

# Implementing Public Bureaucracy Simplification Policy in the Central Government with Strategic Action Framework Analysis Approach

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## Abstract

Implementing bureaucratic simplification in Indonesia to make public organizations more flexible and professional has changed the body of Indonesian public bureaucracy. The study aims to identify how bureaucratic simplification has been implemented in some central government exemptions. The research uses a qualitative methodology with locus consisting of the Ministry of Home Affairs, the Minister of Religion, the Department of Rural Development and Remaining Territories, and the Department for Official Disclosure of the Netherlands and Bureaucratic Reforms. The results of the research show that of the nine elements of implementation using the strategic action framework, it is known that bureaucratic simplification goes well in terms of policy sequence, methods of coordination, behavioral change, policy field, organizational operations, leading guards, sources of authority, and social capabilities. Management needs to be more vital in managing exogenous shocks because officials suddenly shift from structural officials 'comfort zones to functional officials.

**Keyword:** public policy, bureaucracy, strategic action framework analysis

## 1. Introduction

In realizing the National Medium-Term Development Plan 2020-2025, President Ir. H. Joko Widodo prioritized his work agenda into five priority programs, which he conveyed during his inaugural speech in 2019, namely (1) human resource development; (2) infrastructure development; (3) simplification of all forms of regulation; (4) simplification of bureaucratic structure; and (5) economic transformation (National Medium-Term Development Plan of Indonesia 2020-2025). Professional bureaucracy is a condition needed to support the progress of a country. The Bureaucratic Effectiveness Index can serve as an indicator for assessing the level of professionalism of a country's bureaucracy. In 2017, Indonesia ranked 84th on this government effectiveness index. This marked Indonesia's best achievement since it participated in the regular assessments conducted in 1996 (World Bank, 2018).

Bureaucratic reform was one of President Joko Widodo's priorities during his second leadership term. Bureaucratic and structural reforms are crucial for institutions to become more straightforward, streamlined, and agile. A shift in bureaucratic mindset and mentality is demanded, focusing on swift

service delivery as the key to bureaucratic reform. The President directs bureaucratic simplification by limiting the hierarchy to levels I and II. Levels III and IV are replaced with Functional Positions (JF) that value expertise and competency. An agile bureaucracy with a lean structure and rich functionality becomes the paradigm of change and new values in the bureaucracy. JF, as the backbone and engine of bureaucracy, is required to quickly adapt to the evolving era of the fourth industrial revolution. In pursuit of bureaucratic simplification, the President, through the Ministry of Administrative and Bureaucratic Reform, issued Ministerial Regulation Number 28 of 2019 concerning the Equivalence of Administrative Positions into Functional Positions. The scope of position equivalence includes Administrative Positions, Supervisory Positions, and Executive Positions.

The implementation of this policy requires government agencies to undertake several steps as follows:

- A. Identify Administrative Positions within the organizational unit;
- B. Map the positions and administrative officials affected by bureaucratic simplification;
- C. Map Functional Positions that can be occupied by officials affected by bureaucratic simplification;
- D. Align the benefits of Functional Positions with those of Administrative Positions by calculating income from Administrative Positions to Functional Positions and
- E. Align the grade of Functional Positions with that of Administrative Positions.

Bureaucratic simplification through position equalization is challenging as it will significantly impact personnel management, particularly in organizational and workflow changes, public services, budgeting, and work culture. The most noticeable change in organizational and workflow changes is the reduction in organizational structures and workflow mechanisms. The organizational structure is achieved by reducing most officials in echelons III and IV, leaving only one echelon III/IV official responsible for administration.

The reduction of officials in echelons III and IV also affects workflow mechanisms. Previously, the workflow operated through hierarchical disposition from echelon I to echelons II, III, IV, and executive staff. Now, it operates only from echelon I to echelon II and each functional position group, aiming for immediate action on every task. Regarding public services, experts widely accept that quality public service is provided by service providers (employees) to service recipients (the public or industry) within an organization, prioritizing the satisfaction of the service recipients.

