

BUREAUCRATIC SIMPLIFICATION: CHANGES IN ORGANIZATIONAL STRUCTURE FROM STRUCTURAL TO FUNCTIONAL IN THE CENTRAL JAVA PROVINCIAL GOVERNMENT

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Abstract: Bureaucracy still faces inefficiency and ineffectiveness problems while facing the challenges of very dynamic strategic environmental changes, for this reason the government has launched a bureaucratic simplification program implemented by the Central Java Provincial Government starting in 2021. However, the implementation of this policy has not been optimal. This study examines the changes in six elements of organizational structure from structural to functional in the implementation of bureaucratic simplification. The theory of mechanical and organic organizations is used to describe the nature of structural and functional organizational structures. A qualitative approach with descriptive methods and data collection from interviews and literature reviews have been used in this study. Interviews were conducted with informants from four OPDs in the Central Java Provincial Government, namely the Legal Bureau of the Regional Secretariat, Bappeda, the Agriculture and Plantation Service, and the Investment and One-Stop Integrated Service Service. The literature review was in the form of a review of several theories/concepts and related regulations. The study found that there had been a pseudo change, the characteristics of a structural mechanical organization were still maintained, managerial tasks in 4-6 layers, rigid and homogeneous departmentalization, a chain of command with vertical communication flow, a tall span of control, and centralized decision making. Changes towards organic organization are obtained from the teamwork approach in carrying out work. More appropriate changes in organizational structure in simplifying bureaucracy have been explained. The study recommends the elimination of coordinators and sub-coordinators with managerial duties permanently in the organizational structure of OPD, the implementation of a team-based work system, and the development of employee professionalism and competence as prerequisites for a functional organization that is responsive to change.

Keywords: *simplification of bureaucracy, change of organizational structure from structural to functional, mechanical organization to organic organization*

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1. Introduction

In its development, the ideal type of bureaucracy initiated by Weber, has drawn much criticism because it is identical to inefficiency (Dedi Mulyadi, 2018). Bureaucracy shows more structural than functional characteristics. Bureaucracy with a structural character is characterized by, among other things, the proliferation of bureaucracy which results in a fat organization that represents the large orientation of employees towards structural positions. Fat organizations, slow, complicated and rigid formal work procedures, patron-client patterns, and not creative, are classic problems of bureaucracy in Indonesia (Badu Ahmad, 2008). Bureaucracy also faces very dynamic strategic environmental changes that require the ability to adapt. For this reason, the Indonesian government is implementing bureaucratic simplification for all central and regional government agencies which aims to create a simple, flexible and agile government organization (Eny Suryani, 2024).

The bureaucratic simplification program includes three steps, namely streamlining the organizational structure in the form of reducing the structural position hierarchy to only two layers (Permenpan-RB 25/2021), equalizing or transferring positions from structural positions to functional positions (Permenpan-RB 17/2021), and implementing a new work system for bureaucratic simplification (Permenpan-RB 7/2022).

The Central Java Provincial Government is implementing bureaucratic simplification starting in 2021 by simplifying the organizational structure of 36 OPDs, equalizing 584 structural officials into no less than 71 types of functional positions.

Andhika, (2018) quoted the opinion of Clegg and Caiden (2019) who said that structure is an important factor for the existence of an organization, both private and government. Furthermore, it is said that changes in organizational structure will lead to changes in organizational behavior to be more effective or not. This statement is based on the opinion that says that organizational characteristics such as hierarchy and procedures are influenced by structure (Clegg and Caiden 2009 in Andhika, (2018). The streamlining of the organizational structure in the simplification of bureaucracy carried out by the Indonesian Government is relevant to the opinions of these experts. The simplification or streamlining of the organizational structure into two layers is intended to change the organizational structure to be more effective, namely from structural to functional.

Entering the third year of the implementation of bureaucratic simplification, the Government conducted a review and stated that the implementation of bureaucratic simplification was not optimal, especially in the implementation of the simplification of the organizational structure and new work mechanisms that had not been implemented completely (Permenpan-RB Number 3 of 2023). The results of the national review were confirmed by the Central Java Provincial Government which had not implemented a new work system for bureaucratic simplification. How the implementation of bureaucratic simplification in the OPD of the Central Java Provincial Government which was not optimal as expected needs to be explored in more depth.

