

FLATTENING INDONESIA'S BUREAUCRATIC STRUCTURE: A LITERATURE REVIEW ON THE URGENCIES AND CONSEQUENCES¹

PERAMPINGAN STRUKTUR BIROKRASI DI INDONESIA: URGENSI DAN KONSEKUENSI

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ABSTRACT

Under second term of President Joko Widodo's administration, Indonesia is about to adopt vivid reform discourse, i.e. to flatten bureaucratic structure through streamlining the echelon system as a response to the change and development. Notwithstanding, it is inevitable that this reform would be of no overarching consequences. This paper attempts to seek the genuine urgencies and consequences of flattening the bureaucratic structure through streamlining the echelon system. Relevant literature following the criteria of systematic review method was extracted and independently reviewed. It is derived that it was the factor of corruption, competitiveness and human resource that urged the bureaucratic structure to flatten. Further, a change in working culture and environment as well as career management of the state apparatus appeared to be the consequences of such reform.

Keywords: *Flattening bureaucratic structure, corruption, competitiveness, human resource, working culture and environment, career management.*

ABSTRAK

Di masa pemerintahan periode kedua Presiden Joko Widodo, Indonesia berencana akan melakukan reformasi yang cukup signifikan, yakni dengan melakukan perampingan struktur birokrasi melalui pemangkasan sistem eselon sebagai bagian dari respon terhadap tantangan perubahan dan perkembangan zaman. Tidak dapat dipungkiri bahwa perampingan birokrasi ini akan memberikan dampak yang cukup sustansial. Penelitian ini bertujuan untuk mengidentifikasi urgensi dan konsekuensi dari perampingan struktur birokrasi melalui pemangkasan sistem eselon. Metode yang digunakan dalam penelitian ini adalah metode *Systematic Literature Review* (SLR) dengan mengikuti langkah-langkah atau protokol yang telah ditetapkan. Hasil penelitian menunjukkan bahwa banyaknya kasus korupsi, rendahnya tingkat daya saing dan sumber daya manusia adalah bagian dari urgensi yang mendesak pemerintah untuk melakukan perampingan birokrasi. Sementara konsekuensi yang ditimbulkan dari

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perampingan birokrasi meliputi perubahan dalam budaya dan lingkungan kerja serta perubahan manajemen karir aparatur negara.

Kata Kunci: Perampingan struktur birokrasi, korupsi, daya saing, sumber daya manusia, budaya dan lingkungan kerja, manajemen karir.

A. INTRODUCTION

Chronic and widespread phenomenon of corruption, low level of nation's competitiveness index, poor quality of public services delivered by governmental institution have been well documented (Kasim, 2013; Abiyoso, 2018), leading influential voices to emphasize the importance of bureaucratic reform. For instance, bureaucratic reform is not only an explicit target stipulated in Presidential Regulation Number. 81 of 2010 concerning Grand Design of Bureaucratic Reform and Regulation of Minister of Administrative and Bureaucratic Reform Number 11 of 2015 concerning the Road Map of Bureaucratic Reform but also has become a continuing discussion of politicians, scholar and policymakers. However, while they are all in near consensus about the importance of bureaucratic reform, development of effective ways is infeasible without a clear sense of which bureaucratic reform strategies are likely to succeed.

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The paper proceeds by framing theoretical background and describing methodological approach on which the study is based. The following section presents the urgencies of flattening the bureaucratic structure. Another subsection is devoted to a discussion of

the consequences of flattening the bureaucratic structure. Finally, the paper concludes with a brief observation about potential limitation and suggestion for future research.

1. Theoretical Background

1.1 Shift in Public Administration Approach

During the 19th century and the first half of 20th century, the traditional approach of public administration has been regarded as the most successful approach of public sector management as it succeeded in replacing the earlier "personal relationship" model, such as patronage system in Europe and spoils system in the United States (Katsamunski, 2012). XXXXX

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1.2 The Concept of Delaying or Flattening the Organization

As indicated by modern approaches to public administration, the new images of organization was simpler and flatter structure that can be achieved through a reduction in the number of layers in the management hierarchy and boosted by 'empowerment' (Littler et.al, 2003). Such structure has become synonymous in popular management theory with bureaucracy-busting, faster decision making, shorter communication paths, stimulating local innovation and a

high involvement style of management (Kettley, 1995).

