

ARTICLE

## Adhocracy as a Model for Organizing Government Institution in Simplifying Indonesian Bureaucracy

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### ABSTRACT

The Presidential Regulation instigated this research to simplify the Bureaucracy with only two positions in government organisations. Accountability, position, work complexity, authority, coordination mechanism, organizing, and work system can induce several problems when this regulation is implemented. This research aims to critically explore the model for organizing government institutions in simplifying Bureaucracy. This research employed PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses). This research shows that the adhocratic organisation model as the antithesis of Bureaucracy by creating several task groups coordinated by the highest functionary position, reconfiguring the management of functionary position, and applying business process are recommendations to anticipate problems emerging from simplifying Bureaucracy. But, not all government functions can be made adhocratic, and it is also crucial to understand that the management and leaders need to departmentalise in simplifying Bureaucracy meticulously.

## A. INTRODUCTION

[Law Number 5 of 2014](#) concerning Civil Servant mentions that civil servants are obliged to manage and develop themselves and be accountable for their performance as a profession. As a profession, it is expected to possess professionalism and high integrity according to its respective fields. This guarantees that civil servants can produce high-quality service. To ensure the civil servant management implementation runs well, the government regulates it in [Government Regulation Number 11 of 2017](#) on Civil Servant Management. Several settings regarding Civil Servant Management, a merit system, are based on "qualification, competency, and performance fairly and reasonably without distinguishing skin colour, race, religion, sex, marital status, age, and disability".

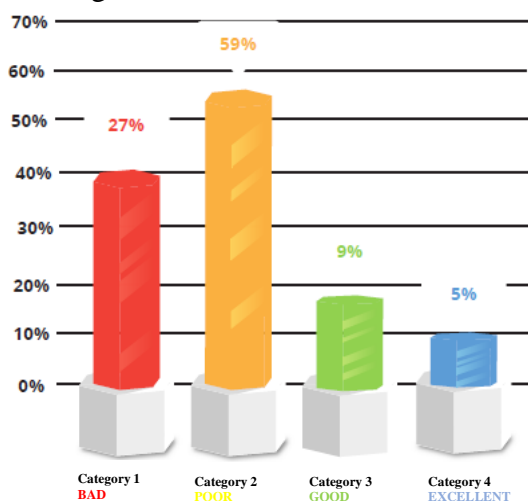
It has been 6 (six) years since the law that regulates civil servants implemented. Still, out of 9 (nine) regulations needed to be formed, only 2 (two) rules have been formed, are "Government Regulation Number 17 of 2017 concerning Civil Servant Management" and "Government Regulation Number 70 of 2015 on Working Accident Protection and Death Protection for Civil Servant". This may ignite upcoming challenges faced in civil servant management. Civil Servant Commission (*Komisi ASN/KASN*) recorded that until 2019, there were many problems found in implementing the Civil Servant Law, e.g., civil servant

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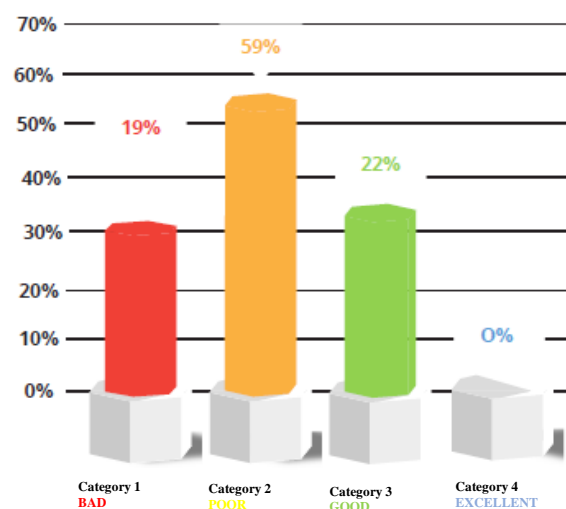
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neutrality, ethic code implementation and civil servant behaviour, the violation of merit system implementation, and even interventions towards the civil servant management regulated in Government Regulation concerning Civil Servant Management ([kasn.go.id](http://kasn.go.id), KASN website). Based on surveys performed by KASN in 2019, the implementation of the merit system, especially in regencies and cities, was still low. Approximately 83.5% of the subjects were categorised as poor or bad from all the towns and regencies that have implemented the merit system (KASN Annual Report, 2019).

Graph 1: Self-Assessment Results of The Implementation of Merit System in 76 Regencies



Graph 2: Self-Assessment Results of The Implementation of Merit System in 27 Cities



Source: processed by System Research and Development – KASN 2019

Other than unestablished regulations and lousy implementation of the merit system, civil servant professionalism and their image are vitiated in the eyes of the public. A *fresh breeze* comes with the bureaucracy reformation from 2010 until now, giving a positive impression to the performance of civil servants in the eyes of the public, but not significant enough to boost the performance of government institutions.

The president has a high focus on Bureaucracy in Indonesia. To stimulate the investment acceleration in reducing problems still found in licensing processes in Indonesia, President Joko Widodo and Vice President Ma'aruf Amin conveyed it in their inauguration speech to trim the Bureaucracy. The president stated that the Bureaucracy in Indonesia was humongous, and simplification was necessary by imposing 2 (two) layers of positions in government, namely High Leadership Position echelon 1 and echelon 2, which implies the eradication of echelon 3 and echelon 4 ([kompas.com](http://kompas.com)).

Big bureaucracy structure can influence its performance and slows down the service. Therefore, analysing the government bureaucracy empirically and theoretically is deemed necessary. Although the government can become a modern organisation in an ideal bureaucracy theory, Bureaucracy can become an awful model in delivering services to the public when the ideal bureaucracy theory is not implemented tangibly.

President's statement in the public forum caused several interesting discussions and concerns for a civil servant. Presidential regulation seems to be not in line with Law Number 5 of 2014 article 13, stating that civil servant positions consist of Administrative Position (AP), Functionary Position (FP), and High Leadership Position (HLP). When the administrative position is abolished, then which position has the responsibility to lead all the

public events and government's administration and development by Article 15 Section 1?. Also, what position has the responsibility to control the implementation of activities by Article 15 Section 2? When The Ministry of Administrative and Bureaucratic Reform responded the regulation by shifting the administrative position of the administrator to associate functionary position as the functionary coordinator and the administrative position of the supervisor to senior functionary position as sub-coordinator ([Regulation of the Minister of Administrative and Bureaucratic Reform Number 28 of 2019](#)), then what about the organizing, work mechanism, and work system between the shifted functionary positions and the other functionary positions and executive positions?

