

Model Of Downsizing Bureaucracy In Purwakarta Regency

Endang Wirjatmi Trilestari¹, Hendrikus Triwibawanto Gedeona², Saekul Anwar³
{endang.wirjatmi@poltek.stialanbandung.ac.id¹, hendrikus@poltek.stialanbandung.ac.id²,
saekul.anwar@poltek.stialanbandung.ac.id³}
Corresponding Author: Saekul Anwar; Email: saekul.anwar@poltek.stialanbandung.ac.id³

Politeknik STIA LAN Bandung, Bandung, Indonesia

Abstract. The issue of bureaucratic reform never seems to be resolved. Since the reform era began until now, it has been around 25 years, bureaucratic reform remains a priority for the government in power. Not because the government wants to seek public attention, but the facts show that many problems and homework in the government bureaucracy need to be fixed. Bureaucratic reform has always been an interesting issue to be studied, including simplifying the bureaucratic structure and equalizing structural positions into functional ones. This study aims to determine and analyze model of downsizing bureaucracy applied in Purwakarta Regency. This research uses a qualitative approach using in-depth interview techniques, focus group discussions, and documentation studies. Data verification was carried out with triangulation of sources and methods. The findings showed that simplifying the bureaucratic structure in the Purwakarta Regency was based on a normative approach, which led to efforts to build an adhocracy bureaucratic model. A bureaucratic structure model that replaces supervisory posts to functional posts with specific skills. So that the organization is managed by professionals with a certain level of expertise in accordance with the scope of duties and services provided.

Keywords: Bureaucratic Reform, Downsizing Bureaucracy, Adhocracy Bureaucratic Model

1 Introduction

President Jokowi conveyed the strategic direction of priority policies for 2019-2024, including policies for developing Indonesian human resources, infrastructure development, simplifying all forms of regulations and economic transformation, a well-targeted APBN and bureaucratic reform. Without ignoring the importance of strategic policy direction and other priorities, the interesting issue that received attention in this research was related to bureaucratic reform.

The issue of bureaucratic reform never seems to be resolved. It has been around 25 years since the reform era began; bureaucratic reform remains a priority for the government in power[1]. Not because the government wants to seek public attention but because the facts show that many problems and homework in the government bureaucracy must be fixed. During the current

government, the issue of bureaucratic reform has become a priority program and its attention focuses on institutional aspects, namely cutting bureaucracy in the Central and Regional Governments.

This research focuses on bureaucratic reform efforts in the Purwakarta Regency Government. Although institutional bureaucratic reform has been carried out previously based on Government Regulation Number 18 of 2016 concerning Regional Apparatus, there was a policy change by President Jokowi. Specifically, on September 20, 2019, bureaucratic reform was directed at trimming the bureaucratic structure in the Central and Regional Governments. The main purpose is for the government bureaucracy to work more agilely, dynamically, effectively, efficiently, productively, and highly.

As a follow-up to the strategic direction of the President's policy, the Minister of Home Affairs and the Minister for Administrative Reform and Bureaucratic Reform issued a technical policy to simplify bureaucracy into several regulations. These policies include Minister of Home Affairs Regulation Number 90 of 2019 concerning Classification, Codification and Nomenclature of Development and Financial Planning as well as Decree of the Minister of Home Affairs Number 050-3708 of 2020 concerning Verification and Validation Results of Updates to Classification, Codification and Nomenclature of Regional Development and Financial Planning. These two policies directly impact the work system, main duties and functions of each position holder in the regional apparatus organizational structure (OPD). This is because programs and activities are locked by default. Simultaneously with the need for OPD restructuring, which is the impact of the implementation of Minister of Home Affairs Regulation Number 90 of 2019, the Ministry of Home Affairs issued Letter Number 130/1970/OTDA dated March 26 2021 regarding the Simplification of Bureaucracy in Administrative Positions within Provincial and Regency/City Regional Governments. The Purwakarta Regency Government also responded by carrying out stages of implementing bureaucratic simplification for all Administrative Positions in its OPD.

In line with various Ministry of Home Affairs policies, based on the Letter of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform dated 27 May 2021 Number B/457/KT.01/2021, efforts to simplify bureaucracy in government, both Central and Regional, need to be carried out through 3 (three) stages . These three stages are simplifying the organizational structure, equalizing positions, and adjusting work systems including human resource management.[2]

Efforts to restructure local government organizations do not simply change, delete or eliminate “boxes.” However, more than that, it is necessary to pay attention to the content and impacts and must be aligned with the provisions of the Regulation of the Minister for Empowerment of State Civil Apparatus and Bureaucratic Reform Number 28 of 2019 concerning the Equalization of Administrative Positions into Functional Positions.