Simple, flexible, and agile bureaucracy is an important issue in the provision of efficient and effective public services in a constantly changing strategic environment. This has received considerable public attention in both practical and academic fields. Several studies have been conducted: first, the form of adhocracy which is considered the antithesis of bureaucracy, which is formed to quickly solve problems in the organization (Andhika, 2018). Second, the need to simplify the structure of the Indonesian bureaucracy is reviewed from the empirical and theoretical sides., because the Indonesian bureaucracy has not changed enough from the

dominance of the Old Public Management-Patronage model (Nurhestitunggal & Muhlisin, 2020). Third, study on bureaucratic simplification based on four dimensions of transformation theory (reframe, restructure, revitalize, and renew), which concludes that although there has been progress in the implementation of bureaucratic simplification, it is still necessary to optimize the renewal dimension, including the need for an organizational structure to create a sense of togetherness between individuals because interactions between people in an organization are very dependent on how the organizational structure is structured (Suryani and Diniawaty, 2024). Furthermore, this study recommends the need for research with a focus on analyzing organizational structures to gain an in-depth picture of a bureaucracy that is capable of dealing with very rapid strategic environmental changes.

Different from previous research, this study describes in depth how changes in the organizational structure of regional apparatus change from structural to functional in the implementation of bureaucratic simplification through changes in the six elements in the organizational structure, using the theory of mechanical organization and organic organization. So, the purpose of this study is to find out the six elements of the organizational structure of regional apparatus, namely: specialization, departmentalization, chain of command, span of control, centralization-decentralization and formalization, experiencing changes from structural to functional and more appropriate changes that are expected in the implementation of bureaucratic simplification.

This study, which focuses on changes in organizational structure elements in bureaucratic simplification, is the first to be conducted. The urgency is to find out exactly what factors or elements and aspects are important and fundamental as prerequisites or "system calls" in realizing a simple, flexible, and agile organization that is urgently needed in a very rapid strategic environmental change, through efforts to shift the structural character towards functional by incorporating aspects or characteristics of organic organizations into the bureaucratic organizational structure.

2. Literature Review

2.1. Organizational structure

Organizational structure, which Robbins & Judge, (2014:231) defines as the division of work, its grouping, and its formal coordination shown in the organizational structure, aims to establish formal alignment, arrangement, and hierarchy of work in an organization. The structure determines who does what through the position and responsibilities of each employee. By establishing the appropriate level of management and subordinates, each manager can build a network to achieve the goals and objectives of the organization while at the same time maintaining the level of authority needed to supervise and oversee the implementation of each staff member Griffin & Moorhead, (2010). To achieve organizational goals, the structure needs to be filled with employees with appropriate skills and a clearly defined division of responsibilities (Hill, 2019).

2.2. Organizational Structure Design

According to organizational theory (Robbin, SP and Coulter, M. 2016: 274) there are two organizational designs, namely mechanistic organizations (bureaucracy) and organic organizations.

- a. Mechanistic Organizational Structure (Bureaucratic Structure) is a natural result of the combination of six key elements of the organization. In the mechanistic design, the use of

extensive rules and procedures, centralization of authority, and high specialization of labor are designs used for the benefit of achieving high and efficient production (Setiawan, Satria Aji., Puspitasari, 2018). This model is greatly contributed by Max Weber's thoughts on the application of the mechanistic model and the term bureaucracy itself (Mulder, 2017). Max Weber argued that a certain way of organizing a collection of activities is the direction of bureaucracy. The dominance of authority that links legitimacy to compliance from other parties is part of the organizational design. Weber's opinion quoted by Sitepu (2011) which states that the ideal concept for a modern organization is shown in bureaucracy, because modern organizations require certainty, speed and accuracy, and continuity. This is believed to be achieved through the design of a machine organization. According to Weber (in Sitepu, 2011), bureaucracy is an ideal concept for a modern organization. In a complex organization, speed, accuracy, certainty, and continuity are needed. All of these things can be achieved if the organization is designed like a machine. Furthermore, there are six characteristics in the design of a machine organization (Sitepu, 2011) (Mulder 2017), namely: Specialization as the basis for the division of labor; Clear authority hierarchy; The existence of complete rights, responsibilities, and obligations in the employee rule system; Rigid formal rules in the form of perfect procedures for work performance; Organizational relationships are not based on personal relationships (impersonal), and Career-oriented, meaning that employee career development is more based on technical competence.