As a follow-up to organizational downsizing, the equalization policy can significantly impact public services. From the service provider's perspective, it enhances responsiveness, where each task can be promptly directed from the head of the echelon II unit to each functional official for immediate response and action. From the service recipient's perspective, the public and industry benefit from the ease of coordination, information exchange, and the accuracy and speed of service completion in the industrial sector; regarding budgeting, differences exist, especially regarding the disparity in allowances between structural and functional positions. However, as directed by President Jokowi, the transition of structural positions from echelons III and IV to functional positions through equalization mechanisms does not reduce the income of affected employees.

In reality, the policy of equalizing positions in local governments has progressed very slowly. Since the Regulation of the Minister of Administrative and Bureaucratic Reform (Permenpan) No. 28/2019, none have implemented it until the end of 2020 (Center for Development and Training of State Civil Apparatus - National Administrative Agency, 2021). Both central and local governments have been unable to implement position equalization optimally due to several factors: the translation process of policy into technically challenging implementation in a short period and the influence of the initial conditions of the

institutions, which have not implemented the merit system effectively from the outset. This condition can be observed through the merit system assessment graph based on the type of government institution in 2019, where local government institutions had the smallest percentage of "good" assessments. This is why local governments could not adapt to the position equalization policy then (Center for Development and Training of State Civil Apparatus - National Administrative Agency, 2021).

Based on the background above, the researcher feels the importance of conducting a dissertation entitled "Implementation of Bureaucratic Simplification Policy in Improving Government Performance Effectiveness (A Study of the Implementation of the Regulation of the Minister of Administrative and Bureaucratic Reform No. 28 Year 2019 on the Equalization of Administrative Positions into Functional Positions in the Central Government)." This study aims to analyze the implementation of bureaucratic simplification policies in central government agencies.

## 2. Theory

Stanford and Moulton (2017) employ sociological theories on social skills and the Strategic Action Framework to construct a framework related to bureaucratic implementation (Fligstein, 1997, 2001; Fligstein & McAdam, 2011, 2012). These theories are concerned with how social structures shape societal outcomes and the role of human agency in moderating these structures (Bourdieu, 1977; DiMaggio & Powell, 1991; Giddens, 1984; Scott, 1985). Policymakers, public managers, service providers, funders, and frontline service staff operate within the policy implementation framework within socially bounded environments. By utilizing the Strategic Action Field model proposed by Sandfort and Moulton (2017), criteria for policy measurement can be formulated, including a) processes of change, b) coordination methods, c) changes in target groups, d) policy fields, e) organization (operationalization); f) frontline (designation); g) sources of authority; h) social capacity; and i) exogenous shocks.

## 3. Research Methodology

Considering the background and problem formulation, the research methodology employed in this study is qualitative. The chosen approach will serve as an analytical tool in examining the implementation of bureaucracy simplification policies to enhance government performance effectiveness. Data collection is conducted using in-depth interviews, observation, and documentation techniques. The selection of locations is based on the capacity and possession of information required to address research questions and achieve research objectives. The following central government institutions are the locations for this study:

1. Ministry of Administrative and Bureaucratic Reform;
2. Ministry of Home Affairs;
3. Ministry of Villages and Disadvantaged Regions Development (Kemendes PDT);
4. Ministry of Religious Affairs. The research is conducted over 11 (eleven) months, from January to November 2023.

## 4. Research Findings and Discussion

### Changes Related to Bureaucracy Simplification Policy Implementation

at Various Government Levels. Following Regulation Menpan RB No. 28 of 2019 issuance, the Ministry of Home Affairs took several steps in response. The first policy was to defer performance allowances. This deferral was implemented to anticipate changes in the positions of employees that are expected to be

affected by the bureaucracy simplification policy. Subsequently, the Ministry of Home Affairs implemented the equalization of around 20 percent of personnel from level 4. This strategic initial step ensured better coherence and clarity in position determination at each level. The Ministry of Religious Affairs undertook four steps in bureaucracy simplification. Firstly, multiple socialization sessions were conducted with mid- and high-level leadership-level officials. Secondly, the organizational team conducted in-depth analysis, identification, and mapping of administrative positions at central and regional levels and Technical Implementing Units. Thirdly, several socialization sessions were conducted with participants from central and regional administrative positions. Fourthly, proposals from all agreed-upon work units were addressed. Lastly, the organizational team followed up on central and regional work unit proposals regarding personnel transfers. Similarly to the Ministry of Home Affairs, the Ministry of Villages and Disadvantaged Regions Development (Kemendes PDT) required several stages to implement the bureaucracy simplification policy. The implementation process at Kemendes PDT necessitated close coordination between units within Kemendes PDT and the HR Bureau of Menpan RB. It is evident that government agencies, whether at the ministry, institution, or local government levels, responded differently to the bureaucracy simplification policy. Some government agencies immediately implemented bureaucracy simplification, while others did not due to policy or technical unpreparedness. Field observations indicate that local governments still need to implement bureaucracy simplification in the first year after introducing the policy in 2019.

