THE INTERNATIONAL JOURNAL OF HUMANITIES & SOCIAL STUDIES

Factors Determining the Successful Implementation of Bureaucratic Simplification Policy in Indonesia: Empirical Study of the Ministry of Marine Affairs and Fisheries

Dida Daniarsyah

Government Employees, Department of Bureau of Human Resources and Organization
Ministry of Marine Affairs and Fisheries, Indonesia

Yanhar Jamaluddin

Associate Professor, Department of Social and Political Science,
Universitas Islam Sumatera Utara, Indonesia

Sonta Niago

Government Employees, Department of Bureau of Human Resources and Organization
Ministry of Marine Affairs and Fisheries, Indonesia

Sundariyati

Government Employees, Bureau of Human Resources and Organization
Ministry of Marine Affairs and Fisheries, Indonesia

Abstract:

This article tries to analyze the implementation of bureaucratic simplification policies. Bureaucratic problems that have been detected from decades 1980 to 2020 are still strategic issues that require strategic policies. Bureaucratic simplification is a policy command and control policy with a policy implementation model with a top-down approach. Research reveals variables that influence the success of bureaucratic simplification from the perspective of Edward III and the determining factors of his success arising in the field. This research uses qualitative descriptive research approach of empris study at the Ministry of Marine Affairs and Fisheries. Data collection is done by interviewing and analyzing secondary data regulations or regulations and activity reports. The results revealed that the Ministry of Marine Affairs and Fisheries has managed to cut the bureaucratic structure by 88.7%. The trimming scheme through the transformation of 1,310 Structural Positions was transformed into 1,163 Functional Positions. The success of bureaucratic simplification at the Ministry of Marine Affairs and Fisheries is influenced by variable communication, resources, disposition, bureaucratic structure. In addition to these variables there are determinants of the success of bureaucratic simplification including leaders and leadership factors, Civil Society / Community Fisheries Activists, Institutional Reform and Human Resources, Adoption of Technology, Creation of value and share mission culture of change, Collaboration between relevant institutions, Communication via Social Media.

Keywords: Policy implementation, bureaucratic simplification, position transformation

1. Introduction

Views related to The Indonesian bureaucracy since the 80s have been highlighted by some administrative scientists. This view can be demonstrated by the statements of experts at the time in various results of his research. One of them explained that bureaucracy becomes a very main and most dominant tool in the implementation of state duties (Effendi, 1987). The logical consequence of such conditions is that the government bureaucracy then becomes the only organization that has access to control over all state resources (Katz, 1984). Bureaucracy is considered capable of handling government duties and various forms of public services (Etzioni, 1982). However, the irony of the results of the study came to the conclusion that bureaucratic organizations were not able and not suitable to solve problems faced by the community (Effendi, 1987), because however good and efficient the bureaucracy, always contained in its characteristics and limitations that are not always suitable to carry out service tasks. The results of the study are still very factual and relevant to this day. Bureaucracy has an established working pattern, and action measures must always follow general policy or wait for instructions from superiors, through formal pathways and long hierarchical levels, bureaucratic apparatus does not have enough activities to make decisions or act less quickly, lacks the flexibility to adjust local conditions, and lacks sensitivity to pay attention to the specific problems and needs of the community that often arise alternately (Hada, 1983).

Bureaucratic problems in Indonesia since the 80s, has become the focus of the current regime's attention through bureaucratic simplification policies. This policy is considered strategic that is useful to answer bureaucratic problems. The strategic policy of bureaucratic simplification was decided by the President during the inauguration speech of the

President of the Republic of Indonesia, Ir. Joko Widodo on Sunday, October 20, 2019. The statement of the highest leadership of the government bureaucracy confirms that the direction of government implementation in the next 5 (five) years focuses on human resource development, infrastructure development, bureaucratic simplification, regulatory simplification, and economic transformation. (Text of Presidential Inauguration Speech, October 20, 2019).

The President's statement, it indicates the Government's stance as a manifestation of the public policy it adopts. According to Kraft and Furlong (2004) public policy is a course of government action (or inaction) taken in response to social problems. Social problems are conditions, the public widely perceives to be unacceptable and therefore requiring intervention. This sense of public policy is similar to that stated by Riant Nugroho (2015) that the policy is any of state or government (as the holder of the authority) decision to manage public life (as the sphere) in order to reach the mission of the nation. The decision or decision of the state or government, according to Riant Nugroho, is divided into two types; decisions to take care of, and decisions not to decide or not to take care of.

In terms of understanding Kraft and Furlong and Riant Nugroho above, the President's statement above indicates the policy to take action (government action) or take decisions to take care or organize.

Mandate for the implementation of bureaucratic simplification delegated by the President to the Ministry of State Apparatus Empowerment and Bureaucratic Reforms as a ministry given the task of organizing the government in the field of utilization of state apparatus and bureaucratic reform (Presidential Regulation No. 7 of 2015). Thus, the government policy was issued through the Circular of the Ministry of State Apparatus Empowerment and Bureaucratic Reforms as a ministry given the task of organizing the government in the field of utilization of state apparatus and bureaucratic reform No. 394 of 2019 on Strategic Steps to Simplify Bureaucracy. Furthermore, the Decree of the Minister of State Apparatus Empowerment and Bureaucratic Reforms as a ministry given the task of organizing the government in the field of the Minister of State Apparatus Empowerment and Bureaucratic Reforms No. 28 of 2019 concerning the equalization of administrative positions into Functional Positions. One of the core policies in the simplification of bureaucracy is the policy of transforming the Administrative Position (Administrator/level 3, Supervisor/level 4 and staff/level 5) transformed into Functional Positions. Functional position is a position based on credit score in measuring competency of expertise and performance.