- b. Functional Bureaucratic Organizational Structure (Organic). The concept of organic organizational structure is the opposite of mechanistic/bureaucratic organizational structure (Robbin, SP and Coulter, M., 2018). High adaptability to changes originating from outside the organization is a characteristic of organic organizations. The structure is known as an open structure, flat structure, and horizontal structure (Anonymous, 2022). Setiawan, Satria Aji., Puspitasari, (2018:108) said that organic organizations have a more flexible and flexible nature than mechanistic organizations which are more stable and rigid. According to Dickson et al., (2006:353) organic organizations are types of organizations that are at the opposite pole of mechanistic organizational structures, and are characterized by: "overlapping responsibilities, less specialization, and greater generalization between positions". So, in organic design the work remains divided but with low standardization.

Robbins, SP, and Coulter, (2018) briefly describe the characteristics of mechanistic and organic organizations as being at two opposite poles, as follows:

Mechanistic	Organic
- High Specialization	- Cross-functional Teams
- Rigid Departmentalization	- Cross-hierarchical Teams
- Clear Chain of Command	- Free flow of information
- Narrow spans of control	- Wide spans of control
- Centralization	- Decentralization
- High Formalization	- Low Formalization

2.3. Six Elements of Organizational Structure

Whenever an organization creates its structure, there are six key elements that Robbins & Judge, (2014) must think about. The six key elements are:

1. Specialization. Sutarto (2012:104) defines specialization as the division of labor in the form of similar or closely related activities that are grouped to become a group of jobs from a

position. Robbins and Judge (2014) emphasize that the implementation of work will be more effective if carried out specifically by each employee. In a mechanistic organizational structure (bureaucracy) the level of organizational specialization is high (Weber, 1947). In a mechanistic/bureaucratic structure, the division of labor is likened to spare parts in a machine, each of which has a specific or different job or task. The division and division among these staff is carried out to increase efficiency. While in an organizational structure called organic, job specialization is carried out but is not standardized so that it is more flexible or can be changed to suit needs. So organic organizations have employees with diverse expertise and have the ability to handle and make decisions on various topics, so that the organization is more flexible and can easily respond to change (Setiawan, Satria Aji., Puspitasari, 2018).

2. **Departmentalization.** Departmentalization is the process of dividing activities or work and grouping similar activities and interrelated or related to each other carried out by an organizational unit (Robbins & Judge, 2014). In order for its implementation to be coordinated on one basis, departmentalization is carried out after the work is divided or specialized. In a mechanistic organizational structure, departmentalization is rigid (Weber, 1947). This is in line with the high individual division of labor system as explained earlier. While in organic organizations, departmentalization is flexible (Setiawan, Satria Aji., Puspitasari, 2018). It is possible that the organization will suddenly create a new departmentalization or cut its departmentalization in order to adapt to change.
3. **Chain of command.** Robbins & Judge (2014) said that the chain of command includes authority and unity of command, namely the rights inherent in employees with managerial positions to give orders and be followed (authority), while unity of command refers to the concept that each subordinate has only one superior, who has the right to give orders and accept responsibility. The chain of command is depicted by a straight line (line of authority) that is not broken from the top of the organization to the lowest level, which explains who is responsible to whom (Robbins & Judge, 2014). In a mechanistic organizational structure, the chain of command is clear and firm. The chain of command directs staff efforts towards achieving tasks (Weber, 1947). So that it has the characteristics of a centralized flow of power. The organization is strictly regulated in a vertical system so that communication between employees is limited according to their position or position. While in an organic organization, the information flows freely without command (Setiawan, Satria Aji., Puspitasari, 2018). Widespread availability of information tends to result in better decisions that respond well to current conditions, this is useful in unstable environments where changes occur regularly and competition is high.
4. ***Span of Control*** Span of Control. Robbins & Judge, (2014) explained that span of control is a limitation on the number of subordinates that can be led or controlled by a manager effectively. Span of control is an important element that is considered based on the limitations of time, knowledge, ability, and focus of attention of a manager. How many subordinates are led, many or few, reflects the breadth or narrowness of the span of control. In a mechanistic organization, the span of control is narrow, in accordance with a strict vertical hierarchy system (tall) (Weber, 1947). While in an organic organization, the span of control is wide (Setiawan, Satria Aji., Puspitasari, 2018). Hierarchy is great for repetitive work where if one-wheel breaks, it can easily be replaced with another. However, if the organization relies on employee creativity, innovation, and contribution, then a strict hierarchy becomes inefficient and ineffective (Morgan, 2014:175).