The shifting of Administrator and Supervisor to Functionary positions' administrative positions affects the motivation of the position holders. Although the president had instructed not to reduce the rights previously entitled to the position holders, the shifting can affect the allowance once obtained by the structural positions. Besides, the image of structural positions has been attached to prestige due to its existence in the organisational structure diagrams and having authority and control within the said diagrams. The shifting to certain functionary positions may allow employees to have careers only towards functionary positions sand on units related to functionary positions.

Although few regulations have been regulating the functionary positions and their credit score, not all rules regulate functionary positions as coordinators and sub-coordinators in an organisation. These new roles can influence the positions, job descriptions, and function of the functionary positions. This relates to the accountability of the position (credit scoring), competency, allowance, and other mechanisms that need to be arranged for functionary position holders given new jobs as coordinators and sub-coordinators. Also, the position shifting will have an impact on new problems, which is the incongruity of functionary positions allocation and the qualification required in [Government Regulation Number 17 of 2017](#) Article 68 Section 4, which states that qualification, competency, and performance assessment are prerequisites for someone to move between High Leadership Position, Administrative Position, and Functionary Position. This ensures the capability of functionary positions to provide functional services according to the expertise and skills to improve the organisation's performance continuously.

When administrators and supervisors are shifted to functionary positions, what about the authority previously possessed by the administrators and supervisors, both in terms of disciplinary enforcement and code of conduct in Government Regulation Number 53 of 2010 concerning Civil Servant Discipline and the performance stipulation and assessment in Government Regulation Number 30 of 2019? In those regulations, the authorities are on their supervisor by the organisational structure.

The incomplete cascaded regulations of the Civil Servant Law and poor implementation level of the merit system, complemented with the bureaucracy simplification policy, need serious attention in the government organisations. Removing echelons 3 and 4 in government positions essentially reduces several boxes in government agencies' institutional structure. The chart in the institutional structure delineates the value chain and interrelation (Bureaucracy) in a big organisation unit that produces goods or services in public services.

Currently, the organisational model structure applied in the government generally adopts the Weber machine bureaucracy model. This organisational model is neat, having a high level of formality, with a centralised decision-making process, and equipped with a bottom to top reporting chain. In machine bureaucracy, the job departmentalising theory of Mintzberg, i.e., six basic parts of the organisation, states that the middle line (administrator and supervisor) has important roles as a connector between operating core with apex strategy (High Leadership Position) and in formulating organisational strategy. Several problems found from

abolishing echelon 3 and 4 to simplify Bureaucracy haven't determined the roles that will be for being the middle line substituting echelon 3 and 4. Furthermore, what kind of organisational model will be applied in exchange for machine bureaucracy? Mintzberg states that there are five organisational structure models, one of which is the adhocracy structure model as the opposite of machine bureaucracy. President Regulation simplifies Bureaucracy by abolishing echelons 3 and 4 to encourage the governmental organisation to be simpler and nimbler is related to adhocracy organisational model. Adhocracy is a less formal organisation with high specialisation and specification in job skills, highly dynamic, and fast in making decisions.

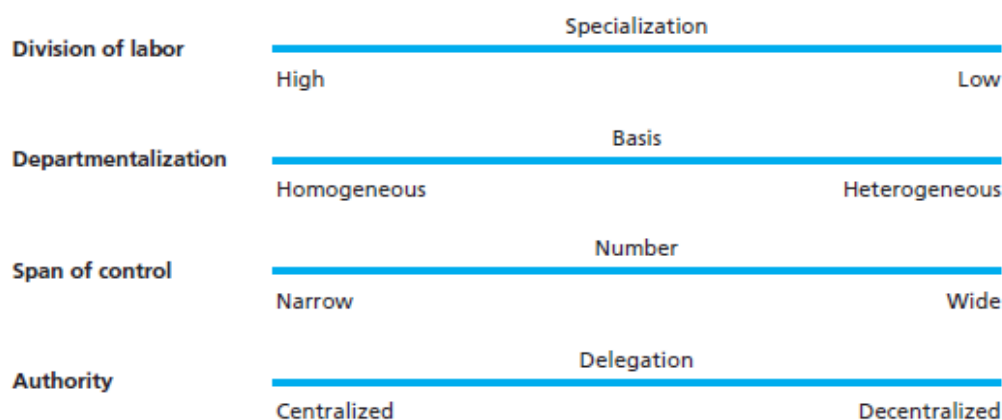
Andhika (2018), in his research "From Traditional Bureaucracy Structure to Adhocracy Model (Innovative Organisational Structure)", states that the bureaucracy restructuring efforts by making adhocracy organisation as an antithesis from Bureaucracy are a design outside of bureaucracy structure that is imperative in responding the dynamic and complex environment to improve the bureaucracy performance. Then, Parikh (2016) states that adhocracy organisation is a solution to face the dynamic change of complex environment through innovation to actualise an effective organisation and as an antithesis of traditional bureaucracy structure. Also, another research talks about the realisation of good governance by changing the structure or reorganizing the government through administrative reform (Lampropoulou & Oikonomou, 2016).

The conditions above explained then serve as backgrounds that show the necessity to discuss the regulations, which will be conveyed in several problem analyses and alternative regulations needed to be implemented.

## B. LITERATURE REVIEW

### The Relationship between Organization and Coordination Mechanism

Reviewing Gibson concept theory in designing the organisational structure, Riyono (2016) elucidates that in forming an organisation, there are four management decisions in designing it, e.g., departmentalisation, division of labour, authority delegation, and span of control. Departmentalisation is the way the management departmentalise the jobs into similar or simpler jobs. This results in homogenous and heterogenous job classifications. Division of labour is the distribution of complex jobs into simpler and smaller jobs (specialisation). Authority delegation is an act of bestowing the incumbent positions or posts with authority. Authority is the right to make decisions and to command predetermined parties without needing direct orders from superiors. The span of control is the number of subordinates managed by a manager or supervisor or the range of control required by the manager or supervisor in superintending the subordinates.

