

ARTICLE

Analysis of Bureaucratic Reform Through Delayering of Government Institutions in Indonesia

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ABSTRACT

The plan to simplify the bureaucratic structure by streamlining the echelon system is one of the strategies and breakthroughs of bureaucratic reform in Indonesia that was implemented in the first period (2010-2014) and the second period (2015-2019) of Bureaucratic Reform. However, on the other hand, a survey issued by the *World Economic Forum* shows that Indonesia is still experiencing some difficulties with implementing bureaucratic reforms and has not effectively used the delayering process in its implementation. The purpose of this study is to examine and analyze bureaucratic reforms through *delayering* of government institutions in Indonesia. This research uses a qualitative type of research with the method of literature review. Researchers have found 15 peer-reviewed journal articles within five years (2017-2021) that follow the research topic, which is then studied and analyzed to obtain comprehensive findings. The results showed that government agencies in Indonesia generally have undergone bureaucratic reforms but have not led to a specific *delayering* process. The Civil Service (ASN) Law passed in 2014 has also supported the spirit of administrative reform. This shows that *delayering* within government institutions in Indonesia can provide effective and efficient changes that occur within the governance management of government institutions in Indonesia.

A. INTRODUCTION

The public bureaucracy has a crucial and decisive role in state government and nation-building administration. Indonesian bureaucratic journey has been quite long, starting from the Max Weber (Weberian) model since the days of Dutch rule. The public bureaucracy provides services and empowerment to citizens transparent and accountable manner. However, there is a common perception of the inefficient and uncontrollable quality of the bureaucracy in Indonesia. So far, the bureaucracy in Indonesia has experienced inefficiency, red tape and many formal rules that are not obeyed. The bureaucracy in Indonesia is also characterized by high employee growth and the organizational structure's expansion, making the bureaucracy even bigger. The bureaucracy also increasingly controls society in the political, economic and social

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spheres. The tendency of a region to enlarge the organizational structure is inherent like the organization, called bureaucracy (Wahyurudhanto, 2020).

The government will try to create a new structure without regard to the needs and capabilities of funds in the bureaucracy. Many people are concerned about these concerns associated with public sector management's organizational culture. The structural problems of the bureaucracy in some cases concern budgeting for public services because it affects the quality of public services. According to Wahyurudhanto (2020), Indonesia's public administration system is still plagued by fundamental problems. The existing bureaucratic structures, norms, values and regulations are still oriented toward the rulers' interests, not toward the civil rights of citizens. In addition, the difficulty of reforming public services is also a concern. This condition depends on the behaviour and competence of the bureaucrats. In addition, eradicating corruption, collusion, and nepotism in the world of public bureaucracy has not been optimal.

This problem is complicated by factors related to the bureaucracy's system, structure and culture. The term "Parkinson's bureaucracy" is often used to refer to this process of forming massive structures (Jochimsen, 2009). Parkinson's bureaucracy is characterized by the desire of each state official to increase the size of his subordinates, which they achieve through the division of labour. As a result, bureaucrats often continue to grow their workforce regardless of the tasks at hand. This, of course, is in direct contrast to Weber's ideals of an efficient, effective, rational and professional bureaucracy. This bureaucratic model is often referred to as the "ideal" bureaucracy. In addition, good governance can be achieved by applying trust-building principles such as participation, law enforcement, transparency, responsiveness, equality, justice, and accountability (Klimek, Hanel, & Thurner, 2009).

President Joko Widodo's inauguration speech at the plenary session of the People's Consultative Assembly of the Republic of Indonesia on October 20, 2019, along with the inauguration of the president and vice president-elect for the 2019-2024 government period in Jakarta, became a driver for the implementation of bureaucratic simplification in Indonesia. President Joko Widodo, in his speech, said that the bureaucracy must be simplified into two levels, namely by reclassifying structural positions (administrative positions) into functional positions based on expertise and competence. It is based on the existing composition of the state civil apparatus in 2019, including 10.26% or 440,029 administrative structural officials of 4,286,918 total personnel. Tjahjo Kumolo then continued President Joko Widodo's speech as Minister of Administrative and Bureaucratic Reform (MenPANRB) as the Minister in charge of civil service (ASN) affairs by enacting the Regulation of the Minister of Administrative and Bureaucratic Reform Number 28 of 2019 concerning Equal distribution of Administrative Positions (Insani, Warsono, Kismartini, & Astuti, 2021).