5. Centralization and decentralization. How decision-making in an organization is centralized or concentrated is determined by this element. Decision-making with little or no input from subordinates or lower-level managers and concentrated at the top managers is done in organizations that maintain centralization, whereas decision-making is delegated to lower managers or work groups closest to the action is an organization that emphasizes decentralization (Robbins & Judge, 2014). Mechanistic organizations have centralized decision-making, in accordance with their rigid division of labor and clear chain of command, so they have the characteristics of a centralized flow of power (Weber, 1947). In organic organizational designs, downward communication (from top managers to their subordinates) is merely advice. Decisions can be made by lower-level managers or those in lower positions and upward messages are merely reports that show what results actually occurred and what decisions were made at lower levels (Dickson et al., 2006).
6. Formalization. This element refers to how the organization standardizes the jobs within it (Robbins & Judge, 2014). If employees are given little freedom in choosing jobs, when and how to do them, it is said to be an organization with high formalization. Organizations like this have the following characteristics: there is a clear job description, the organization has various written arrangements, activities are standardized and documented, and there are benchmarks for controlling employee behavior with behavioral standardization. Mechanistic organizations have high formalization. Rules and procedures are applied uniformly regardless of individual personality. Formalization is carried out on all aspects of the organization with the aim that all activities take place in an orderly/regular and formal/official manner. The regulatory system clarifies employee rights, responsibilities, obligations, and benefits (Weber, 1947). In organic organizations, there is no outline or specificity of job requirements for certain employee positions (Dickson et al., 2006:353), so that employee behavior is more regulated by a set of shared values and goals than by instructions and rules. According to Setiawan, Satria Aji., Puspitasari, (2018:108) professionalism and training in technical skills needed to deal with various problems will be more possessed by employees in organic organizations. Although with little direct supervision and limited written regulations, codes of ethics and professional standards can guide them to behave well. The need for a variety of formal procedures in an organic organizational structure is also less, because procedures change as businesses routinely adapt to variations in the business environment. In contrast, it is generally reasonable to see a small number of relatively unchanged procedures in core processes, and more fluidity among procedures related to aspects of the business that tend to change regularly. Determining these six elements will form a certain organizational character and ultimately its structure will be visualized in an organizational chart.

3. Research Methods

A qualitative approach with a descriptive method was used in this study, which (Moleong, 2018) said was to understand the phenomena experienced by research subjects by describing through words and language regarding behavior and motivation holistically in a natural setting.

The focus of the research is analyzing changes in six elements of organizational structure, including specialization, departmentalization, chain of command, span of control, centralization/decentralization, and formalization in the implementation of bureaucratic simplification. The subject of the research is the regional apparatus organization in the Central Java Provincial Government, namely the Legal Bureau of the Regional Secretariat, the Regional

Development Planning Agency (Bappeda), the Agriculture and Plantation Service (Distanbun), the Investment and One-Stop Integrated Service Service (DPMPTSP). Interview and literature review methods are used to collect data/information, which are analyzed with three steps of data analysis referring to the opinions of Miles and Huberman (Sugiyono, 2009) including data reduction, data presentation, conclusions or verification.

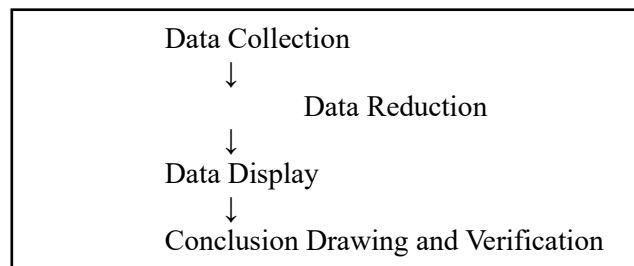


Figure 1. Data Analysis Model according to Miles and Huberman
(Source: Sugiyono, 2009)

4. Results and Discussion

4.1. Results

The implementation of bureaucratic simplification in four OPDs has resulted in changes/shifts towards functional organizations (organic organizations) although in general they are still dominated by structural characteristics (mechanical organizations).