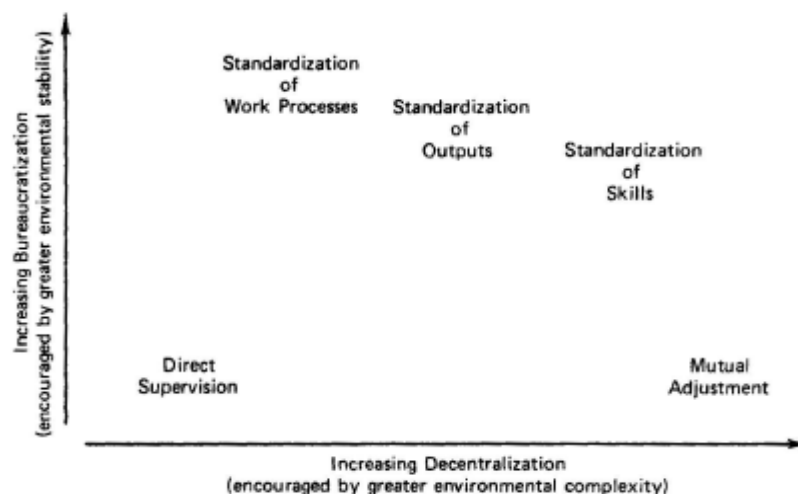


Source: [Gibson, et.all, 2012](#)

Figure 1. The 4th Key Design Decisions

Afterwards, the next step is to consider the coordination mechanism. Coordination mechanisms can be implemented in five ways, e.g., mutual adjustment, direct supervision, product standardisation, process standardisation, and skill standardisation. Most governmental organisations with hierarchical Bureaucracy apply standardisation process and direct supervision.

In this research, coordination mechanism becomes one of the problems in simplifying Bureaucracy. Simplifying Bureaucracy is implemented as demand for public service improvement, due to the environment's complexity, to encourage the growth of investment in Indonesia. When administrator and supervisor positions are abolished, the coordination mechanism hasn't been determined and regulated appropriately. The impact of simplifying Bureaucracy is, of course, transforming the governmental organisation to be flatter. [Riyono \(2006\)](#) explains that a mutual adjustment coordination mechanism occurs in a simple organisation. However, [Schmitz \(2006\)](#) has a different perspective, stating that a mutual adjustment coordination mechanism is required in such a complex environment with job decentralisation. Occasionally, structure and coordination mechanisms often reflect how authority is established in an organisation. Uncontrolled external factors demand the organisation to be highly prudent and meticulous in its actions, steering the organisation to a higher level of formalisation and centralisation.



Source: [Schmitz, 2006](#)

Figure 2. The Relationship between Organization and Coordination Mechanism

### The Relationship between Organizational Strategy and The Implementation of Mintzberg Organizational Model

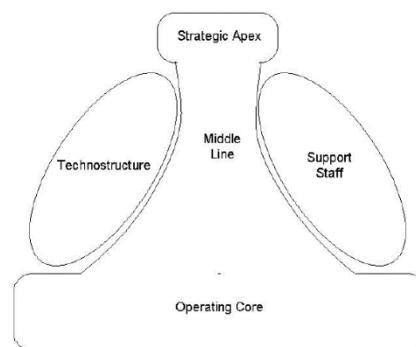
In the departmentalisation concept, Henry Mintzberg in [Riyono \(2006\)](#) states that five basic parts are necessary to consider in classifying jobs and functions. These five basic parts are the *strategic apex*, *middle line*, *operating core*, *technostructure*, and *support staff*. *Strategic apex* is the top management in an organisation whose responsibility is to ensure the organisation follows their vision and mission. The main jobs of a strategic apex are: firstly, direct supervision, e.g., allocating resources, directing subordinates, making decisions, resolving conflicts, positioning the organisation, allocating staff, monitoring performance, and motivating employees. Secondly, managing the environment in the organisation to facilitate the jobs and functions of the organisation. Thirdly, developing organisational strategy. The coordination mechanism implemented is direct supervision.

*The operating core* is the part that runs the organisation's main jobs. These main jobs are: Managing the organisation's input, processing the input into output, distributing output, and supporting the input, distribution, and output processes. The coordination mechanism implemented by the operating core is standardisation, including the standardisation of output, process, or skill.

*The middle line* is the middle part connecting the strategic apex with the operating core. The main job of the middle line is to distribute information from top to bottom. In contrast, the bottom gathers information processed and submitted to the top management to ask the strategic apex to make decisions. The coordination mechanism implemented between peer managers in the middle line is a mutual adjustment, while between supervisors and subordinates, the coordination mechanism implemented is direct supervision.

*Technostructure* is a part of an organisation that functions as an analyst and guarantor of the quality of output provided by the operating core. Several roles taken by an analyst are work process standardisation, planning and control, and skill standardisation. The roles can exist in the top, middle, or bottom part of the organisation. On top management, technostructure has a role in the designing system or strategic planning process. In middle management, technostructure has a role in standardising skills for the middle line. On bottom management, technostructure has a role in standardising the work process for the operating core. Although the tasks emphasise standardisation, technostructure does more mutual adjustment coordination as a consultant.

*The support staff* is a part of an organisation that indirectly supports the organisation's primary function and is not directly related to the organisation's business core. The coordination mechanism implemented among them emphasises more on skill standardisation.



Source: [Riyono, 2006](#)

Figure 3. Five Basic Parts of An Organization

Riyono (2006) explains, "By considering four basic decisions in designing an organisation, coordination mechanism, and five basic parts of an organisation, we can construct five organisational model structure, e.g., simple structure, machine bureaucracy, professional bureaucracy, divisional sized form, and adhocracy".

#### a) *Simple Structure*

The simplest form of organisation, few supporting staff, has no technostructure, has not much differentiation among the work units, loose division of labour, and low leadership hierarchy. This type of organisation does not care about the aspects of planning, training, and coordination. The working relationship contained within is informal; hence there is no clear structure (organic). This type of organisation does not have specialists or experts, and even if they do, they are only contracted when needed. Direct supervision is the form of coordination mechanism adopted which centralises the authority of making decisions in the highest leadership. Strategic apex is the key function in the organisation.