### **Coordination Method**

According to Stanford and Moulton (2017), coordination methods in policy implementation can be observed through the level of trust in technical expertise, variations in task execution sequencing, equipment usage using varying enforced rules, transparency, automation, and visibility. The Ministry of Home Affairs closely coordinated with the Ministry of Administrative and Bureaucratic Reform (Kemenpan RB), particularly regarding the number of level 3 units that could be converted into functional positions. As a result, the Ministry of Home Affairs successfully converted three units at level 3 into functional positions, leaving only two structural units at level 3. The Central Affairs Bureau also conducted socialization sessions with each secretariat in the working units to implement bureaucracy simplification. The bureaucracy equalization implementation at the Ministry of Religious Affairs (Kemenag) utilized a structured coordination design. The bureaucracy simplification process undertaken by Kemenag was limited to decision-making at the leadership level and involved meticulous coordination processes. Communication between working units was a critical aspect in ensuring the success of this initiative. This coordination was conducted through various media, including official letter exchanges and face-to-face discussions among relevant unit leaders. The Human Resources and Organization Bureau played a central role in recording administrative positions that could be equalized into functional positions. The results of this recording were then discussed in unit leadership forums to ensure consensus and mutual understanding.

Similarly to other agencies in this study, coordination at the Ministry of Villages and Disadvantaged Regions Development regarding implementing bureaucracy simplification was conducted through written correspondence and discussions among unit leaders. The Human Resources and Organization Bureau submitted requests for data on administrative positions that could be equalized into functional positions and suitable unit placement. Subsequently, discussions were held at the leadership level (leadership meeting) about discrepancies in position allocations or if employees were required to transfer units. With

the issuance of Regulation Menpan RB No. 28 of 2019 regarding the Equalization of Administrative Positions into Functional Positions, each Ministry/Institution/Local Government was required to conduct bureaucracy equalization according to the job mapping in their respective institutions, except for positions exempted by the Ministry of Administrative and Bureaucratic Reform. According to Regulation Menpan RB No. 28 of 2019, the coordination of position equalization implementation was carried out in two steps. Firstly, when conducting position equalization, each institution had to coordinate by submitting the results of the identification and mapping of administrative positions into these functional positions, including particular positions to be held by administrators with their descriptions to the Minister, as specified in the attachment to Regulation Menpan RB No. 28 of 2019. Secondly, the Minister conveyed approval of the Proposed Position Equalization submitted by the Ministry/Institution/Local Government. This approval would be conveyed through electronic mail integrated into the Integrated Dynamic Archival Information System (SRIKANDI) application.

### Behavioral Changes in Target Groups

Bureaucracy simplification within the Ministry of Home Affairs indicates several changes in the ministry's organizational structure. However, these changes have left some issues needing to be solved. One of the problems encountered is difficulty filling a high-level position due to subordinate officials' absence of succession planning. Using acting (Plt.) mechanisms is not feasible because bureaucracy simplification has transformed many administrative officials into functional officials without any prepared replacements. According to data from the Ministry of Home Affairs, 876 positions have been eliminated or simplified, with most simplifications occurring at level 4, comprising 718 positions in the first phase of simplification and three positions in the second phase. This substantial number suggests that implementing bureaucracy simplification within the Ministry of Home Affairs has progressed smoothly and according to plan. At the Ministry of Religious Affairs, it is noted that there are difficulties in adjusting officials after they become functional officials, as they need to fully understand the detailed tasks and functions of their new functional positions. This arises from insufficient education and training for newly transferred functional officials. Interviews also revealed that structural officials at the Ministry of Home Affairs previously worked based on the rhythm of routine tasks within their organizational units. Additionally, these officials should have systematically followed a list of activities as functional officials do, based on activity lists for credit accumulation.