The change towards functional is indicated by the development of the following characteristics of organic organizations: in the specialization element, it is indicated by the conformity of organizational tasks with functional job tasks in the four OPDs, the team work approach in the four OPDs is increasing even though it is developing naturally and has not become a work system. The team work approach has developed intensively in Bappeda and the Legal Bureau, in Distanbun and DPMPTSP is starting to be increasingly improved. The existence of top down and bottom-up mechanisms in decision making. Formalization or standardization of work that is arranged according to the needs of the organization, utilization of information technology and good employee skills/mastery in the Legal Bureau, Bappeda, and DPMPTSP. The standardization of work procedures (SOP) at Distanbun is not an urgent need considering the function of the service in the form of formulating technical policies.

The structural nature of the four OPDs of the research subjects that are still quite dominant is shown mainly by the existence or maintenance of managerial tasks at the lower layer through permanent assignments to coordinators and sub-coordinators to carry out managerial tasks that were originally the tasks of the head of section/head of sub-section/head of sub-field/head of section in the four OPDs. The existence of these coordinators and sub-coordinators is related to almost all elements of the organizational structure remaining structural in nature as shown by the following mechanical organizational characteristics: departmentalization that is permanently determined and maintained to the lower/specific level, a clear/firm and hierarchical chain of command and the existence of unity of command, a narrow span of control (tall) in 4-6 layers, and centralized decision making.

4.2. Discussion

The implementation of bureaucratic simplification carried out by the Central Java Provincial Government has implications for changes in the elements of the regional apparatus

organizational structure, namely changes from structural to functional. Structural organizational structures are examined using the concept/theory of mechanical organizations, while for functional organizational structures, the concept/theory of organic organizations is used. This refers to Robbins and Coulter (2018) regarding organizational theory which divides two poles of organizations, namely mechanical organizations which are opponents of organic organizational structures. Changes in the elements of the organizational structure are as follows:

- a. Specialization is done by reducing the layers of managerial tasks and replacing them with functional positions. Strengthening functional positions on the job map can be interpreted as increasing specialization. The change from structural positions to functional positions on the one hand increases the structural nature (mechanical organization) but on the other hand is a step in professionalizing the organization (Mintzberg, 1993). Changes towards organic (functional) organizations are also obtained from the teamwork approach that is practiced increasingly intensively in the four OPDs which allows for a cross-functional approach (Robbins and Coulter, 2018), as well as a multi-functional position approach in each managerial work unit that is removed and replaced by functional position groups.

In this element, the characteristic of a mechanical organization that is still maintained is the permanent assignment of coordinators and sub-coordinators to carry out managerial tasks that were originally structural job tasks. The presence of silo or ego symptoms felt in several OPDs confirms the opinions of Awa (2016) and Gleeson (2019) who said that specialization makes employees tend to only care about their own tasks and the emergence of competition between functions creates competition between functional groups.

The managerial tasks that are maintained give rise to pseudo change, what occurs is not change, but a shift that strengthens stability that can keep people in their place (Day, 2016).

- b. Departmentalization that is arranged permanently and specifically to the lower level (subag/subid/section/sub-coordinator) has maintained the rigid and homogeneous nature that is characteristic of mechanical organizations (Weber, 1947; Robbins, SP, and Coulter, 2018; Sutarto, 2012). Changes towards organic organizations in this element are obtained from the teamwork approach that allows for cross-hierarchical teams (Robbins, SP, and Coulter, 2018).
- c. The chain of command is still structural by maintaining a clear/firm chain of command (Weber, 1947; Robbins & Coulter, 2018), unity of command (Robbin & Judge, 2014), and vertical communication patterns (Setiawan and Puspitasari, 2018). Changes towards functional are presented by the teamwork approach in carrying out work that allows for a free flow of information (lateral), without commands (Robbins & Coulter, 2018; Setiawan and Puspitasari, 2016) and allows employees to get tasks not only from their direct superiors (Andhika, 2018).
- d. The span of control still maintains the structural nature or characteristics of a mechanical organization by maintaining a narrow or tall organizational hierarchy (Weber, 1947; Robbins and Coulter, 2018) and tight supervision (Weber, 1947). The span of control that continues to run in 4-6 layers is also a pseudo change (Day, 2016).
- e. Decision making is still centralized which is a characteristic of mechanical organizations (Weber, 1947; Robbin and Judge, 2014; Robbins and Coulter, 2018). The decision-making mechanism is still maintained in a hierarchical system with long hierarchical layers (4-6 layers), with centralized authority and responsibility (Weber, 1947; Setiawan, Satria Aji., Puspitasari, 2018). Changes towards functional are shown by the top-down and bottom-up