The leaders have a wide span of control, which implies that all employees are under the command and control of the leaders. The simple structure is a form of organisation suitable for a simple and yet dynamic environment. Its dynamic characteristic boosts its fast adaptability in vicissitudes. Work standardisation is unable to be implemented due to its vicissitudes and uncertainties. Strategic issues and operational issues are hard to be distinguished in this type of organisation due to its focus on the strategic apex, leading to high volatility and risk.

b) *The Machine Bureaucracy*

This type of organisation is neat, with a high level of formality, have many policies and legalities, have routine tasks guided by Standard Operating Procedure (SOP), have wide service units which are the core function of the organisation, departmentalising jobs based on functions, centralised decision-making, and communications are conducted formally. Technostructure is the crucial part of the coordination mechanism of the organisation, but it doesn't have authority. The organisation cannot function without standard procedures. This organisation focuses on dividing labour and empowerment of work units vertically, horizontally, linearly, functionally, hierarchically, and by status. It obsesses heavily on the control and supervision functions, which influences the mentality of employees to be control-oriented, and thus conflicts are prone to occur in the organisation.

Some main weaknesses of this model are the centralised decision-making process and a bottom-up chain reporting process. When the circumstances change, the leaders require some time to know the details. As a result, they act only enough, at a bare minimum, and are the dearth of innovation in formulating alternative decisions since the information is too abstract.

c) *The Professional Bureaucracy*

This type of organisation emphasises the skills standardisation in its coordination mechanism. It focuses on its employees who have certain proficiency or expertise in their fields since there will not be heavy configurations needed to be put in place, allowing them to work independently as the output will be almost invariably standardised.

Bureaucracy is called Bureaucracy because the coordination is implemented based on design or professional standards. The main difference with machine bureaucracy is that professional Bureaucracy emphasises authority that comes from professionalism (expertise). In contrast, machine bureaucracy leans on the formal authority from a structural position (the power of office). Professional Bureaucracy is decentralised both vertically and horizontally. The authority lies in the operating core, i.e., the professionals who give clients or customers services.

The condition that espouses professional Bureaucracy is when an organisation has an operating core dominated by professionals applying procedures that are hard to get used to in a short period in their work.

d) *Divisionalized Form*

This type of organisation whose departmentalisation of functions is based on consumers or areas. Output standardisation is the coordination mechanism applied in this type of organisation

This organisation has a clear division of tasks between the main office and divisions. The communication amongst them is limited and most formal, mainly about the promulgation of performance standards from the main office and information about work achievement and performance from their divisions. This organisation profusely emphasises autonomy and decentralisation.

The fundamental reason for using a divisional sized form is due to the presence of market diversity. Product or service diversification strategy is emphasised heavily in this organisation to gain significant profit. The suitable environment to espouse divisional sized form organisation is not too complex and dynamic, which may seem similar to the right environment for the machine bureaucracy type. The age and size of the organisation is also the determining factor in the formation of divisions, since the bigger an organisation is, the more it needs to diversify.

e) *Adhocracy*

This type of organisation has low formality but highly specialised in work. This organisation is configured based on functional departmentalisation and work in small groups to work on specific small projects. The coordination mechanism is mutual adjustment among the groups within. A group can consist of various specialists and structural officials, gaining their authority based on the scope of their tasks (selective decentralisation). Adhocracy was created by [Toffler \(1971\)](#) in his book *The Future Shock*, which Henry Mintzberg develops in a later period.

In the review, [Riyono \(2016\)](#) hadn't connected the organisational structure model and the strategy. The previous year, [Lunenberg \(2012\)](#) stated that strategy and organisational structure are interrelated. Mintzberg's organisational structure model that will be applied must be in line with the organisation's strategies. Chandler also supports this statement in 1962 by researching 100 companies and found that structures follow strategies. Simplifying Bureaucracy, organisational model, and coordination mechanism formation has to consider the organisation's strategies concurrently. On a side note, an organisation may not execute and implement its strategies by simplifying the Bureaucracy. Simplifying Bureaucracy should improve the effectiveness and efficiency of an organisation in achieving the organisation's goal.

### **The Relationship between Simplifying Bureaucracy and Adhocracy Organizational Model**

Dwiyanto mentioned that Bureaucracy is a way of working capable of embodying certain values, like efficiency, intelligible processes, standardised output, and certainty ([Dwiyanto, 2015](#)). Indonesia's Bureaucracy adopts the Weberian Bureaucracy, which is indeed outdated and receiving a lot of critics, necessitating the Bureaucracy to innovate further following the steps of a modern organisation ([Styhre, 2007](#); [Farazman, 2009](#); [Argyriades, 2010](#), [Hummel, 2015](#)). Some suggest the Bureaucracy to perform debureaucratization, deregulation, and privatisation. Indonesia's Bureaucracy still reflects paternalism, colonialism, primordialism, and feudalism. Since the bureaucratic system is closely related to social formation, it supports public sectors, which are other forms of administration, to criticise predatory capitalism, which emerges from ideologies that focus on individualism, careerism, and meritocracy ([Styhre, 2007](#)).

Critics against Weberian Bureaucracy bring up the New Public Management (NPM) concept. This is a concept from neo-classical economic revitalisation, new institutional economics, public choice, and the mimicry of private companies. The inadequacy of Weberian Bureaucracy propels the adaptation of NPM in bureaucracy reformation to accommodate the needs of people, which also slows down and exacerbates the investment climate in Indonesia.

The context of simplifying Bureaucracy came up when President Joko Widodo delivered his governmental policy in his inauguration speech on October 19th, 2019. The term "simplifying bureaucracy" means processes, ways, actions that simplify

(kbbi.kemdikbud.go.id). Simply put, simplifying Bureaucracy means simplifying the works, processes, or organisations. President Jokowi believes that Indonesia's Bureaucracy is too big, which leads to the president trimming the positions in governmental institutions to only consist of two layers of echelons, and the positions of echelon III and IV are replaced with functionary positions that observe the professionalism of the work. In this context, simplifying Bureaucracy means the efforts to simplify work procedures or processes by restructuring the organisation to be simpler, with no multiple layers, and prioritising functionary positions or specialists in providing public services.

Following simplifying the bureaucracy concept in previous research, [Andika \(2018\)](#) concludes that big bureaucracy structure potentially exacerbates the service quality with lengthy procedures and hierarchy. The reformation of organisational structure is necessary to respond to the vicissitude and complexity of the environment. Adhocracy, whose design is outside the bureaucratic structure and viewed as the antithesis of Bureaucracy, can swiftly counteract the problems in an organisation with multidisciplinary professionals.