**Table 1: Administrative Position Structure After Bureaucracy Simplification at the Ministry of Religious Affairs, Republic of Indonesia**

NO	UNIT KERJA	Struktur Jabatan Administrasi Setelah Disederhanakan			
		Eselon III	Eselon IV	Eselon V	JUMLAH
1	KEMENTERIAN AGAMA PUSAT	98	45		143
2	SEKRETARIAT BAZNAS	-	1	-	1
3	KANWIL KEMENAG PROVINSI	325	-	-	325
4	KANKEMENAG KAB/KOTA	514	3.469	-	3.983
5	PERGURUAN TINGGI KEAGAMAAN NEGERI	299	176	-	475
6	LAJNAH PENTASHIHAN MUSHAF AL-QUR'AN	1	-	-	1
7	UNIT PERCETAKAN AL-QUR'AN	1	1	-	2
8	UPT ASRAMA HAJI	10	10	-	20
9	BALAI LITBANG AGAMA	3	3	-	6
10	BALAI DIKLAT KEAGAMAAN	14	14	-	28
11	LOKA DIKLAT KEAGAMAAN	-	1	-	1
12	KANTOR URUSAN AGAMA KECAMATAN	-	-	-	-
<b>TOTAL</b>		<b>B</b>			<b>4.985</b>



Implementing bureaucracy simplification at the Ministry of Religious Affairs has restructured approximately 5000 structural positions. In the central office of the Ministry of Religious Affairs, it can be observed that the number of officials in echelons 3 and 4, previously totaling 731 positions, has been reduced to only 143 positions. The highest number of position transfers occurred at the sub-district religious affairs offices, which are at echelon V, with a total of 5972 positions throughout Indonesia being reduced to 0 after bureaucracy simplification following the ministry's decision to appoint Functional Officials rather than administrative officials as the heads of District Religious Affairs Offices.

Like other ministries/agencies, the Ministry of Village and Disadvantaged Region Development (Kemendes PDT) has reported behavioral changes within its organization, notably in the administrative service processes across many units within Kemendes PDT, becoming more streamlined. This was made possible due to the reduction in structural positions.

The significant number of simplifications achieved at the Ministry of Village and Disadvantaged Region Development is substantial, considering the total number reached 661 individuals. The simplification of 661 positions transitioning to functional roles is expected to bring about positive changes for the Ministry of Village and Disadvantaged Region Development, particularly concerning public services requiring approval from junior officials.

The anticipated outcome of bureaucracy simplification is the creation of a more agile and dynamic bureaucracy. The Ministry of Administrative and Bureaucratic Reform (Kemenpan RB), tasked with orchestrating the bureaucracy simplification process, hopes that it will lead to better outcomes for the government agency's workflow and public service models to become faster and more efficient for the benefit of the public.

### **Networks Used for the Implementation of Bureaucracy Simplification Policy**

The network utilized by the Ministry of Home Affairs is divided into two: internal and external networks. The internal network comprises units at echelons 1 and 2 within Jakarta's Ministry of Home Affairs and regions such as the Institute of Home Affairs (IPDN). This network is utilized to expedite the dissemination carried out by the Ministry of Home Affairs to its subordinate units regarding the bureaucracy simplification policy.

Similarly, like other ministries in this study, the Ministry of Religious Affairs utilizes internal and external networks to expedite the implementation of bureaucracy simplification. Concerning internal networks, the Ministry of Religious Affairs employs information technology to interconnect with all employees tasked with overseeing bureaucratic reforms at the central and regional levels.

In line with other agencies in this study implementing bureaucracy simplification, the Ministry of Village and Disadvantaged Region Development also utilizes a network, albeit more externally focused. This network targets the Ministry of Administrative and Bureaucratic Reform (Kemenpan RB) as the policymaker for job simplification and the supervising agencies for each functional position.

The bureaucracy simplification policy initiated by the President must be implemented through the mandate provided by the President to the Ministry of Administrative and Bureaucratic Reform. Therefore, the Ministry of Administrative and Bureaucratic Reform can instruct its external network, comprising all ministries, agencies, and local governments in Indonesia. In this regard, the Ministry of Administrative and Bureaucratic Reform applies its policy impartially, whereby both the central and local governments are obliged to implement it, even if delayed or not in line with the initial expected deadline. The Ministry

of Administrative and Bureaucratic Reform can only monitor and oversee some ministries, agencies, and local governments in simplifying their bureaucracies. Therefore, the Ministry of Administrative and Bureaucratic Reform coordinates authority related to bureaucracy simplification practices at the local level with the Ministry of Home Affairs.