approaches as well as cross-field discussion approaches and teamwork in carrying out work that allows for increased employee/subordinate participation in decision making (Dickson, Resick, & Hanges, 2006).

- f. Formalization shows a change towards functional, namely through work standardization made according to organizational needs and the use of information technology and employee mastery of good job tasks. These three characteristics of the elements make low formalization represent an organic organization (Robbins and Coulter, 2018; Setiawan and Puspitasari, 2018).

The appropriate or expected changes from changes in the organizational structure of OPDs in simplifying bureaucracy are examined by referring to the concept/theory of organic organizations, as follows:

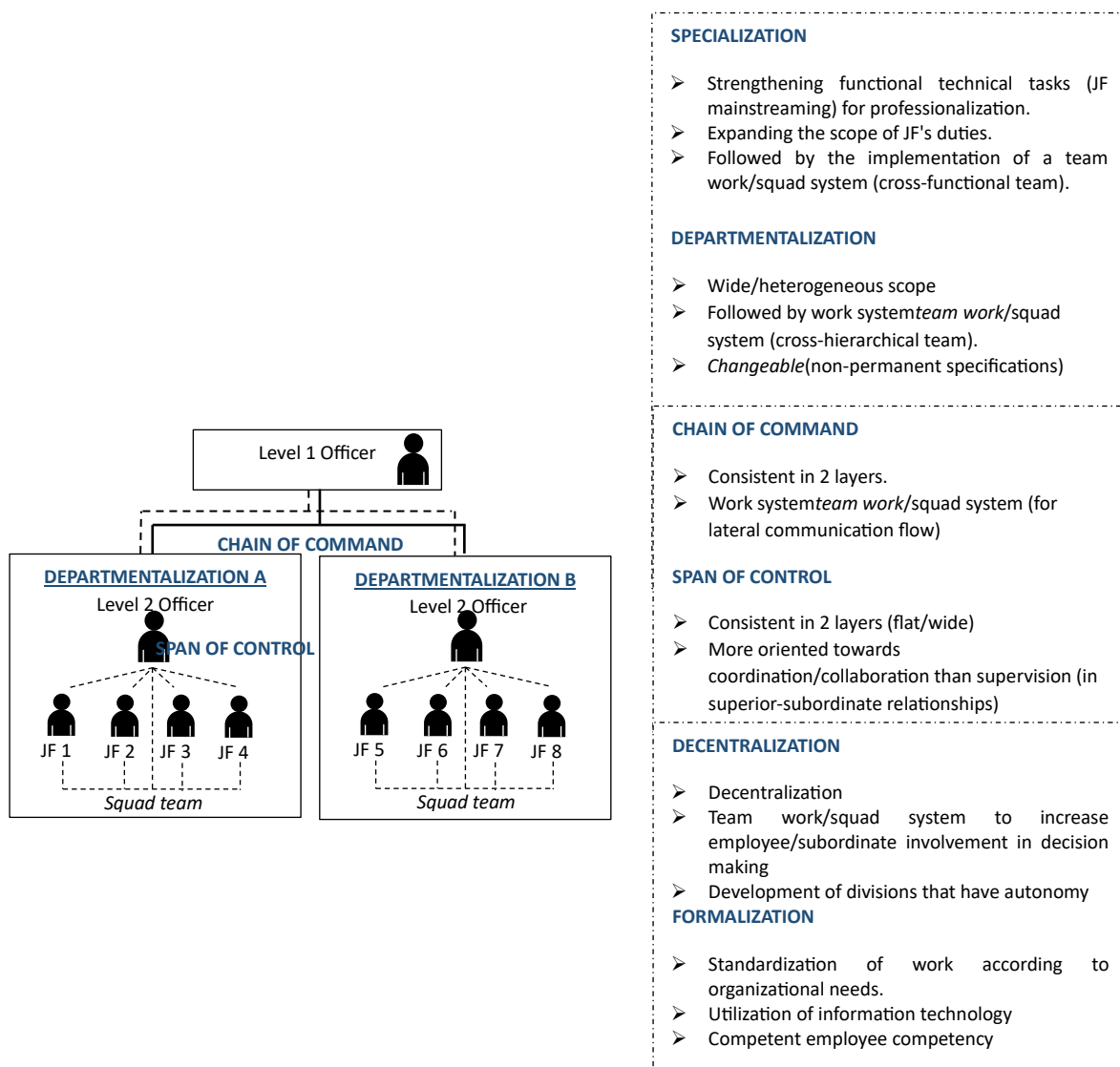


Figure 2. Chart of the Six Elements of a Desired/More Appropriate Organizational Structure in the Implementation of Bureaucratic Simplification

1. Specialization with reduced managerial tasks and strengthening functional technical tasks (functional positions) for organizational professionalization (Mintzberg, 1993) with an expanded scope of tasks so that the organization is more flexible and can easily respond to change (Setiawan, Satria Aji., Puspitasari, 2018) and the implementation of a teamwork-based work system (cross-functional teams) (Robbins and Coulter, 2018).
2. Departmentalization consistently follows the 2-layer level, departmentalization at the middle level (field/section) is not described/divided into a more specific/narrower lower level (sub-field/section/sub-section) so that the scope of departmentalization becomes broader or heterogeneous (Sutarto, 2012). Functional positions are positioned in one functional position group (KJF) container, not divided into more specific/narrower groups/departmentalization permanently so that KJF grouping can be done thematically (flexibly), not permanent, according to organizational needs dynamically or changeable (Setiawan, Satria Aji., Puspitasari, 2018) in the form of team work (cross-hierarchical team) (Robbins and Coulter, 2018).
3. The chain of command consistently follows the 2-layer level so that the chain of command becomes shorter, as well as the development of a teamwork-based work system so that the flow of employee communication becomes lateral or free, not based on position (Robbins & Coulter, 2018; Setiawan and Puspitasari, 2016), and allows the implementation of creativity-based tasks, not only based on command.