The adhocratic organisation is innovative with minimal standardisation. This model is the antithesis of classical management from Henry Fayol and Frederick Taylor, particularly in terms of the unity of command. The communication flow and decision-making are super flexible and informal.

Table 1. Organisational Model in Environmental Context

	Stable	Dynamic
Complex	Professional Bureaucracy Decentralized Bureaucratic (standardization of skill)	Adhocracy Decentralized Organic (mutual adjustment)
Simple	Machine Bureaucracy Centralized Bureaucratic (standardization of work processes)	Simple Structure Centralized Organic (direct supervision)

Source: [Mintzberg, 1993](#)

This type of organisation has flexible management, which simplifies the coordination and the production of goods and services ([Birkinshaw & Ridderstrale, 2015](#)). There are three key features in this type of organisation: (1) Faster response to coordinating activities among its employees; (2) Faster decision-making with experimental approach; (3) Employees are highly motivated due to the recognition of their existence.

The adhocratic organisation is an organisation that resides within a dynamic environment with complex problems, so that job decentralisation to the specialists is greatly needed since they understand the issues well. The leaders have to let them interact flexibly in the organisation's structure to respond to the unpredictable vicissitudes. The adhocratic organisation is also known as an organic organisation that is a flexible and adaptive model capable of absorbing changes, adapting to the environment, and encouraging more utilisation of human resource's potential ([Baligh, 2006](#); [Gibson et al., 2009](#)). In a labile climate, this type of organisation can succeed.

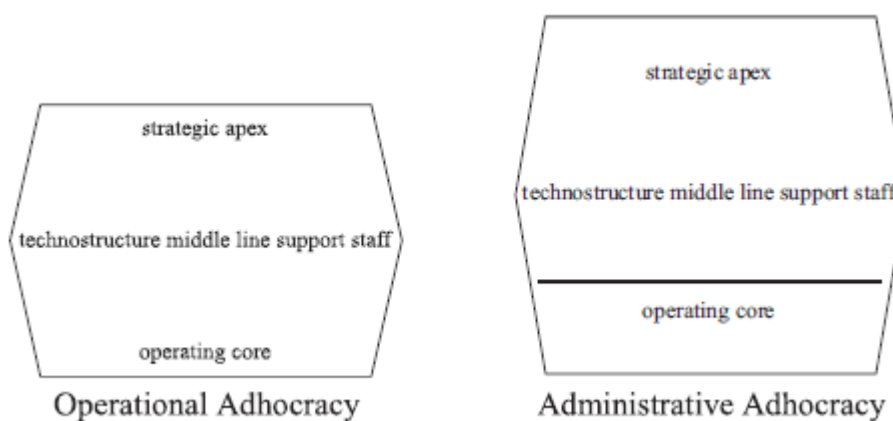
The research conducted by [Winarti \(2020\)](#) states that Bureaucracy still has its colour in the management of organisations. Bureaucracy reformation by the government still cannot produce significant changes. The more developed an organisation is, the more it needs a structure that can overcome problems swiftly, preferably with professionals whose proficiency, innovation, and creativity is of high quality. Thus, the form of organisation matrix with dual authority and ad hoc approach is expected to answer the challenges faced by the organisation

Structural Configuration	Prime Coordinating Mechanism	Key Part of Organization	Type of Decentralization
Simple structure	Direct supervision	Strategic apex	Vertical and horizontal centralization
Machine bureaucracy	Standardization of work processes	Technostructure	Limited horizontal decentralization
Professional bureaucracy	Standardization of skills	Operating core	Vertical and horizontal decentralization
Divisionalized form	Standardization of outputs	Middle line	Limited vertical decentralization
Adhocracy	Mutual adjustment	Support staff	Selective decentralization

Source: Lunenberg, 2012

Figure 4. Mintzberg’s Organization Type Comparison

Previously, Dolan (2010), in his article 'Revising Adhocracy: From Rhetorical Revisionism to Smart Mobs' elucidates that certain formalities are still needed in this organisation, though the current environment seems to espouse the flexible, loose, and efficient processes besides the need of management control in specific tasks. The new adhocratic model can be the solution in overcoming the efforts to abolish the middle management in an organisation and change it by optimising or combining the *technostructure*, *middle line*, and *support staff* organisational functions into one *flat* function.



Source: Dolan, 2010

Figure 5. Operational and Administrative Adhocracy

### C. RESEARCH METHOD

This research was employed a systematic review by applying PRISMA (Preferred Reporting Items for Systematic Reviews and Meta-Analyses). The research question here focuses on the organisational model of governmental institutions after simplifying the Bureaucracy. The writer made a thorough effort to identify all the relevant studies and performed critical assessments of the studies and their analyses that passed the qualification and requirements set. PRISMA approach uses defining feasibility criteria, source of information, literature reviews, data collection, and data item selection.

The feasibility criteria were also performed by referring to research and study books in Indonesian and English. The articles are related to the substance of organisation design, organisation type, Bureaucracy, and adhocracy, which are relevant to this research. Defining the source of information was performed with the literature search process in an online database through Google Scholar and other electronic sources. The writer selected the literature by using Bureaucracy, organisation, organisation design, and adhocracy. The writer performed the exploration by selecting titles, abstracts, and keywords from the search result based on the feasibility.

In the data collection stage, the writer performed the extraction manually based on article type, the name of the proceeding journal, year, topic, title, keyword, and research method. The writer then selected the data retrieved from the selected articles. Twenty previous studies were selected from the filtering and selection process.

Based on this approach, the writer identified the problem faced when the administrator and supervisor positions were abolished. The writer analysed the gap between the theory and the real condition that occur from simplifying Bureaucracy from the literature review. Then, the writer recognised the organizing model or mechanism that can overcome the gap by reviewing the literature. The literature review of previous studies supported the model findings from the review results. The writer reconstructed the review results and conclusions, systemising them into this article, i.e., the government organizing model with agile bureaucracy work pattern.

## **D. RESULTS AND DISCUSSIONS**

### **Research Finding**

#### **Organisational Findings in Simplifying Bureaucracy**

In the context of an institution or *machine bureaucracy* organisational structure, the presence of middle management (echelon 3 and echelon 4) is fundamentally the result of the process or the way the organisation designs the departmentalisation, division of labour, authority delegation, and span of control. When middle management is abolished, it means all the authority, division of labour, and task groups are centralised into a primary high leadership position. Subsequently, the primary high leadership position has a vast span of control and highly intricate work complexity with lots of subordinates. Every good or service produced by the staff will be fully controlled by a high leadership position to deliver the good or service to customers or stakeholders.