The ASN Law was promulgated in 2014 in the spirit of administrative reform. ASN is expected to have high competence, professionalism, and integrity, objective and apolitical, as well as fight against corruption, collusion, and nepotism. This Ministerial Regulation codifies the Circular Letter of the Minister of PANRB Number 384, 390, and 391 of 2020 concerning Strategic and Concrete Steps for Bureaucratic Simplification addressed to Advanced Indonesian Cabinet Ministers, Governors, and Regents/Mayors throughout Indonesia on November 13, 2019. According to the Minister of PANRB, "bureaucratic simplification is intended to create a more dynamic, agile and professional bureaucracy to increase effectiveness and efficiency in supporting the delivery of government services to the community". After that, efforts will be made to improve the competence of employees of the Civil Service (ASN)." (Insani, Warsono, Kismartini, & Astuti, 2021). Kemenpan RB contains strategic and concrete steps that all heads of Ministries, Institutions with Ministerial-level leaders, Non-Ministerial Government Institutions, Secretariat of State Institutions, Secretariat of Non-Structural Institutions, Public Broadcasting Institutions, Provincial Governments, and Regency/City

Governments must immediately take strategic and concrete steps from transfers starting from identification, mapping, and implementation.

In addition, the following table describes the development of bureaucratic simplification policies through transferring administrator positions to functional/professional positions.

Table 1. Number of Administrative Positions Transferred to Functional/Professional Positions as of August 2020

No	Administrative Positions		Positions That Change to Functional/Professional			Information
	Types of positions	Number of employees	Position Level	Number of employees	%	
1	Administrator	98.658	Associate expert	2.889	2.93	Transfers are to be prioritized in 33 Ministries/ Institutions
2	Supervisor	327.058	Junior expert	8.267	2.58	
3	Staff	414.313	First expert	2.030	0.49	
	Total	840.028	Total	13.186	0.29	

Source: (Insani et al., 2021)

Bureaucratic simplification is nothing new in public administration. Bureaucratic simplification is one of the components of broader public sector governance reform efforts that cover four thematic areas: reforms of the state role, central government functions, accountability and supervision mechanisms, and bureaucracy and management of public service organizations (Nurhestitunggal & Muhlisin, 2020). Restructuring with a model like this was already popularly applied in various parts of the world in the 1990s. At that time, the restructuring model was commonly known as delaying by trimming the structure and transferring structural to functional positions (Wulf, 2012).

Wardhana (2019) revealed that the plan to simplify the bureaucratic structure by streamlining the echelon system is one of the strategies and breakthroughs of bureaucratic reform. The Ministry of Administrative and Bureaucratic Reform (Kemenpan RB) stated that simplifying the echelon system will create a dynamic, agile, and professional bureaucracy to increase effectiveness and efficiency in supporting public services (Arnani, 2020). The 2017 *World Economic Forum* of Executive Opinion Survey placed government bureaucracies as inefficient in various countries. The study also reported that Indonesia is still experiencing some difficulties with implementing bureaucratic reforms and has not effectively used the delaying process in implementing them (World Economic Forum, 2017).

The Government Effectiveness Index, one of the main dimensions of governance, describes the government's ability to make policies and effectively deliver public services, which are relatively slow, fluctuate, and have not yet reached targets (Kaufmann & Kraay, 2020). In the research of Turner, Prasajo, & Sumarwono (2019), it is explained that the reform program is one of the effectiveness of the government that has made progress and achieved several performance milestones. The changes are relatively small and gradual. The reforms that have been successfully implemented so far have not been able to produce significant changes to the dominant model of *the Old Public Administration*. Reforms in Indonesia still have fundamental weaknesses. According to Turner, Prasajo, & Sumarwono (2019), in this case, HR management has not been radically overhauled to create a performance-based reform

and bureaucratic structure with high-quality and results-oriented and innovative staff (Turner, Prasajo, & Sumarwono, 2019).

Based on the explanation above, the *World Economic Forum* 2017, which has placed inefficient government bureaucracies in various countries, makes Indonesia has not seen any significant layering impacts as a result of changes in reforms implemented by Indonesian government institutions so far. This is supported by Insani's research presenting the development of bureaucratic simplification policies by transferring administrator positions to functional positions that are still below 10%. Another study described above also explains that bureaucratic changes in Indonesia have a weak foundation, so they still show relatively small and gradual changes. Therefore, there is a need for such efforts in HR management, namely with the layering process, which should be a consideration for stakeholders of government institutions in Indonesia. This research will examine and analyze bureaucratic reforms through layering of government institutions in Indonesia.