**Organization (Operationalization)**

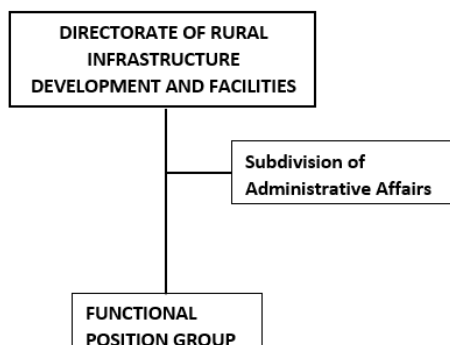
The organization serves as the setting that also changes, often with bureaucracy simplification. By comparing conditions before and after simplification, changes in the organizational structure and work patterns of the Ministry of Home Affairs can be observed. Most structures within the Ministry of Home Affairs still have layers up to the third layer, namely Subdirectorates (Directorate General, then directorate, and finally Subdirectorate). Only the fourth echelon or sections have been extensively trimmed.

Like bureaucracy simplification in the Ministry of Home Affairs, the Ministry of Religious Affairs has also restructured its organizational structure. In the old organizational structure, based on Minister of Religious Affairs Regulation Number 42 of 2016, each subdirectorate (echelon 3) had a level 4 in the form of sections. In this case, it is exemplified that the Directorate of Curriculum, Facilities, Institutional Affairs, and Madrasah Student Affairs had four sub-directorates. Each subdirectorate had sections headed by Subdirectorate Heads and Section Heads, as follows.

Six years later, after implementing bureaucracy simplification, the Ministry of Religious Affairs eliminated the sections or the fourth level in the organizational structure of the directorate. The subdirectorate units remained unchanged but were not filled by structural officials in the form of Subdirectorate Heads. Structural officials were only occupied by directorate leaders (Directors) and the Head of the Administration Subdivision (echelon 4 attached to the directorate unit). Subdirectorate units were not headed by specific structural officials but were filled by functional job groups.

The Ministry of Village and Disadvantaged Region Development (Kemendes PDT) has a different organizational transformation pattern compared to the Ministry of Home Affairs and the Ministry of Religious Affairs, where Kemendes PDT interprets bureaucracy simplification as the complete elimination of echelons 3 and 4 in functional units, up to the elimination within the body of its work units. However, the Ministry of Home Affairs and the Ministry of Religious Affairs still maintain their units, without anyone at the helm, as a 'home' so that each functional position has specialization or focus on the matters undertaken.

**Figure 1: Organizational Span of Control at the Directorate of Village Infrastructure Development and Rural Areas at the Ministry of Village and Disadvantaged Region Development (Kemendes PDT)**



Source: Ministerial Regulation of the Ministry of Village and Disadvantaged Region Development  
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Bureaucratic simplification eliminates structural positions and transitions structural officials into functional roles. The Ministry of Administrative and Bureaucratic Reform (Kemenpan RB) acknowledges that these two aspects cannot be directly compared, as they adhere to different standards.

Generally, implementing bureaucratic simplification in the research focus areas, namely the Ministry of Home Affairs, the Ministry of Religious Affairs, and the Ministry of Village and Disadvantaged Region Development, has aligned with the directives of Kemenpan RB. This involves organizing the organizational structure by identifying administrative positions and officials affected by bureaucratic simplification and mapping functional positions that can be occupied by officials impacted by bureaucratic simplification.

### **Frontline (Determination)**

In implementing bureaucratic-level simplification policies in this unit, there is a significant political influence from unit leaders or higher-level management. This simplification becomes one of the assessment factors for the relevant institution, motivating agencies to make changes by policy directives. In 2021, bureaucratic simplification was elevated as a new assessment aspect, providing additional impetus for agencies to implement this policy.