In several implementations of disciplinary rules, performance stipulation, and performance assessment, some authorities are granted to administrators and supervisors to superintend the executive positions or functionary positions under them by the organisation's structure and are the direct superior from said executive and functionary positions. When the administrators and supervisors become functionary positions, they cannot be granted functionary positions anymore. Since the functionary positions are equal to other functionary positions and the difference is the only one the level of expertise or skills stated in Government Regulation Number 11 of 2017 Article 68.

Following Mintzberg theory, five important parts of the organisational function are the *strategic apex, middle line, operating core, technostructure, and support staff*. The strategic apex is the high leadership positions or the highest leaders in the organisation (echelon 1 and 2); the middle line is echelon 3 and 4. Essentially, echelons 3 and 4 in the middle line become the mediator between the strategic apex and operating core, the extension of the leaders. The bigger the organisation is, the harder it is for a strategic apex to control all operating cores directly. The middle line functions as the information collectors from the bottom about the problems faced by the work units that need decision and consideration from the strategic

apex. The top functions as the decision-maker, giving information and directions to subordinates. The middle line, from the top, brings the resource allocation, rules, and plans for the designated units to be translated into their works or specific projects the units are dealing with.

The middle line also functions as the network establisher between the strategic apex and operating core due to the dependency created from each other's duties. They also have to be responsible to formulate strategies for work units that are in line with the organisation's strategies as a whole. The closer the middle line gets to the bottom of the organisation, the more concrete and focused its tasks will be on the workflow of the operating core. Thus, from the point of view of Mintzberg theory, simplifying Bureaucracy will abolish the liaison role, information distribution, network establishment, and strategy formulation.

## Discussions

### The Organizing Mechanism in Simplifying Bureaucracy

By Gibson theory, the strategies that the management can utilise in designing organisations to simplify Bureaucracy are as follows:

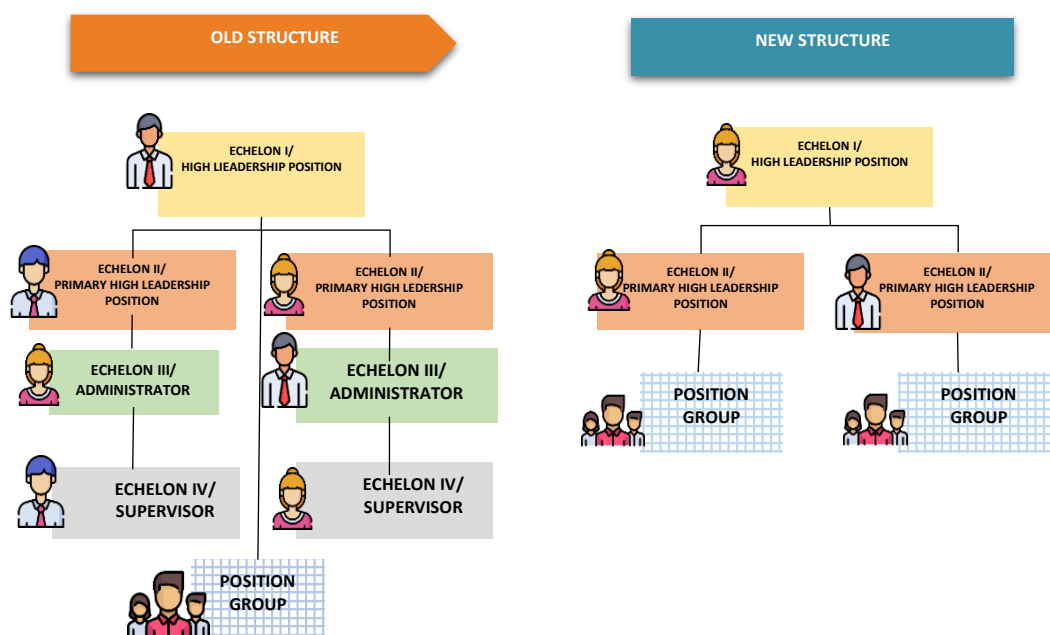


Figure 6. Organizational Structure in Simplifying Bureaucracy

Firstly, the management needs to clarify the homogenous and heterogenous functions from the core functions and support functions of the service. The management needs to scrupulously departmentalise the administrative/management function, technical operation function, clerical function, regional responsibility function, technostructure function, and supporting function. The differentiation between these functions can be a consideration in establishing an organizing mechanism hierarchically or functionally. The works of management function, technical operation function, and technostructure function can be coordinated through mutual adjustment, product standardisation, and output standardisation. Thus, such tasks can be performed and coordinated by the functionary positions in their respective fields.

Secondly, the whole activities resulting from departmentalisation need to be divided into smaller interconnected activity groups. Groups formed from non-administrative work (functional service) can be coordinated by the highest functionary position. Each group defines the interconnected processes or products and divide them into groups small enough to become the quality control of each processor product.

Thirdly, after the division of labour, the next crucial thing to do by the management or high leadership position is to distribute authority within the work units or activities that have been formed. The authority here means that the right to make decisions without waiting for directions from superiors and to command other predetermined parties. Functionary position is responsible for giving functional service based on expertise and skill as stated in Government Regulation on Civil Servant Management Article 68. Authority can be granted by high leadership position to the highest functionary position since the highest functionary position has better proficiency and will ensure the work quality in its group to coordinate the tasks.

Fourthly, the management or high leadership position needs to determine the numbers of subordinates the coordinators have to manage (span of control) according to the workload or the scope of control required by the coordinators to supervise the job function.