Bureaucratic reform efforts are, of course, for various important reasons. In essence, it is focused on efforts to overcome the main problems of current government bureaucracy, namely work ineffectiveness and government performance that is not yet optimal. Data shows that work effectiveness and government performance are the main issues in various research conducted by credible national and global institutions.[3] For example, the results of research conducted by the World Bank in 2019 show that Indonesia's government effectiveness index (IEP) is ranked 95th. Compared with neighboring countries such as Malaysia, Singapore, Thailand and the Philippines, our country's ranking is still at the bottom. However, if we look at the period 2016 to 2019, there is

quite a significant increase. In 2016, Indonesia's IEP was still ranked 121 (score 46), then in 2017 it moved to 98 (score 53.37), and in 2018 it was ranked 95 (score 54.81). The IEP scores and rankings are actually still far from the ideals required by the World Bank. One of the prerequisites for developing countries' transition to developed high-income countries (Upper Middle Income Countries) is if their government effectiveness index reaches a score greater than 80 and is at least 35th. This means that the IEP owned by the Indonesian Government must continue to be improved from time to time.

Apart from the World Bank report, national internal data also shows that the government's central and regional performance still has many problems. For example, let's look at the Government Agency Performance Accountability System (SAKIP) and the Government Agency Performance Accountability Report (LAKIP) submitted by the Ministry of Administrative and Bureaucratic Reform, many government agencies still receive unsatisfactory scores regarding SAKIP and LAKIP, including the Purwakarta Regency Government which still received a B score. This indicates that the system for using and managing the budget effectively and efficiently is still not implemented well by the OPD in Purwakarta Regency.

Specifically regarding public services, it seems that the government bureaucracy is also experiencing quite serious problems. For example, in Indonesia's context of ease of doing business (Easy of Doing Business), the World Bank (2018) reports that Indonesia ranks 72nd in ease of doing business. One of the problems lies in licensing regulations and the moral hazard of government officials.

So, the main thing about bureaucratic reform is how to build work effectiveness and better performance of the government bureaucracy by overcoming various existing problems as well as challenges and opportunities in the Industrial Revolution 4.0 and Revolution 5.0 era. The simplification of bureaucracy is intended to redesign organizational structures and business processes, so that regional apparatus organizations, including those in the Purwakarta Regency Government, become simpler and flatter. The hierarchical path is much shorter, thereby speeding up the decision-making process and making the effectiveness of the work system more optimal.

It is suspected that there are several weaknesses in the current bureaucratic structure of the Purwakarta Regency Government: First, the fat bureaucratic structure makes policy and decision-making slow. This condition allows greater miscommunication and miscoordination to occur. Bureaucratic work is increasingly inflexible and expensive. If the bureaucratic structure is simplified, ASNs will be encouraged to innovate, compete and collaborate. Second, to realize government accountability. Indications of a corrupt bureaucratic culture involving use and abuse of position still occur frequently. If the structure is simplified, it is hoped that bureaucratic performance will be more efficient and effective.[4] However, a fat bureaucratic structure costs a lot of money. Third, the ultimate target of bureaucratic simplification is to build a dynamic bureaucracy which has high flexibility, is capable, has a superior culture and is performance-based so that it will produce policies that are adaptive and integrated into each unit and can realize better and more competitive government organizational performance.

Based on the goal of simplifying the bureaucracy and the assumptions built on the various problems, weaknesses and challenges that accompany it, the research question is what is the model for simplifying the bureaucratic structure in Purwakarta Regency?

2 Methods

This research employed a qualitative approach with an exploratory descriptive method. Data collection was carried out using Focus Group Discussion (FGD) techniques which were carried out with various key informants or decision makers in the Purwakarta Regency Government. Furthermore, research informants also come from practitioners and experts who have good knowledge of bureaucratic reform and the simplification of bureaucratic structures, which is the aim of this research. Next, a critical document review was carried out on various policies related to simplifying bureaucracy in the Purwakarta Regency Government and national strategic policies relevant to the research objectives.

This research uses triangulation of sources and methods in the data verification test process to obtain valid and reliable data and information. The process of triangulating sources and methods is essentially to make the data obtained valid and reliable for analysis and conclusion.

3 Result and Discussion

This research focuses on bureaucratic reform through simplifying the bureaucratic structure and equalizing positions. Therefore, the choice of bureaucratic reform theory and the adhocracy organizational structure model is considered relevant to be used as a key analytical instrument regarding this fact. The aim of bureaucratic reform by cutting bureaucracy is to realize a dynamic, agile, and professional bureaucratic structure in its efforts to increase effectiveness and efficiency to support more optimal government performance for the community.