However, there are also challenges in interpreting and implementing this policy. Some leaders, such as Mr. Tjahyo Kumolo, interpret this policy as comprehensive elimination, especially concerning levels 3 and 4. However, in practice, its implementation only sometimes aligns with this interpretation. Implementing this policy is more recommendatory, especially at the Regional Government level, with full authority from the Ministry of Home Affairs. Regional leaders need help with implementing this policy. In implementing bureaucratic simplification, the Ministry of Village, Development of Disadvantaged Regions, and Transmigration prioritizes compliance with the rules established by the Ministry of Administrative and Bureaucratic Reform (Kemenpan RB). Collaboration and intense communication are conducted to ensure that organizational restructuring and human resources proceed according to the needs and recommendations provided by Kemenpan RB. This is done to avoid potential issues in the future, especially in the context of implementing a more effective Merit System and managing Human Resource Management.

However, there is an exciting research finding regarding the functionalization of structural positions. Structural officials have sometimes been functionalized but reappointed with new individuals in the same position. This indicates internal dynamics affecting the implementation of this policy and can be considered an anomaly.

In implementing bureaucratic simplification policies, there is also intervention from unit leaders (sicker), although only in small numbers (possibly around 10%). Examples include the mutation of former supervisors to more distant units, the equalization of positions, and the appointment of functional officials that still involve decisions and preferences from leadership. This indicates that political factors influence some decisions about implementing this policy.



### **Authority Source**

In implementing bureaucratic simplification, the leading authority source originates from regulations issued by the Ministry of Administrative and Bureaucratic Reform (Kemenpan RB), the institution tasked with organizing the structure and utilization of the civil service workforce.

At the policy level, the bureaucratic simplification process has undergone a long journey, starting from the issuance of Ministerial Regulation No. 28/2019 concerning the Equalization of Administrative Positions into Functional Positions, Ministerial Regulation 17/2021 concerning the Equalization of Administrative Positions into Functional Positions, Ministerial Regulation 25/2021 concerning the Simplification of Organizational Structures in Government Institutions for Bureaucratic Simplification, Ministerial Regulation 7/2022 concerning the Work System in Government Institutions for Bureaucratic Simplification, and Ministerial Regulation RB 1/2023 concerning Functional Positions.

At the internal level within each Ministry/Agency, each institution establishes its own Ministerial/Agency Regulation to determine the new organizational structure and appoint officials affected by bureaucratic simplification to functional positions.

### **Social Capability**

The research findings indicate that the Ministry of Home Affairs, the Ministry of Religious Affairs, and the Ministry of Village and Disadvantaged Region Development (Kemendes PDT) possess a relatively solid social capability in implementing organizational changes and changes in officials' mindsets to prioritize function. The Ministry of Home Affairs and Kemendes PDT employ conventional methods in delivering bureaucratic simplification, utilizing standard procedures directed by the Ministry of Administrative and Bureaucratic Reform (Kemenpan RB).

However, the Ministry of Religious Affairs employs an approach driven by the bureaucratic reform team across all offices of the Ministry of Religious Affairs in Indonesia to conceptualize, design, and execute bureaucratic simplification. The Ministry of Religious Affairs even conducts evaluations of the outcomes of bureaucratic simplification. Surprisingly, the evaluation results revealed that in implementing the policy of equalizing administrative positions into functional positions, the Ministry of Religious Affairs faces various issues and challenges among different units. The mindset toward functional positions is perceived as secondary, and functional positions are still subordinate to structural positions.

### **Exogenous Shock**

In implementing the bureaucratic level simplification policy in this unit, several phenomena indicate the occurrence of culture shock among employees. Initially, many were surprised and needed time to adapt to the changes. One striking change is related to the performance assessment system using credit points. Employees are expected to be more proactive in accumulating credit points, but this has caused confusion and questions regarding the suitability of credit points with their tasks within their unit. This is related to the differences in educational backgrounds and expertise areas of employees, who may initially have backgrounds in economics, agriculture, or engineering but are suddenly confronted with legal analysis tasks. Protests and questions about these changes arise.

Moreover, there are more profound challenges related to changes in mindset and work habits. Although the work culture changes, sometimes the mindset lags. This change in work culture is considered positive, but if not accompanied by a change in mindset, it can lead to discomfort and obstacles in adaptation.

There is also culture shock related to changing from structural positions to more technical, functional ones. Employees who were previously accustomed to performance assessments using work target achievement (SKP) and automatic promotion every four years now must adapt to a more technical assessment system, such as accumulating work assessment points (DUPAK) and evidence of work.