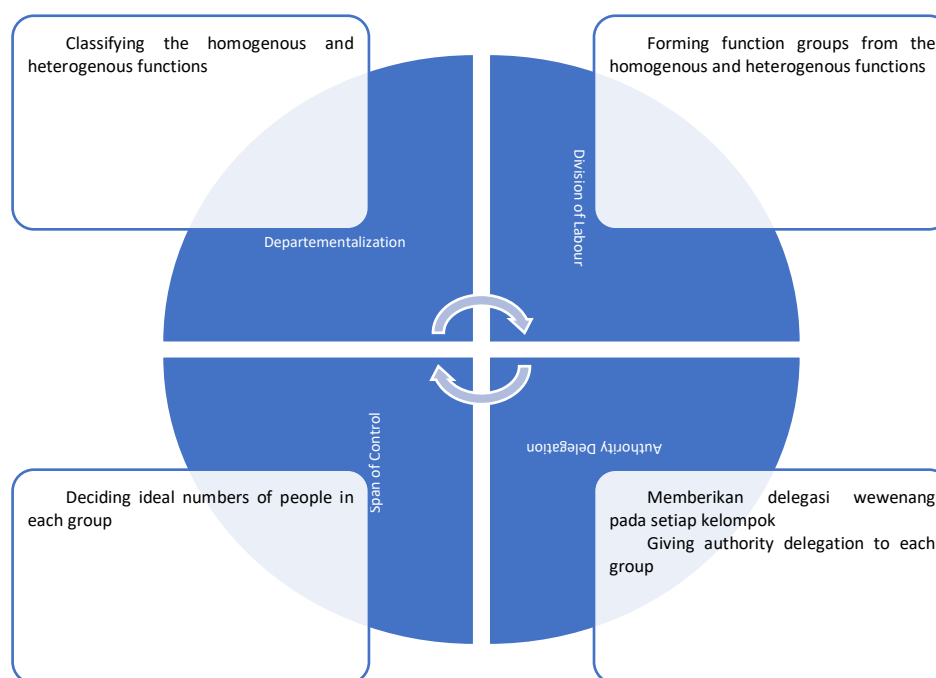


Figure 7. Illustration of Organizing

Figure 8 presents the transformation from the bureaucratic organisational model to the simplified bureaucracy structural model (new model). In the new model, a hierarchical structure is still needed in functions requiring authority from each processor in functions requiring direct supervision with a low level of job professionalism. The functions that are switched to functionary positions are functions that put forward the mutual adjustment coordination with a high level of job professionalism. The functionary group can be coordinated by a supervisor in a higher functionary position, which coordinates and ensures the product or process quality of each functional good or service.

In the new model of simplified bureaucratic organisation, it is shown that decentralisation can be implemented selectively. Some jobs are decentralised and given to functionary positions to pursue fast and high-quality goods or services delivery. Functional jobs are more coordinated, and it puts forward coordination with standardisations (products or processes) and mutual adjustments. Functional groups are more dynamic in managing functional tasks decentralised by the leaders. The leaders have pivotal roles in formulating strategies and executing them through forming and dividing labours or groups.

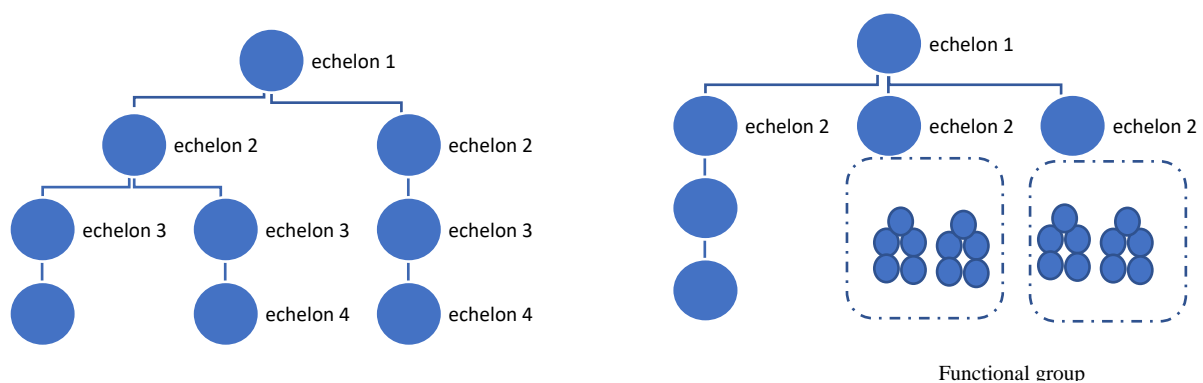


Figure 8. The transformation from Machine Bureaucracy Model to New Model

### Coordination Mechanism

In delegating authority, the level of decisions that can be made must be equal to the level of delegation given to the subordinates. The higher the authority delegated to the bottom, the more decentralised they are. The decentralisation concept has to be applied in simplifying Bureaucracy due to leaders' inability to understand all of the problems that emerged at the bottom, not to mention solving them.

The coordination mechanism employed among peer functionary positions is a mutual adjustment, while functionary positions and the functionary coordinators use process or output standardisation. Coordination among the functionary positions is based on the needs between them in receiving and giving information or goods/services. Coordinators have a role in ensuring the quality of functional benefits.

The switching from administrators and supervisors to coordinators and sub-coordinators in the current organisational structure can be done early by the management or high leadership positions through authority delegation in implementing processor output standardisation. This is to keep the continuity of the process going on until the management or high leadership positions evaluate or redefine the forming of the functional groups needed to support the functional tasks and organisation's strategies. The authority delegation to a high leadership position to form functional groups according to their functions and organisation's strategies will espouse the organisation to be more adaptive and agile in facing challenges and development.

### The Transformation from the Machine Bureaucracy to Adhocracy

From the elucidations mentioned above, simplifying Bureaucracy is closely related to organisational or institutional structure., Bureaucracy simplification policy is, in essence, structuring the management. Organizing based on functional departmentalisation, which

works in small groups that work on specific projects with mutual adjustment coordination mechanism in and between the groups, is the characteristic of adhocracy. The type mentioned above of organisations and their respective organizing steps indirectly shift the government's organisational model from the machine bureaucracy model into adhocracy. The machine bureaucracy has several characteristics, e.g., a neat organisation with a high level of formality and many policies and legalities, often repeating redundant tasks guided with SOP, having big service units which serve as organisation's core function, task departmentalisation based on function, centralised decision-making, having a clear distinction between the line function and staff in the administration structure, and communication are conducted formally.