Many experts stated that the structure in an organization is an important element that plays a role in building organizational performance. Because according to Robbins the organizational structure explains how tasks will be divided, who reports to whom, formal and clear coordination mechanisms and interaction patterns that will be followed accurately so that organizational performance is achieved optimally.[5]

Because of the importance of organizational structure, improving the organizational structure from traditional organizational structures towards implementing other bureaucratic structures is an option that needs to be made to improve organizational performance. Travica, for example, tried to initiate several other types of organizational structures, namely adhocracy organizations, apart from organic organizations, network organizations and virtual organizations to build organizational performance.[6]

Adhocracy organizational design is an organic organizational structure model and is managed by professionals with a certain level of expertise (functional positions). Control and coordination are contrary to Weber's traditional hierarchical organizational structure model which prioritizes behavioral patterns of hierarchical relationships and impersonality. Therefore, the organizational structure in this adhocracy design can make it useful for individuals to share knowledge, collaborate and quickly adapt. Therefore, Mintzberg and Harney are of the view that adhocracy is the anti-thesis of Weber's traditional bureaucratic theory to build better organizational performance.[7]

The implementation of the adhocracy organizational structure model is not yet popular in Indonesia. However, what is currently being done leads to an adhocracy organizational structure model. The elimination of structural (hierarchical) positions with certain functional positions that have a level of professionalism and mastery of certain competencies in their fields, is expected to make government organizations more effective, agile, professional and efficient. High organizational performance is expected to be achieved. Simplifying the bureaucratic structure can form an agile organization (organizational agility). This is because according to Wageeh the concept of organizational agility prioritizes two important things, namely related to the ability to adapt and flexibility of the organization so that ultimately the organization is able to adapt to an ever-changing environment quickly.[8]

Bureaucratic reform in the Purwakarta Regency Government cannot be separated from the Grand Design for Bureaucratic Reform (GDRB) launched by the Central Government. However, the evaluation results and existing problem phenomena still show that regional government bureaucratic work in general, including the Purwakarta Regency Government, is ineffective. So the government issued a new policy related to bureaucratic reform: simplifying or simplifying the bureaucratic structure and equalizing structural positions into functional positions.

Information obtained in the field shows that the aim of simplifying the bureaucracy for the Purwakarta Regency Government is to (1) create a more dynamic bureaucracy; (2) speed up the bureaucratic work system; (3) directing ASN to focus more on functional work, so that it can better ensure good organizational performance. (4) encouraging more optimal work effectiveness and efficiency. (5) realizing ASN professionalism.

If we interpret this further, it means that the government's desire to carry out bureaucratic reform by simplifying the bureaucratic structure is to make the bureaucracy in the Purwakarta Regency Government more effective in its work so that it is productive and performs well in serving the community. The bureaucratic structure was simplified by eliminating echelon IV structural positions to functional positions, including executive positions (echelon V).

This simplification and equalization of structural positions into functional positions is interesting for further interpretation and analysis. Why is it interesting? Because structural positions have been held for a long period of time with a work culture that has been established for a long time for employees who occupy these positions with a variety of prestige in terms of position, financial aspects as well as adequate and pampering facility support for structural officials.[7] And, now this has changed to a functional position which places more emphasis on reliable technical competence in carrying out its functions and work. How can this change be implemented effectively in carrying out organizational duties and functions and implementing functional services as a functional position held by employees based on expertise and skills? certain. This is certainly interesting to observe and analyze in this research and bureaucratic reform context.[9]

We know that ASN functional positions are a group of positions occupied by civil servants to carry out certain functions in government in Indonesia or within the government bureaucracy. The definition refers to PP No.16 of 1994 concerning functional positions for civil servants, functional positions are a group of positions that contain functions and tasks related to functional services based on specific expertise and skills. This means that efforts to equalize administrative positions into functional positions must pay attention to or consider functions and tasks related to functional services which are based on certain expertise and skills. In this way, the way ASN works will

become more effective and high-performing because the ASN in question is ASN who works based on certain expertise and skills in accordance with their functional services. This important point needs to be underlined in the context of equalizing administrative positions (echelon IV) to functional positions. It is not done haphazardly or simply equalized without considering the specific expertise and skills possessed in accordance with the functional services carried out by the employee with the main tasks and functions of the organization. Because if this is done or not used as a basis for consideration, the spirit and goal of bureaucratic reform in the form of streamlining/simplifying the bureaucratic structure, will only become something of a utopia. Work effectiveness, work productivity, professionalism and high performance, is only a dream for governments who want to build a productive, agile and competitive bureaucracy. In other words, the goal of bureaucratic simplification will not be realized in the Purwakarta Regency Government in the future, if the ideality expected from changing structural positions to functional positions is not taken into account and considered rationally and professionally in practice.[9]

It should be noted that the implementation of the policy of streamlining the bureaucratic structure by eliminating echelon IV carried out within the Purwakarta Regency Government, from the information obtained, appears to take into consideration what is idealized in equalizing positions as regulated in the policies of the Ministry of Administrative and Bureaucratic Reform and the Ministry of Home Affairs. Only at the Purwakarta Regency Government level is implementation currently limited to echelon IV or supervisory positions to functional positions, even though in fact it is still administrative rather than substantive in its implementation.