B. LITERATURE REVIEW

Administrative Reform

The dynamic organizational environment and high public demands for good service quality are challenges for public organizations to continue to adjust to changes. In responding to these challenges, organizational change is one of the things that public organizations must do. But unfortunately, the changes that occur are not always well received; instead, resistance occurs. Understanding how to manage organizational changes requires an understanding of the organization works in a metaphor that is most often used to describe the organization. So a strategy is needed to see its limitations to make the right changes and can be implemented in the organization (Cameron & Green, 2009).

Bureaucrats in Indonesia have now implemented administrative reforms, which are often referred to as bureaucratic reforms. The theory of administrative reform is used to explain bureaucratic reform in Indonesia. The government's strategy to improve governance is an administrative reform of government standards for successful national development. High quality must be a prerequisite because it impacts national development programs. Good governance is expected to accelerate the growth of a country. The reform component is also characterized by shifts in employee behaviour and attitudes towards the New Public Service (NPS) paradigm, which emphasizes providing quality services to the community (Haryani & Puryatama, 2020).

Administrative reform is a strategy carried out by the government to improve governance. Good quality governance is the main prerequisite in national development because it will have implications for implementing national development programs. Good governance is expected to accelerate the turnaround of the wheels of national development. Various developing countries use administrative reform as a first step and a priority in developing their countries. Prasajo & Kurniawan (2008) generally carry out administrative reforms through two strategies. Namely by revitalizing the position, role and function of institutions that are the driving force of administrative reform and then the state administrative system in the form of structures, processes, human resources (civil servants) and relations between the state and society is reorganized (Prasajo & Kurniawan, 2008).

Bureaucratic Reform: The Ministry of Administrative and Bureaucratic Reform, Republic of Indonesia (2013) defines bureaucratic reform as an effort to fundamentally improve and change the government system, especially those concerning aspects of institutions (organizations), management (business processes) and human resources. The nine indicators used to measure bureaucratic reform are: 1) Anti-corruption culture, 2) Non-violation of the law, 3) Regional budget, 4) Various programs, 5) Task-oriented service, 6) Communication, 7)

Working hours, 8) Rewards and punishments, and 9) Pro-growth, pro-employment, and pro-poverty reduction (Jauhari, Majid, Basri, & Djalil, 2020).

Bureaucratic reform generally refers to efforts to modernize government administration (Damanhuri & Jawandi, 2017). Efforts to realize a democratic, accountable, and clean government system are the Indonesian people's and government's top priorities in the current reform era. As one of the demands for reform, bureaucratic reform in the form of public services has been the beginning of an awareness of public service mechanisms and an important moment for the government's awareness of the need to organize its system of government. The reformist spirit surrounding the state apparatus aims to realize state administration that can facilitate the implementation of the tasks and functions of public administration and development in a smooth and integrated manner to answer the challenges of globalization. This is done by adhering to the principles of good governance (Sudrajat, 2009).

Based on the opinions of Sandiasa and Agustana, there are several objectives for implementing reforms within the government; these goals are factors that support the realization of government reforms, including the following: a) The need for changes and updates; b) An understanding of the changes taking place in the national strategic environment; c) An understanding of the changes taking place in the global strategic environment; and d) An understanding of the changes taking place in the paradigm of government management (Sandiasa & Agustana, 2018).

In the context of governance practices in Indonesia, these issues are very relevant in influencing the government's crisis, which has not yet been resolved. Bureaucratic reform is not just a change in organizational structure and bureaucratic form. In addition, bureaucratic reform must include changes in the legal and political system as a whole and in the mindset of bureaucrats and state civil servants. The professionalism of the State Civil Apparatus (ASN) and the adaptive dynamic bureaucracy are the main targets of bureaucratic reform. The most important thing in bureaucratic reform is commitment. Because bureaucratic reform is changing, responding to change requires the right commitment and strategy to face and accept these changes, especially in an organization.