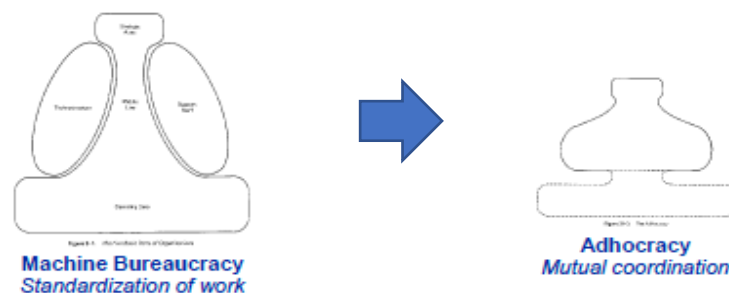


Figure 9. The Departmentalisation Difference between Bureaucracy and Adhocracy

On the other hand, adhocracy is an organisation with a low level of formality but a high level of job specialisation. The organisation is managed based on functional departmentalisation, which works in small groups that deal with specific projects with mutual adjustment coordination mechanism in and between the groups. A group can consist of specialists with a specialist coordinator who gets the authority in a particular scope depending on the job (selective decentralisation). With adhocracy, it will potentially spur innovation in the work. In this model, the communication flow and decision-making are incredibly flexible and informal.

An adhocratic organisation has professionals (functionary positions) who have full authority with ever-growing knowledge and skills. Adhocracy can depend on skill standards to gain coordination, but there should be dependency as well. Adhocracy has successfully implemented Sragen Regency to form marketing and engineering services ([Prasojo & Kurniawan, 2008](#)).

The implementation of adhocracy in functional groups can be performed in two forms, *task force* or *committee*. A *task force* is a temporary structure formed to fulfil complex, specific, and clearly defined tasks involving small groups in the organisation. This can happen when the organisation faces a unique problem and needs interdependent functions with particular time and performance standards. The task force is implemented in a changing process that encloses selection, equipment instalment, IT, and organisational change. The characteristics of task force form are: members are temporary and chosen from their qualification, highly active hustles and activities, and the scope of duties is broad. The structure of a task force is a matrix organisational structure, but only temporary. When a task force has achieved its goal, then the task force is accordingly dismissed.

While the *committee* is a formal workgroup that gives responsibilities to solve problems, it can be temporary or permanent. The permanent committee can provide some perspectives to decision-makers and facilitate information distribution among the committee members. The characteristics of committee form are events or activities last longer, becoming a

permanent fixture in the formal organisation, and members are endless. Both task force and committee are formal workgroups that consist of higher functionary positions that act as coordinators and other functionary positions and executive positions as members.

Not all functions in the government can be transformed into adhocracy. The leaders and management need to scrutinise the details when trying to change the organisational functions in providing services to public or internal services in the organisation into an adhocracy model. The functions that change following the adhocracy model can be dynamic according to the needs and governmental service demands while also considering the organisation's strategies. Following its characteristics, the adhocratic organisation is an organic organisation that opposes the mechanistic organisation.

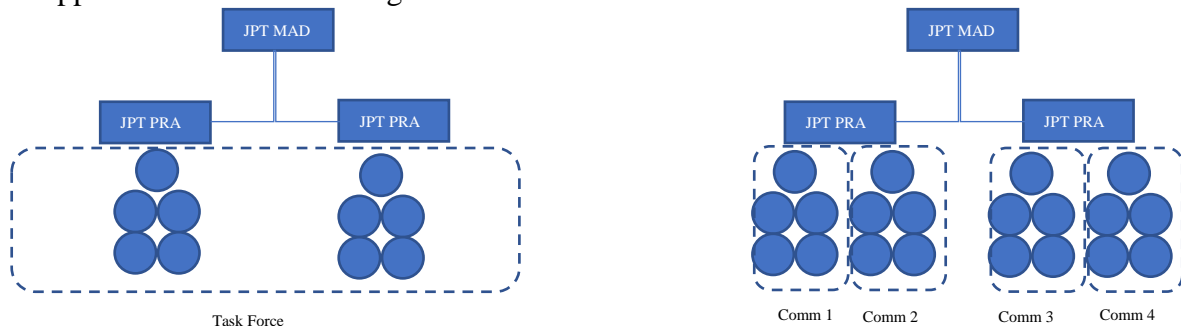


Figure 10. Adhocracy Model *Task Force* and *Committee*

Table 2. The Comparison between Mechanistic Organization and Organic Organization

	Mechanistic Design	Organic Design
Strategy	Cost minimization	Innovation
Structure	Formal/hierarchical Functional	Flat, lean, and flexible Matrix, process, and network
Work Design	Traditional jobs Traditional work groups	Enriched jobs Self-managed teams
Human Resources Practices	Selectio to fit jos Up-front training Standard reward mix Pay for performance and individual merit Job-based pay	Selection to fit organization Continuous training and development Individual choice rewards Pay for performance and business success Skill-based pay
Management and Information Systems	Command and control Closed, exclusive, centralized information	Employee involvement Open, inclusive, distributed information

Source: [Cumming & Worley, 2009](#)

With such characteristics possessed by organic organisations, the simplification of Bureaucracy is expected to produce a *flat* governmental organisation, flexible with matrix and network work patterns, rich with functions with independent group management, and invariably innovative.

## E. CONCLUSION

The accountability of positions, job complexity, authority, work mechanism, organizing, and work system can be the problems faced when the bureaucracy simplification with only two layers of positions is implemented. Adhocracy model can be the alternative organizing model in governmental institutions with the organisation's strategies still as the focus. Adhocracy is the antithesis of Bureaucracy and an innovative organisation. But not all functions in the government can be changed into adhocracy. Adhocracy is not a tool to

change Bureaucracy, but it only tries to dissect the problems faced by Bureaucracy as a model formed outside the formal structure of Bureaucracy. Recommendations that can give in implementing the simplification of Bureaucracy are: first, to ensure the implementation of tasks and functions of the organisation in simplifying Bureaucracy, primary high leadership positions or management through the existing organisation can delegate authority to coordinators and sub-coordinators according to their roles and functions. Second, in future organisation management, to actualise the bureaucracy simplification, the management needs to focus on the organisation's formation based on the strategies where these strategies can determine the organisational model suitable for the organisation. The management can apply the four decisions in designing the organisation for the next stage and determine the coordination mechanism and decentralisation. Third, in simplifying Bureaucracy, the management or the organisation needs to make business process adjustments and Standard Operating procedures. Fourth, the organisation needs to be more selective in deciding the high leadership positions since the job and competency of high leadership positions will be viewed to be more complex with the shifting of positions from administrators and supervisors to functionary positions. Fifth, the institutions responsible for functionary positions need to reformulate functionary positions with new functionary positions with the highest level to be the *middle line*.

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