From the information obtained, it is clear that efforts to equalize supervisory positions to functional positions are carried out in strategic stages as regulated in Kemenpan RB policy Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions, which include: (1) Identifying existing supervisory positions in work units within the Purwakarta Regency Government; (2) Mapping positions and supervisory officials affected by bureaucratic simplification; (3) Mapping of functional positions that can be occupied by supervisory officials affected by bureaucratic simplification; (4) Alignment of functional position allowances with supervisory position allowances by calculating income in supervisory positions to functional positions; (5) Alignment of functional position classes with supervisory position classes.[10]

The Purwakarta Regency Government's initial step regarding simplifying the bureaucratic structure was to equalize supervisory positions as a result of eliminating the organizational structure for this position within the Purwakarta Regency regional apparatus organization (OPD). This equalization is carried out by making the supervisory position equal to the functional position at junior expert level and if there is an executive position that is echelon V, it will be equalized to the functional position at the primary expert level. Meanwhile, in relation to functional positions, based on the information obtained, it is determined in accordance with the functional positions that have been determined in the provisions of the applicable laws and regulations related to functional positions. The equalization of positions in question is without taking into account the rank levels and spatial groups attached to supervisors and implementing officials who are equalized at echelon V. If in the case of supervisors and implementing officials who are echelon V who will be equalized, they have a rank or class below that required in statutory regulations, they will still be equalized in functional positions in accordance with the provisions of the applicable policy of the ministry of Bureaucratic reform Number 17 of 2021.

Operationally, in implementing the equalization of supervisory positions and echelon V executive positions in Purwakarta Regency, the normative requirements as stipulated in the related policy are followed, namely that: equalization of positions is carried out with the following requirements: (1) The civil servant concerned is still carrying out duties in the position of Supervisor, and the position implementers who are echelon V based on the decision of the Personnel Management Officer or other official who is given authority; (2) Have a diploma, at the lowest: bachelor's degree or fourth diploma for those equivalent to functional positions that require a minimum educational level of bachelor's degree or fourth diploma; master's for functional positions which require a minimum educational level of master's or in accordance with the qualifications and level of education required in appointment to functional positions which require certain educational qualifications at a certain level in accordance with the provisions of laws and regulations relating to functional positions; (3) have suitability for duties, functions, experience, or have carried out tasks related to the functional position.

In the context of implementing the equalization of supervisory positions and echelon V executive positions in Purwakarta Regency, the mechanism carried out through the ministry that handles domestic government affairs (Kemendagri), with procedures carried out by the Purwakarta Regency Government is a proposal submitted by the Regent of Purwakarta to the Minister of Home Affairs through the Governor of West Java as representative of the Central Government. The Ministry of Home Affairs will validate the proposal regarding equalization of functional positions as a recommendation for determining approval for equalization of functional positions, which is guided by the standards for equalization of positions as regulated in Kemenpan RB Number 17 of 2021. If this validation process goes smoothly, the Ministry of Home Affairs will determine approval for the proposal for equalization of positions after receive written consideration from the Minister. Next, the approval is conveyed to the Civil Service Development Officer in Purwakarta Regency who will follow up by appointing and inaugurating equivalent functional officials.

Based on the data obtained, there are 271 Supervisory Positions where positions have been equalized into functional positions. With the most functional positions imposed on civil servants whose positions are equivalent to the Functional Position of Policy Analyst with a total of 60 people, then the functional position of Planner with 29 people, and the functional position of HR Analyst with 25 people.

The process of equalizing positions implemented in the Purwakarta Regency Government is actually a direct implication of changes in the bureaucratic structure in the OPD in Purwakarta Regency. With structural elimination at echelon IV level or Supervisory Positions in almost all OPDs in the Purwakarta Regency Government. Even if you consider Kemenpan RB policy Number 25 of 2021 concerning Simplification of Organizational Structures in Government Agencies to Simplify Bureaucracy, it requires that the simplification of the organizational structure be carried out for Administrative Position organizational units, meaning for Administrator positions or echelon III structural positions, Supervisory Positions or structural positions echelon IV and the Executive Position which is an echelon V structural position.

In implementing the simplification of the structure of the OPD in Purwakarta Regency, the process carried out by the Bureaucratic Reform Team led by the Organizational Section of the Regional Secretariat of Purwakarta Regency took into account the principle of compliance with the normative criteria for simplifying the organizational structure and the mechanism for simplifying the organizational structure as regulated in Kemenpan RB policy Number 25 in 2021.