Delaying

According to Fesler and Kettl (1996) in Kettl & Bergerson (2012), a government can carry out three administrative reform strategies: streamlining the organizational structure, reengineering organizational output, and continuous improvement. Based on Fesler and Kettl's theory, delaying or downsizing strategy is an effort to reduce government budgets by analyzing the organization's size (downsize). This was achieved through a social boycott of the government for squandering the budget. To ensure that the organization is of the right size, it may be possible to intervene in the strategy of service programs, particularly by reducing the already available size. This means it is better to point out that a lean but strong organizational structure will work than otherwise.

Gandolfi (2009) conveyed that the practice of *organizational downsizing (delaying)* was common during the late 1980s. The practice is part of a managerial effort to streamline, tighten, and shrink organizational structures by respecting the number of people employed to improve the company/organization (Gandolfi, 2009).

Wulf (2012), in his study of flattened firms (1986-2006), found that the hierarchy of companies has changed dramatically from a classical structure to a flatter one. Most companies have systematically eliminated layers in the hierarchical structure of senior management. This part of *the delaying* can be attributed to the abolition of key senior management positions that serve as intermediaries (Wulf, 2012). Based on the research of George et al., delaying is a process of simplifying and streamlining organizational structures where redundancy is eliminated, and workflow and decision-making are accelerated. George added that this activity

involves organizational flattening, i.e. the elimination of unwanted management layers in the organizational hierarchy also eliminates over-staffing by identifying layers of unproductive work and activities that do not add value. The result is a small, compact, efficient organization, free from obstacles and over-staffing (George & Bai, 2004).

The policy of simplifying the bureaucracy is not easy, considering that what will be changed is an order that has long been ingrained in the bureaucratic work system in Indonesia. Many regulations need to be changed and re-harmonized. According to Rovik (in Størkersen, Thorvaldsen, Kongsvik, & Dekker, 2020), the deregulation and streamlining of organizational structures resulted in the rebirocratization of organizational procedures. As a result, proper documentation and auditing are needed to ensure that each step taken can be read and analyzed for patterns that indicate which procedures should be trimmed.

Indonesia is no stranger to bureaucratic simplification. This was once tried during the reign of President Susilo Bambang Yudhoyono under the guise of constitutional debirocratization, but failed. Ten years ago, a process known as organ restructuring and ministerial nomenclature was implemented for all levels of echelon posts. At that time, the Ministry of Administrative Reform indicated that the restructuring would streamline the ministry's organizational structure and change the nomenclature to reflect new tasks and functions. At that time, the expression "poor structure but abundant functioning" was being socialized. However, instead of reducing the organizational structure, the momentum of restructuring is used to expand it. Echelon 1 was added, followed by Echelon 2 and the next echelons (Insani, Warsono, Kismartini, & Astuti, 2021).

Indonesia's constitutional system changed due to political reforms in 1998 that impacted public administration. Bureaucratic reform is seen as a paradigm shift in governance, resulting in changes in institutions or organizations, management, human resources, services, accountability, legislation, and mindset. This reform aims to achieve *good governance* as a result of people's demands but also to respond to developments related to globalization. Despite the strong demands of society and global changes, bureaucratic reforms encountered many obstacles, one of which was a bureaucratic disease called bureusis, which Warsito referred to as bureunomia (Jauhari, Majid, Basri, & Djalil, 2020). This disease has a greater impact on the level of government policy formulation or the time it takes to formulate it than on the operational technicalities of government implementation alone.

According to Pasolong, bureunomia is a disease that infects the government bureaucracy by giving some people from political parties who lack knowledge in the field of bureaucracy or by giving privileges to bureaucrats who want to affiliate with the party, resulting in inefficiency and requiring debirocratization. From international cases, it is clear that a strong national commitment and leadership are needed to make bureaucratic reform successful. Various countries that carry out state administrative reforms implement the following strategies: (1) revive the role and function of institutions for critical reform institutions; and (2) reorganization of the constitutional system in terms of structure, processes, human resources, and state-community relations. According to Damanhuri and Jawandi, the issues and agendas of bureaucratic reform include modernization of personnel management, streamlining of structures, engineering of government administrative processes, performance-based budgeting and participatory planning processes, and the development of new relationships between government and society, And administration (Jauhari, Majid, Basri, & Djalil, 2020).