Furthermore, there needs to be clarity regarding implementing functional training for employees who are being functionalized for the first time. They acknowledge that they are more accustomed to structural training, so their functional training knowledge still needs improvement.

The research findings also reveal that about 50.1% of functional officials resulting from equalization face difficulties in preparing for promotions. This is because their daily tasks as coordinators/sub-coordinators consume a lot of time and mental energy, leaving them with insufficient time and energy to think, plan, and design work as functional officials. This indicates that implementing this policy only sometimes proceeds smoothly and poses several challenges, including performance assessment and employee career management.

## Conclusion

The bureaucratic simplification organized by the administration of President Joko Widodo in the mid-2019 to 2022 period has been thoroughly implemented. All institutions, both ministries/agencies and local governments, have participated in realizing the President's directives outlined in the National Medium-Term Development Plan (RPJMN). Behind all the hustle and bustle, the benefits and adverse effects arising from this bureaucratic simplification, Indonesian bureaucracy now has a new face, different from the past, and strives to achieve a structure that is poor in structure but rich in function.

The main findings as a novelty in the study related to the implementation of the bureaucratic policy, with a focus on the Ministry of Home Affairs, Ministry of Religion, Ministry of Village and Underdeveloped Areas Development, and Ministry of State Apparatus Empowerment and Bureaucratic Reform, indicate that organizational capacity must be derived from individual capacity, as the main asset of an organization before undergoing organizational change. Organizations that do not manage change well, especially regarding capacity development, cannot achieve maximum change when organizational change occurs.

Implementing bureaucratic simplification, referring to the Stanford and Moulton Strategic Action implementation model (2017), has been administratively conducted but has yet to meet the criteria for increasing individual and organizational capacities, with the following explanations: a. The change process faces resistance from some structural officials who are concerned about a reduction in income due to bureaucratic simplification. Additionally, there is a significant delay in response among local governments before they implement bureaucratic simplification due to a lack of knowledge about it and its complexity. b. The coordination method is carried out bottom-up because bureaucratic simplification is more of a proposal from ministries/agencies/local governments to the Ministry of State Apparatus Empowerment and Bureaucratic Reform (Kemenpan) and needs approval from the Minister of State Apparatus Empowerment and Bureaucratic Reform (Menpan) before being ratified by each Personnel Administration Officer (PPK) of the respective institutions. c. Changes in the Target Group have been effectively implemented administratively, converting structural officials into functional officials. However, this needs to be balanced with the effectiveness of the performance of new functional officials due to their lack of knowledge and competence regarding their new positions. d. The Policy Field in all Ministries/Agencies/Local Governments has effectively implemented bureaucratic simplification through internal and external networks. However, the capacity of each institution's network varies. Institutions

with internal networks, such as bureaucratic reform teams, respond more quickly and work to implement bureaucratic simplification and structuring of functional positions, resulting in the simplification of positions. e. The Organization (Operationalization) has formally changed with the formation of the organizational structure. The Front Guard (Determination), in the context of bureaucratic simplification, is the working unit in each government institution related to organization and human resources. The Ministry of Home Affairs and the Ministry of Religion use the Organization and Management Bureau and the Personnel Bureau in the General Secretariat to determine which positions will be simplified and which functional positions will be assumed. The Ministry of Village and Underdeveloped Areas Development uses one bureau to execute bureaucratic simplification, namely the Personnel and Organization Bureau (KEPO). The transition of positions to new functional positions is done through dialogue with affected employees. g. The source of authority in this policy is quite strong, considering that bureaucratic simplification is a directive from the President outlined in the RPJMN. However, regulations instructing bureaucratic simplification entirely come from Kemenpan-RB, giving Kemenpan RB significant authority to approve proposals for bureaucratic simplification in each institution. A Law or Presidential Regulation is needed before Ministerial Regulations so that bureaucratic simplification has a stronger mandate from the President before being delegated to Kemenpan RB. h. Social capability needs to be strengthened because most functional officials do not need to perform their duties and functions as functional officials, and squad teams need to be better. Exogenous shock is quite significant, considering functional officials seemed 'shocked' by the very rapid bureaucratic simplification within a matter of months. Exogenous shock has led to the existence of favored functional positions, namely policy analysts.

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