Concerning the criteria for simplified organizational units in the Purwakarta Regency Government, the matters of concern are: (1). Administrative Position organizational unit which carries out tasks and functions with a scope including: (a) analysis and preparation of materials and/policies; (b). policy coordination, monitoring and evaluation; (c) implementation of certain technical tasks in carrying out government affairs; (d) carrying out tasks that are in accordance with the Functional Position and/or functional technical services; (2). Administrative Position organizational unit with the scope of tasks and functions of analysis and preparation of materials and/or policies which is an organizational unit that carries out the tasks and functions of preparing studies and/or analyzes and/or recommendations and/or preparing materials related to the formulation and/or preparation policies in the field; (3) Administrative Position organizational unit with the scope of tasks and functions of coordination, monitoring and evaluation of policies which is an organizational unit that carries out tasks and functions of coordination, monitoring and evaluation of policy implementation in its field; (4) The Administrative Office organizational unit with the scope of tasks and functions for carrying out certain technical tasks in carrying out government affairs is an organizational unit that carries out certain technical tasks and functions which are core tasks and are not administrative tasks as part of carrying out government affairs. (5) An Administrative Position organizational unit with a scope of duties and implementation functions that is in accordance with a Functional Position is an organizational unit whose task and function characteristics, both technical and administrative in nature, correspond to and/or can be implemented by a particular Functional Position; and (6) Administrative Position organizational unit with the scope of tasks and functions of functional technical services which is an organizational unit whose characteristics of tasks and functions are the implementation of technical services and in accordance with the characteristics of certain Functional Positions.[11]

Meanwhile, the administrative unit organizational structure which is not subject to simplification of the organizational structure or is maintained is the Administrative Position organizational unit which has criteria for carrying out tasks and functions with the following scope: (a). Authorization authority is attributive; (b). work units that have regional-based authority; (c). independent technical implementing work units; and/or (d). goods/services procurement work unit.

Meanwhile, the mechanism for simplifying the structure in the OPD of the Purwakarta Regency Government is also inseparable from the mechanism that is established normatively and serves as a guideline for implementing bureaucratic structure simplification in all government agencies in the region, as regulated in Kemenpan RB Policy Number 25 of 2021. Idealistically, the mechanism The implementation of simplifying the organizational structure in the Purwakarta Regency Government follows three main steps or stages: (a). mapping and analysis; (b). submission of proposals; and (c). determination.[12]

For the mapping and analysis stage, the important thing that is carried out and is the main consideration and action plan carried out by the Purwakarta Regency Government Organization Section is to carry out mapping and analysis of each OPD with the Administrative Position organizational unit that will be simplified and/or maintained. From the information obtained in the field, it is clear that in the process at this stage the basis of rationality which is used as the basis for carrying out mapping and analysis is to consider various provisions related to the level of simplified organizational units and the criteria for simplifying bureaucratic structures as presented in the previous explanation.[7]

After carrying out thorough mapping and analysis and implementing the simplification of the OPD structure in the Purwakarta Regency Government, the next step is to submit a proposal. At this level, the Purwakarta Regency Government, namely the Organization Section in the Regional Secretariat, provides the results of the mapping and analysis to the regent formally and the Regent of Purwakarta submits a proposal for simplifying the organizational structure to the governor as the representative of the central government, accompanied by a document of the results of the mapping and analysis of the administrative department organizational units that will be simplified and/or maintained. The proposals submitted will then be verified and validated by the governor as the central government representative based on the results of analysis from the highest level of the organizational unit, task characteristics, functions, basis for organizational formation, and criteria for simplifying the organizational structure. Then, the verification and validation results are formally submitted to the Minister of Home Affairs who handles government affairs in the domestic sector, for written consideration. If written consideration has been received and properly validated, the proposal results will be submitted to the governor, and the governor will follow up by approving the Regent of Purwakarta to simplify the organizational structure. With formal approval from the governor, the Purwakarta Regency Government then determines the approved OPD structure in the Purwakarta Regency Government Regional Regulations. Based on these stages, the organizational structure simplification of the Purwakarta Regency Government OPD was obtained as follows:

Table 1. List of Names of Regional Officials and Number of Structural Positions Eliminated

No	Regional official	Total
1	The regional Secretariat	26
2	DPRD Secretariat	9
3	Regional Inspectorate	2
4	Education Authorities	4
5	Public Health Office	12
6	Department of Public Works and Spatial Planning	13
7	Department of Housing and Residential Areas	6
8	Social Service, Women's Empowerment and Child Protection	12
9	Fire and Rescue Service	3
10	Department of Manpower and Transmigration	9
11	Environmental services	13
12	Department of Population and Civil Registration	9
13	Community and Village Empowerment Service	8
14	Department of Population Control and Family Planning	9
15	Department of Transportation	3
16	Department of Communication and Information	11
17	Department of Cooperatives, SMEs, Trade and Industry	13
18	Department of Investment and PTSP	17
19	Department of Youth, Sports, Tourism and Culture	14
20	Archives and Library Service	14
21	Department of Food and Agriculture	12
22	Department of Fisheries and Livestock	13
23	Development Planning and R&D Agency	17