However, when referring to what public organizations do in Indonesia, *delayering* simplify the bureaucracy to only 2 (two) levels and replaces/transfers the position with a functional/professional position based on certain skills and competencies. The delayering is intended to create a more dynamic, agile, and professional bureaucracy to increase effectiveness and efficiency to support the performance of government services to the public. This is followed by efforts to improve the competence of civil service (ASN) personnel. The

step taken is to selectively transfer administrative positions consisting of Administrators (Echelon III structural/managerial positions), Supervisors (Echelon IV structural/supervisor positions), and Executors (Echelon V structural positions) in all Government Ministries/Agencies, which are then transferred to functional officials in accordance with the field and duties of their functional positions by taking into account the level of position, position class, and income of the functional official concerned.

C. METHOD

This research uses qualitative research with the method of literature review. Researchers found 15 peer-reviewed journal articles within five years (2017-2021) that followed the research topic and were reviewed by researchers using tables to get the findings holistically. This study is further explained descriptively analytically by providing a comprehensive overview of the impact analysis of delayering of government institutions in Indonesia.

D. RESULT AND DISCUSSION

Researchers examined various literature that discusses bureaucratic reform in Indonesia and its relation to bureaucratic reform through bureaucratic simplification (delayering) from various sources starting over the past five years (2017-2021).

Table 2. Findings of Bureaucratic Reform Through Delayering Government Institutions in Indonesia

No	Researcher Name and Year of Research	Method	Research Focus	Locus of Research	Research Results
1	Ruhana, 2017	Qualitative	Agenda of the second phase of bureaucratic reform (2015-2019)	Regional Government in Indonesia	In the first and second periods, the bureaucratic reform agenda can also cause delays in the process to face various obstacles, including a bureaucracy that is not yet fully transparent and accountable, a bureaucracy that is not yet effective and efficient, and public services that are not yet optimal. Still far from expected. Thus, it is hoped that this can be completed in the second phase of the bureaucratic reform plan, which will take place from 2015 to 2019.
2	Hidayah, 2018	Qualitative	Bureaucratic reform and <i>delayering</i>	Regional Government in Indonesia	Bureaucratic reform and delayering are also implemented at the local level to strengthen the political economy between the central and local governments.

3	Dodi, 2019	Qualitative	Grand design of bureaucratic reforms for 2020-2025	Government institutions in Indonesia	The purpose of structural improvement is to create a fast and agile bureaucracy in providing public services and changing mindsets. This restructuring aims to encourage bureaucrats to think visionary (forward) to create productive, innovative, and competitive bureaucratic opportunities.
4	Arsalam, 2020	Qualitative	Simplification of bureaucracy in Periods I & II	Government institutions in Indonesia	The simplification of the employee structure is a major step in organizational change that has not been found in the Bureaucratic Reform Agenda of Period I or II, so achieving simplification of employees requires a coordinated effort.
5	Nurhestitunggal & Muhlisin, 2020	Qualitative	The definition of the bureaucratic structure of echelons III and IV	Government institutions in Indonesia	Delaying is necessary because the overly bureaucratic characteristics are already incompatible with the paradigm of public administration and the current reform period of public sector regulation.
6	Situmorang, 2020	Qualitative	The bureaucratic integration of the rest of the structural positions into functional positions	Government institutions in Indonesia	Delaying is necessary to achieve the established goal of its implementation, which is to advance the welfare of the people in accordance with the constitution.
7	Taufik & Warsono, 2020	Qualitative	Simplification of bureaucracy and policies in the era of COVID-19	Government institutions in Indonesia	This study found that there are two dimensions of bureaucratic change, namely changes in the institutional dimension of bureaucracy and changes in the dimensions of the work system, that lead to delaying.
8	Nizamuddi, 2020	Quantitative	Bureaucratic reform through delaying	Government institutions in Indonesia	It was found that Organizational Structure, Remuneration, and Organizational Culture directly affect the ASN's performance. Therefore, it is necessary to reform the

