (Aghina et al, 2017).

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Increasingly flat organizational changes tend to focus on performance achievement and are open expectations for bureaucratic reform policies. This will impact the organizational structure, management, work culture, accountability, and improvement of public services (Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025, 2010). With a leaner structure, convoluted public service problems and slow processes can be eliminated (Marini 2019). Consequently, increasing the quality and quantity of public services will ultimately influence the welfare of the community, as predicted by Suwandi & Yahya (2017).

## CONCLUSION

Bureaucratic simplification is a national strategic policy for accelerating public services and promoting competitiveness in Indonesia. This process must be performed carefully and accompanied by risk mitigation policies for regional officials who still function in supervisory positions. However, the results of the mapping highlighted the need for local governments to remove/transfer positions, such as supervisors, into functional officials.

The local governments can make several modifications to streamline the bureaucratic simplification. First, prepare regional head regulations to change the organizational structure and work procedures by adjusting work units in each regional apparatus following the simplification guidelines. Second, compile a job and workload analysis and adjust to the new organizational structure. Finally, submit a simplification plan accompanied a regional head regulation draft on the organizational structure and work procedures of the new apparatuses

resulting to the Ministers of Home Affairs and the Empowerment of State Apparatus and Bureaucratic Reform.

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