24	Regional Financial and Asset Agency	3
25	Regional Revenue Agency	4
26	Personnel and Human Resources Development Agency	8
27	Banyu Asih Regional Hospital	7
	Total	271

Source: Purwakarta Regency Regional Secretariat Organization Section, 2022

With the simplification of the organizational structure and equalization of positions, on December 31 2021, Functional Officials were formally inaugurated as a result of the simplification of the organizational structure of the Purwakarta Regency regional apparatus.

Unfortunately, information obtained in the field and interpretation of various phenomena that exist from the process of simplifying the bureaucratic structure shows that many parties doubt the effectiveness of eliminating the Supervisory Position with the aim of improving public services. These doubts are indeed justified, as we see the historical journey of bureaucratic reform in Indonesia in general. The large bureaucracy with low productivity has become a serious problem and homework for the Indonesian bureaucracy from time to time, including for the Purwakarta Regency Government. In this regard, it seems that this is not only happening in Indonesia but also in other countries. Moreover, the solution is not only done in a short time, but also requires commitment and consistency from the bureaucracy and its apparatus. So it doesn't give the impression of just "changing clothes", as is the information obtained in the field in the process of this research.[13]

England and Australia are examples of two countries that can be said to be successful in carrying out the process of cutting bureaucracy. One of the efforts made as a follow-up to cutting bureaucracy is empowering employees. Indonesia, including the Purwakarta Regency Government, can be interpreted as trying to imitate or adopt what England and Australia did. However, the important and critical question that needs to be addressed is how confident the bureaucracy and its apparatus, including its leaders, believe in the organization's commitment and ability to shoulder the enormous responsibility and changes made are something important to pay attention to in the future in improving public services and effectiveness of government administration?

This question arises because information obtained in the field shows that the initial steps taken by the Purwakarta Regency Government only wanted to "save the implementation of policies from the central government regarding the existence of bureaucratic simplification policies." The process of identifying administrative positions in each work unit in the OPD of the Purwakarta Regency Government and mapping administrative positions and officials affected by the simplification of the bureaucratic structure, as well as mapping the functional positions occupied by administrative officials affected by the simplification of the bureaucracy, seems to be carried out solely as a matter of data collection and mapping in activities administration only, to fulfill the functional position equalization of the eliminated supervisory position. Exploring the suitability of functional positions with technical functional organizational services and competencies related to the choice of functional positions given is still serious homework that needs to be addressed.

Ideally, it must also be ensured that administrative officials are also ready to undergo a competency test regarding the choice of functional position to be taken or equivalent. Likewise, it is also necessary to ensure that the functional positions offered are related to the technical

functional services in their respective work units. If this is not the case, the expected professionalism of the work of these functional officials could be disrupted and could have fatal consequences resulting in ineffective work and suboptimal performance in public services. In fact, that is what is expected to be eliminated when there is a change from administrative positions to functional positions in the process of simplifying the bureaucratic structure.

The Purwakarta Regency Government, in this case, is considering the various aspects mentioned previously. However, in practice, the identification and mapping process was not carried out optimally, according to information from key informants. Even functional positions related to functional technical services in the OPD work unit of the Purwakarta Regency Government are not yet fully available. From the information obtained from the identification and mapping carried out, it appears that the work units in some of the supervisory administrative positions in the work units in the Purwakarta Regency Government OPD, mostly tend to focus on technical functional services related to policy analysts (60 people), planners (29 people) and HR apparatus analysts (25 people). This happened because the characteristics of the types of work in the work units in the existing OPD, he said, were more inclined towards the process of policy analysis, planners and HR analysts. In fact, of the many functional positions given to Supervisory Officials, many are not in line with their competencies and educational qualifications.

This is certainly a problem that needs further serious attention and a solution to be found. Do the functional officers of Policy Analysts, HR Apparatus Analysts, Planners and other functional positions have adequate expertise and skills related to the functional positions given to them? Because what was applied when the research was carried out was only to equalize administrative positions to functional positions, which in practice did not strictly take into account the proper criteria.