9	Dahlia, 2020	Qualitative	Strimlining Bureaucratic	Government institutions in Indonesia	bureaucracy through delayering. Many corruption cases, low levels of competitiveness and human resources are part of the urgency that urges the government to streamline the bureaucracy and delayer bureaucratic reforms. While the consequences resulting from the streamlining include changes
10	Rakhman, 2020	Qualitative	Transfer of structural/ managerial positions to functional/ professional positions	Civil Service Human Resources Development Center (PPSDMA)	Reform of the government bureaucracy through delayering must be characterized by visionaries who excel at various levels of leadership in the organization. This is important to ensure that any innovation developed can be a foundation for delayering that can improve service quality.
11	Fahri, 2021	Qualitative	The bureaucrats of the government are not optimal	Government institutions in Indonesia	A comprehensive and integrated view of bureaucratic reform is needed, followed by ongoing efforts to institutionalize bureaucratic reform as a viable movement. This bureaucratic reform movement can be a delayering step that the government can take in the future.
12	Nalien, 2021	Qualitative	Simplification of bureaucracy	Local government institutions in Indonesia	Several ministries/agencies and local governments have implemented bureaucratic training and delayering. However, some local governments are still in the process of simplifying their bureaucracy.
13	Wardhana & Hakiki, 2021	Qualitative	Bureaucratic reform strategy	Government institutions in Indonesia	The COVID-19 pandemic has changed the operational paradigm of ASN to be more effective and efficient. The work environment during the pandemic can be a catalyst for delayering. The work

					system must be adapted to pandemic conditions and bureaucratic reform strategies.
14	Bonso & Ahmad, 2021	Qualitative and Quantitative	Bureaucratic effectiveness	Local Government of Biak Numfor Regency	The effectiveness of the bureaucracy in providing public services has been well implemented in the Biak Numfor Regency Government, which consists of the Civil Registry Service Office (Disdukcapil) and the Regional Revenue Agency (Bapenda). Although it has not yet led to the process through layering, the following: Actors, Interdependence and Frame, Interaction and Complexity, Institutional Features, and Network Management by the two institutions, in spite of various obstacles encountered, can be the basis for the layering process.
15	Kadarisman, Izzatusholekha, & Putra, 2021	Qualitative	Bureaucratic simplification	Government institutions in Indonesia	Simplification of the performance of government employees is necessary because too much bureaucracy does not fit the current paradigm of administration and the era of public sector government, in addition to decentralization. Empirically, simplifying the structure is necessary because it hinders civil service professionalization.

Source: processed by researchers, 2021

Analysis of Bureaucratic Reform Through Delaying of Government Agencies in Indonesia

Based on the literature review results above, shows that government agencies in Indonesia, in general, have undergone bureaucratic reforms but have not led to a specific layering process. According to [Ruhana \(2017\)](#), bureaucratic reform is an effort to improve the Indonesian government by changing the mindset and work culture in the government management system. According to [Prasojo & Kurniawan \(2008\)](#), bureaucratic reform is generally also in line with administrative reform ([Prasojo & Kurniawan, 2008](#)). Ruhana further explained that bureaucratic reform in Indonesia is related to the profile and civil service in

order to provide excellent service. In addition, bureaucratic reform is also a way to develop or maintain a clean, efficient, effective, productive, and transparent workforce (Ruhana, 2017).

As a democratic state, Indonesia encourages citizen participation by providing a wide space for citizens. This is based on the ideology that the people have the right to choose the leader of the nation, who will take general policy decisions (public policy). State Politics is a government policy that cannot be separated from the reality of the state's role that the government mandates to its citizens. Therefore, the government, as the organizer of the state, must maintain and implement the state's ideology to realize the welfare state. Simplification of employee performance is necessary because excessive bureaucracy is contrary to the current paradigm of public sector administration and governance, in addition to decentralization. Empirically, simplifying the structure is necessary because it hinders civil service professionalization. It is hoped that through restructuring, as part of the comprehensive reform of Indonesia's development civil service, they can carry out their duties effectively and efficiently, ensuring that people benefit from services and results. A critical aspect of public administration reform involves vertically and horizontally qualitative changes that are integrated with various political factors in optimizing public services (Kadarisman, Izzatusholekha, & Putra, 2021).

Bonso's research explains that the government and governance cannot be separated from the civil service that carries out its duties and responsibilities as the executor of the wheels of government. The effectiveness of an institution in providing services to the public depends on the organizational structure, hierarchy, and division of labour used to carry out more routine tasks and functions. The effectiveness of bureaucracy in this study can be seen from the implementation of Actors, Interdependence and Frame, Interaction and Complexity, Institutional Features, and Network Management. These elements are the delivery of policies and public services that are formed and implemented in each interdependent element. Based on the study results, Network Management is the highest element in bureaucratic effectiveness. This element is a part that deals with management in the government bureaucracy. This bureaucratic management cannot be separated from streamlining the bureaucratic structure. Researchers see that layering is one way to achieve Network Management.