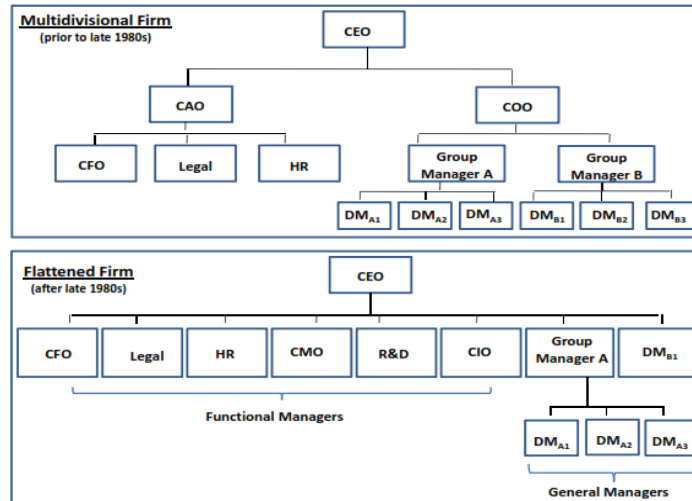


Figure 1. The Flattened Structure
Source: Wulf (2012)

B. RESEARCH METHODS

The study is literature review that employs systematic approach as it is considered to be the most suitable approach for the study regarding contentious policy debate and/or support for practice (Hagen-Zanker and Mallet, 2013; XXXXXXXXXXXXXXXXXXXXXXXXXXXX

The Urgencies of Streamlining the Echelon System

a. Corruption

The first fundamental determinant of flattening bureaucratic structure by streamlining XXXXXXXXX the institution as shown in table 3.1.

Institution	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Total
House of Representative	7	2	6	2	2	3	15	9	4	6	56
Ministry/Institute	16	23	18	46	26	21	39	31	47	42	309
State/Local Own Entrepise	7	3	1	0	0	5	11	13	5	17	62
Commision	2	1	0	0	0	0	0	0	0	0	3
Provincial Government	0	3	13	4	11	18	13	15	29	4	110
District/Municipalities Government	8	7	10	18	19	10	21	53	114	51	311
Total	40	34	48	70	58	57	135	121	199	120	851

Table 3.1 Number of Corruption based on Institution
Source: www.kpk.go.id

A case study by Maravelias (2003) on Skandia Assurance Financial Service (AFS), a flatten hierarchy corporation, whose projects is handled by highly autonomous “multi-skilled” and trust-based teams, also gave some insight on how the working culture and environment of the flatten organisation be like. Quoted from his work, the President of AFS explained.

“I picture AFS as a collection of dice. My main role is to keep these dice rolling, I travel back and forth to the different business unit and meet as many people as I can. During these meetings, I tell them what other units do and I ask questions about their plans, new ideas, etc., and try to twist and turn with their arguments in order to make them think a little bit differently about their operation. I never know exactly what will come out of these meetings. My objective is not to reach the conclusion or to make official decisions, but to create a form of vacuum, towards which new ideas and energy are drawn and mixed. In this way the “AFS-dice” are flipped over a couple of times more. I do not know on which side they will land, but I do know that the frustration and inspiration that I leave behind will trigger some kind of action”. (Maravelias, 2013)

C. CONCLUDING REMARKS

This paper has pointed out some of the urgencies and consequences of flattening XXXXXXXXXXXXXXXXXXXX

This conclusion provide a new insight for stakeholders, such as governmental officer, politician and policy makers for the sake of enriching consideration in their decision making

process. However, one shall also note that due to the limitation of researches concerning flattened public organisation in Indonesia, this paper reviewed evidence of flattening organisation from articles and researches around the world both for public and private institution. Within this regards, there is a need to conduct more in-depth examination regarding this topic for public institution alone.

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