Basic questions regarding the competency of the functional officials mentioned above arise because competency tests have not been carried out regarding equalized functional positions in the process of simplifying the bureaucratic structure. This must be taken into account if professionalism is expected from these functional officials. Competency tests with the required competency standards would be an important instrument for measuring the competency skills and skills of equivalent functional officials. And this will have coherence with work effectiveness and expected performance in the future. If it is only forced to go through an equalization/inpassing process without a competency test, then in the future it will be a new problem for the OPD in the Purwakarta Regency Government. And, it is indicated that this is starting to emerge in the OPD environment of the Purwakarta Regency Government after simplifying the bureaucracy and equalizing supervisory positions into certain functional positions. Competency testing for each supervisory position to a functional position must be carried out if the Purwakarta Regency Government wants to build the desired government bureaucracy, as per the vision or goal of simplifying the bureaucratic structure in the Purwakarta Regency Government, namely creating a more dynamic regional government bureaucracy, speeding up the bureaucratic work system, directing ASN to focus more on functional work, encourage more optimal work effectiveness and efficiency, and realize ASN professionalism.

The bureaucratic figure of the Purwakarta Regency Government, which is intended to be realized like that, is actually a very important basis for stepping up when going further in simplifying the bureaucratic structure as a whole. Is it true that the step of equalizing administrative positions into functional positions without carrying out a competency test can

guarantee the realization of the expected bureaucratic building of the Purwakarta Regency Government? This needs to receive special and serious attention in the future so that the vision and goals of bureaucratic reform through streamlining the bureaucracy can be realized.

Apart from the process of equalizing administrative positions into functional positions, efforts made by the Purwakarta Regency Government Reform Team which cannot be separated from the process of equalizing positions is equalizing income. The principle put forward by the Reform Team is that administrative officials whose positions are equalized to functional positions receive income in accordance with the provisions of applicable laws and regulations and strive to have the same amount of income when occupying supervisory administrative positions. Employee rights are not reduced, at least their income remains the same as before. This is a very sensitive issue and requires care in implementing it.

It is acknowledged that this aspect is a significant obstacle in the process of implementing bureaucratic streamlining within the Purwakarta Regency Government. Administration officials have expressed concerns regarding this matter. "Losing" an administrative position may not be a problem because it is converted into a functional official with the appropriate level, but losing the equivalent income while serving as an administrative official is a risky issue for employees. Therefore, the process of equalizing positions took a long time due to caution in carrying out the equalization by paying attention to the employee's rights, as informed by informants during the research.

Apart from that, determining the class of functional positions to be occupied on a par with previously occupied administrative positions is also an obstacle in implementing bureaucratic reform within the Purwakarta Regency Government. In its application, the implementation of activities in an equivalent functional position class is determined to be equivalent to the implementation of activities in the class within the level of the position to be occupied and can be assigned task activities and the function of coordinating and managing activities in accordance with the field of work. The implementation of the duties and coordination functions of these functional officials will be given an additional credit figure of 25% of the cumulative credit figure from promotion to a higher level and is recognized as the main task in determining the credit figure (PAK). Therefore, ideally the functional positions and tasks and coordination functions must be in line, so that the ideality of the vision of developing bureaucratic reform through streamlining the bureaucratic structure can be realized.[14] The problem is that this equalization has received significant opposition from existing functional officials within the Purwakarta Regency Government. Because they feel there is injustice taking place. The existing functional officials feel that they have achieved the functional position through quite difficult efforts by collecting credit scores and taking certain competency tests, while this is not the case for equivalent functional officials. This process of different levels of promotion, between administrative positions and functional positions, should be a concern in the future. Management and employee development need to be improved specifically for equivalent functional positions.[15]

The empirical picture elaborated previously, if we relate it to the theoretical, conceptual context of the adhocracy organizational design model, it seems that what is being built by the Purwakarta Regency Government is in line with the theoretical idea of changing the traditional hierarchical Weberian organizational structure to the adhocracy organizational model.[16] The Central Government through the Ministry of Administrative and Bureaucratic Reform with the

jargon "Poor Structure, Rich Function" by simplifying the bureaucracy by replacing structural (administrative) positions with functional (professional) positions with certain expertise and skills, is considered to be in line with the adhocracy organizational design concept, which emphasizes the organic organizational structure model and managed by professionals with a certain level of expertise. Control in an organization that is no longer too hierarchical will speed up how the bureaucracy works to become agile, collaborative, dynamic and innovative.[17] Such characteristics certainly make individuals (new functional officials) in the OPD in the Purwakarta Regency Government, should be very useful and have the opportunity to share knowledge, collaborate and adapt quickly, which ultimately has an ideal impact on the realization of an effective, agile, bureaucracy. dynamic and high performance.

4 Conclusion

The implementation of the policy of simplifying the bureaucratic structure and equalizing functional positions carried out by the Purwakarta Regency Government follows the stages and normative mechanisms stipulated in Kemenpan RB regulation Number 25 of 2021 with conditional adjustments to the context of the Purwakarta Regency Government.