The civil service work system debate cannot be separated from the civil service reform agenda stipulated in the 2010-2025 Grand Design of Bureaucratic Reform. Some fruitful reforms require an overlapping process between government functions, millions of civil servants, and a sizable budget. In addition, job reform must reimagine the work process from top to bottom and achieve new breakthroughs through gradual, realistic, and sincere steps, thinking outside the established habits/routines (out-of-the-box thinking), paradigm shifts (new paradigm shifts), and extraordinary efforts (business is uncharacteristic) (Yuningsih, 2019). Various policy and practice reforms of the central and local governments and the reorientation of institutions functions to new paradigms and roles, such as in response to the COVID-19 pandemic. This pandemic work system must be adjusted to develop a strategy for implementing public services. The reform should be based on the principles of adjusting the work system of employees during the pandemic. The goals of reform must be based on the principles of adjusting the work system of employees during the pandemic. To ensure that the public works bureaucracy can provide the best service to the public and investors, one of the strategies to respond to these global developments is to increase the capacity of civil service to provide public services (Wardhana & Hakiki, 2021).

The first period of Bureaucratic Reform was implemented from 2010 to 2014, while the second period was implemented from 2015 to 2019. However, according to a study conducted by Arsalan, bureaucratic reform has not been found in the Bureaucratic Reform Agenda period I or II (Arsalan, 2020). Ruhana explained that the bureaucratic reform agenda faced various obstacles in the first and second periods, including a bureaucracy that was not fully transparent

and accountable, a bureaucracy that was not yet effective and efficient, and public services that were still far from expected. Quality standards are essentially changes in bureaucracy and administration intended to improve the effectiveness and efficiency of government agency management (Ruhana, 2017).

Referring to the theory proposed by Fesler and Kettl (1996) in Kettl & Bergerson (2012), strategies in administrative and bureaucratic reforms can be carried out by a government, namely streamlining the organizational structure (delaying), reengineering organizational output, and continuous improvement. According to Gandolfi (2009), organizational downsizing (delaying) expanded in the late 1980s. This practice is in line with managerial efforts to streamline, clean up, and shrink the organizational structure while maintaining the number of civil servants needed to improve the organization's performance (Gandolfi, 2009). Three main objectives in implementing the reform are to realize clean and accountable civil servants, effective and efficient civil servants and personnel who provide high-quality public services (Ruhana, 2017).

In line with that, according to Dahlia, the agenda of bureaucratic and administrative reform focuses on streamlining civil servants. This is also influenced by a large number of corruption cases, the low level of competitiveness and human resources that is part of the urgency that urges the government to streamline the bureaucracy (Dahlia, 2020). Meanwhile, the Nurhestitungal study explains that the factors that cause the simplification of employees in the bureaucratic structure due to the characteristics that are too bureaucratic are no longer in accordance with the paradigm of public administration and the current period of reform of public sector regulation (Nurhestitungal & Muhlisin, 2020).

Based on the literature findings in the table above, bureaucratic simplification has also been implemented at the local government level (Nalien, 2021). According to Hidayah, regional autonomy is also a top priority for reforms that can strengthen the political economy between the central and regional governments (Hidayah, 2018). Judging from this case study, researchers see that delaying also needs to be carried out up to the level of the central government as a whole. In essence, delaying in all government agencies at the central and regional levels is good because it has a clear goal to create a more dynamic, agile, and professional bureaucracy to achieve increased effectiveness and efficiency in supporting the performance of government services to the public.

In line with Situmorang's research, bureaucratic pruning is carried out to achieve the goals of its implementation that have been set, namely advancing the welfare of the people in accordance with the constitution (Situmorang, 2020). The impact of this restructuring is also expected to encourage bureaucrats to think visionary (forward) to create productive, innovative, and competitive bureaucratic opportunities (Dodi, 2019). Reforms are being implemented within the government for some reason; the goal of supporting government reform includes the way in which this delaying will impact the need for change and reform; the realization of an understanding of the changes occurring in the national strategic environment; the attainment of an understanding of the changes in the global strategic environment and the paradigm of governance management.

The delaying that has occurred so far in Indonesia still needs to be improved (Dunford, 2015). These changes will not be a problem if the reorganization of business processes and/or increased ability to receive reports directly is interpreted as a way to reduce "supervisory" intervention. However, suppose this is not the case. In that case, a larger range of control can actually affect the quality of decision-making and internal communication, which ultimately affects the performance of the organization, either due to the lack of ability of the leader (manager) in exercising control or the condition of subordinates who are not skilled but make important decisions (Jaques, 1990; Roberts, 2004 in Dunford, 2015).