4. The span of control consistently covers 2 layers to be flatter/wider (Robbins & Coulter, 2018) (Setiawan, Satria Aji., Puspitasari, 2018) so that supervision becomes less strict (Setiawan and Puspitasari, 2018). The superior-subordinate relationship becomes more coordinative (coordinative, consultative, confirmative) and collaborative than supervision.
5. Decentralization (Robbin and Judge, 2014; Robbins and Coulter, 2018), a more decentralized decision-making mechanism and increased employee/subordinate participation in decision-making (Dickson, Resick, & Hanges, 2006) which can be achieved through the development of group/cross-disciplinary discussions and teamwork systems and the development of divisions that have autonomy. If employees have the ability to handle and make decisions on various topics, the organization becomes more flexible and easier to respond to change (Setiawan, Satria Aji., Puspitasari, 2018).
6. Low formalization or standardization of work (Robbins and Coulter, 2018), arranged according to organizational needs (more flexible), with the use of information technology in optimal organizational business processes and employee development for good mastery of their field of work. These three things are "system calls" or very important and fundamental components to realize low formalization (Setiawan and Puspitasari, 2018). Low work standardization will encourage employees to be more creative and innovative.

5. Conclusion

There is a phenomenon of pseudo change in the implementation of bureaucratic simplification which is an implication of the existence of coordinators and sub-coordinators who are tasked with carrying out managerial tasks permanently replacing the role of structural positions of administrators and/or supervisors that have been abolished. So that in the implementation of bureaucratic simplification, the current organizational structure of OPDs still shows more structural characteristics, namely: rigid, fat, compartmentalized, less adaptive and not creative. Changes in the six elements of the organizational structure that are expected to form an organizational character that strengthens the goal of bureaucratic simplification to form a

simple, flexible and agile organization are strengthened into a professional, flexible, flat, collaborative and creative organization.

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