The development of the organizational structure of the Purwakarta Regency government by prioritizing the principle of poor structure, rich function is a bureaucratic structure model that is the strategic policy direction of the Purwakarta Regency Government in the future. In other words, the aim of streamlining the bureaucratic structure by eliminating supervisory administrative positions to functional positions in accordance with their field of duties is an important indication that must be assessed that there is a desire by the Purwakarta Regency Government to change the bureaucratic structure model from previously a traditional Weberian bureaucratic structure to an adhocracy bureaucratic structure model. in the future.

Based on the findings of this research, in the future the following important things need to be done:

- a. The implementation model for simplifying the bureaucratic structure in the framework of building an adhocracy bureaucratic structure model within the Purwakarta Regency Government, which is rich in function and poor in structure, requires strategic policy tools to be prepared, such as changes to ASN Management policy (Revised PP Number 11 of 2017 which regulates ASN Management) , technical and operational policies related to the working mechanisms of the new bureaucratic structure, competency standards for functional officials, career paths for functional officials who act as coordinators of task and function activities, and technical arrangements for competency tests for functional officials.
- b. Competency testing of supervisory, administrative officials who are equivalent to certain functional positions, so that competency tests are immediately carried out to build the professionalism of ASN work in the future.
- c. Formulate and prepare the formation and career management system so that the expected needs of units related to functional positions are in line with the scope and characteristics of work units in each OPD in the Purwakarta Regency Government which is affected by

the simplification of the structure and equalization of functional positions.

- d. A career management system for functional officers must be immediately prepared regarding: what kind of career planning? What are his career development methods? And what kind of career path?
- e. Suppose professionalism is expected in building a bureaucratic structure in the future. In that case, the standards regarding functional officials who are given the tasks and sub-coordination functions of functional technical service activities must be in accordance with the scope and characteristics of functional technical services in their work units, must be implemented strictly. There should be no "excuse" from implementing this principle.

References

- [1] M. Bohanec, N. Trdin, and B. Kontić, 'A qualitative multi-criteria modelling approach to the assessment of electric energy production technologies in Slovenia', *Central European Journal of Operations ...*, 2017, doi: 10.1007/s10100-016-0457-4.
- [2] D. D. Robert and T. J. Catlaw, 'Theories of Public Organization'. Stamford: Cengage Learning, 2015.
- [3] R. L. Daft, J. Murphy, and H. Willmott, 'Organization theory and design: Cengage learning', *Inc., Hampshire*. 2010.
- [4] Y. Dror, 'Strategies for Administrative Reform: Development and Change'. Den Haag: The Hague Press, 1971.
- [5] J. Denhardt and R. Denhardt, 'Public administration and the new public management', *The new public service: serving, not steering. New York ...*. 2015.
- [6] B. Travica, 'New Organizational Designs: Information Aspects. Stamford, Conn: Ablex Pub. Corp. ISBN 9781567504033'. 1999.
- [7] B. Harney, 'Adhocracy', *Wiley Encyclopedia of Management*, 2015, doi: 10.1002/9781118785317.wcom110029.
- [8] W. A. Nafei, 'Organizational agility: The key to organizational success', *International Journal of Business and ...*. pdfs.semanticscholar.org, 2016. [Online]. Available: <https://pdfs.semanticscholar.org/5df5/9aebd7319c0c56bf39fd2f582fad4be4dcf8.pdf>
- [9] A. Leemans, 'The Management of Change in Government (The Hague'. Martinus, 1976.
- [10] W. R. Scott, 'Institutions and Organizations: Ideas, Interests, and Identities.(uppl. 4) SAGE'. 2014.

- [11] E. Ferlie, L. Fitzgerald, and A. Pettigrew, 'The new public management in action: OUP Oxford'. 1996.
- [12] F. Luthans, *Organizational behavior: An evidence-based approach*. books.google.com, 2011. [Online]. Available: https://books.google.com/books?hl=en&lr=&id=5p7sEAAAQBAJ&oi=fnd&pg=PR1&dq=luthans&ots=fwoT0JiS5Y&sig=9dhkd_vctitr1_30tRsacC1OiOE
- [13] R. Daft, 'Organization theory and design, New York: West'. Cengage Learning, 2010.
- [14] B. Travica, 'Organizational design: Information aspects', *Stamford, Connecticut: Ablex Publishing Corporation*. 1999.
- [15] G. A. Mendoza, 'Introduction to analytic hierarchy process: theory and applications to natural resources management', *Proceedings of*. 1997.
- [16] H. S. M. Abbas, Z. H. Qaisar, G. Ali, F. Alturise, and T. Alkhalifah, 'Impact of cybersecurity measures on improving institutional governance and digitalization for sustainable healthcare', *Plos one*. journals.plos.org, 2022. [Online]. Available: <https://journals.plos.org/plosone/article?id=10.1371/journal.pone.0274550>
- [17] A. F. Leemans, 'The Management of Change in Local Government'. Netherlands: Institute of Social ..., 1976.