Then, delayering is sometimes accompanied by a reduction (downsizing) of the leadership on the basis of the belief that it is necessary to eliminate unnecessary work, thereby reducing the need for workers in the field. However, in practice, there are still activities in the field that have sustainable importance. Thus, maintaining such activities in a streamlined organization is likely to result in an increased workload for leaders/managers (of which there are fewer now). Finally, the leaders/managers who have been converted to positions still functioned to work on activities/programs from the previous position so that they can interfere with their new functions. This will affect the achievement of the position's credit score, which in turn will affect the career of the functional position. As mentioned earlier, the results can negatively affect organizational performance, so there is a need to delay restrictions on certain organizations.

In its application, the impact caused by delayering gets a mixed, perhaps even contradictory, reaction from human resources in the organization. Some studies, for example, [Dopson & Stewart \(1993\)](#), have found that most leaders/managers are positive about the effects of a flatter/leaner structure, having greater freedom to make decisions concerning the matters for which they are responsible and accountable. On the other hand, the studies of [Holbeche \(1998\)](#), [Worrall & Cooper \(2001\)](#), and [Worrall, Parkes, & Cooper \(2004\)](#) have identified various negative outcomes, including reduced leadership/manager loyalty (which was converted/removed), reduced morale, a reduced sense of job security, and increased saturation. Research conducted by [McCann, Morris, & Hassard \(2008\)](#), shows the sustainability of this delayering policy significantly affects management at a mid-level.

Based on these findings, this is interesting to explore further in subsequent studies, especially the impact of delayering and employee reactions in responding to these impacts (positive and negative). In addition, it is also necessary to look at the relationship between impact and reaction and the influencing factors. After getting an answer to this, anticipatory efforts need to be formulated to change the resistance reaction to acceptance so that bureaucratic reform through delayering can run in accordance with the expectations and objectives of the policy.

The study was conducted in response to the government's commitment to delayering by limiting structural positions to two levels and classifying the remaining structural positions into functional positions based on their respective competencies, using a descriptive approach, photographing state policies in the form of state law implemented by the government as state organizers. The critical points that can be summed up are as follows: 1) Over the past five years, the spirit of bureaucratic revitalization has been talked about along with the theme of delaying bureaucratic reform. 2) The ASN Law was promulgated in 2014 in the spirit of administrative reform. ASN is expected to have high competence, professionalism, and integrity, objective and apolitical, as well as fight against corruption, collusion, and nepotism. 3) Five years after the ASN Act was promulgated, no considerable progress has been made to streamline the bureaucracy. Even if it has been going on, the journey is still far from expectations. The current bureaucracy is still fat. The control range is still long, expensive, ineffective and inefficient. 4) President Jokowi has decided to shorten the bureaucratic chain in his cabinet. The administrative structure is divided into only two structural levels of echelon positions that are allowed; the rest are administrative and functional positions. This is in accordance with the instructions of the ASN Law. 5) Bureaucratic delayering is technically not difficult. The important thing that needs to be emphasized is that ASN has certainty of normative rights, benefits, career paths, and ranks. So that, judging from the explanation above, it can be stated that bureaucratic reform through delayering has been running and is still being developed in order to realize the professionalism of ASN. They are able to compete and are capable of carrying out their duties.

E. CONCLUSION

The results of the literature review above showed that government institutions in Indonesia, in general, have undergone bureaucratic reforms but have not led to a specific layering process. The ASN Law promulgated in 2014 has shown the spirit of administrative reform so that ASNs are expected to have high competence, professionalism, and integrity, be objective and apolitical and be able to fight against corruption, collusion, and nepotism. The findings also showed that layering within government institutions in Indonesia is also expected to support the spirit of reform mandated by the ASN Law so that effective and efficient changes occur in the governance management environment of government institutions in Indonesia. After getting the answer to this, anticipatory efforts need to be formulated as an effort to change the resistance reaction to acceptance so that bureaucratic reform through layering can run in accordance with the expectations and objectives of the policy.

Contributorship

Nature of writing this article, all three authors have an equal contribution. However, the first authors made further contributions to data collection.

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