Research on the implementation of bureaucratic simplification is very interesting to research. This policy is a top-down policy implementation model. The President as Top Manager instructs bureaucracy to be simplified to two levels. The top-down policy implementation model is explained by Edward III (in Subarsono, 2011) who believes that policy implementation is influenced by four variables of Communication, Resources, Disposition, Bureaucratic Structure.

The Ministry of Marine Affairs and Fisheries has 1,310 Administrative Positions (Ropeg.kkp.go.id and Regulation of the Minister of Marine Affairs and Fisheries No. 7 of 2018). Then, 1,310 positions were transformed into functional positions. In other words, all level 3, level 4 and level 5 trimmed are replaced with functional positions. The Ministry of Marine Affairs and Fisheries has successfully implemented a policy of simplification of bureaucracy. The success of bureaucratic simplification is supported by factors that provide stimulus for smooth simplification of bureaucracy other than Communication, Resources, Disposition, Bureaucratic Structure. This research reveals the success factors of bureaucratic simplification at the Ministry of Marine Affairs and Fisheries in addition to the factors described by Edward III.

This research was conducted with empirical studies at the Ministry of Marine Affairs and Fisheries (KKP). This type of research is empirical and uses qualitative approach that produces descriptive data in the form of written or spoken words from people and observed behavior. The data collected is in the form of words, images, and not calculations of numbers. So, in this study the author tried his best to describe a symptom of an event, an event that occurred (Lexy, 1999; Suharsimi, 2002; Marzuki, 2002). This research was carried out with conceptual approach and analysis of the problem taken by comparing data in the field with concepts from books, articles, and other sources with sentences arranged systematically. With this method, an in-depth description of the events and facts will be obtained. Data collection is done through interviews. While the data source in this study is a research subject consisting of structural officials' level 3, level 4 and level 5.

2. Discussion

2.1. Relevance of Edward III's Model Top-Down Approach

The top-down approach is used to calibrate the logic of thinking from the 'top' and then mapping 'down' to see the success or failed implementation of a policy (Erwan and Dyah, 2012). Using sabatier language (1986), the top-down approach was carried out by researchers with the following steps: "they started with policy decision (usually statue) and examined the extent to which its legally mandated objectives were achieved over time and why". This approach is often also called policy centered because the focus of researchers' attention is only on policy and trying to obtain the facts of whether the policy when implemented is able to achieve its goals or not (Hogwood and Gunn, 1984).

Bureaucratic simplification policy in Indonesia by slashing the structural level of classified policies that use top-down shorts considering the way the work begins by understanding the policy and looking at the effectiveness of achieving policy objectives. This is often referred to as the command-and-control approach which is literally interpreted as giving command and supervising its implementation. This bureaucratic simplification policy is very clear orders of the superiors namely the president to his cabinet and subsequent supervision carried out by the ministry of administrative reform and bureaucratic reform. The clarity of the order to trim the level structure 3,4, and 5 into functional positions and objectives that can be understood to be an element of success simplification of bureaucracy. Empirically, the Ministry of

Marine Affairs and Fisheries is a cabinet of President Jokowi who has successfully understood the objectives and trimmed levels 3, 4, and 5. This is demonstrated by the recommendations of the ministry of administrative reform number B/293/M.SM.02.00/2020, dated June 3, 2020 and recommendations B/486/M.SM.02.00/2020, dated August 7, 2020 on the approval of level trimming 3,4, and 5 to become functional positions. Of the 1310 structural positions reformed into functional positions as many as 1,163 equivalents to 88.7% of the total structural positions.

Implementation of bureaucratic simplification policy in the ministry of marine affairs and fisheries there are variables that affect such as how communication is carried out, the existence of resources that are the mobilizer, the disposition owned by implementors, and the bureaucratic structure available. Edward III (Subarsono, 2011) believes that policy implementation is influenced by four variables, namely:

- Communication, namely the success of policy implementation requires that implementors know what to do, where the objectives and objectives of the policy must be transmitted to the target group, so as to reduce the distortion of the implementation.
- Resources, even if the contents of the policy have been communicated clearly and consistently, but if the implementer lacks the resources to implement, then the implementation will not run effectively. These resources can take the form of human resources, such as implementor competencies and financial resources.
- Disposition, is the character and characteristics possessed by implementors, such as commitment, honesty, democratic nature. If the implementor has a good disposition, then the implementor can execute the policy as well as what the policy maker wants. When implementors have different attitudes or perspectives with policy makers, the policy implementation process also becomes ineffective.
- Bureaucratic Structure, organizational structure in charge of implementing policies has a significant influence on policy implementation. Aspects of the organizational structure are Standard Operating Procedure (SOP) and fragmentation. Overs extended organizational structures will tend to undermine oversight and lead to red tape, which is a complex and complex bureaucratic procedure, which makes organizational activities inflexible.

According to Edwards (Budi Winarno, 2008) important resources include adequate staff and good skills to carry out their duties, authorities and facilities necessary to translate proposals on paper in order to carry out public services. Bureaucratic Structure according to Edwards (Budi Winarno, 2008) there are two main characteristics, namely Standard Operating Procedures (SOP) and Fragmentation: SOP or working procedures basic measures develop as an internal response to limited time and resources from implementers and a desire for uniformity in the work of complex and widespread organizations. While fragmentation stems from pressures outside bureaucratic units, such as legislative committees, interest groups of executive officials, the state constitution and the nature of policies that affect the organization of government bureaucracy.

Variable communication in the success of simplification of bureaucracy in the ministry of marine affairs and fisheries is characterized by various activities such as group diskusi forum, socialization and internalization involving all employees through the formation of teams or assignment groups that have organizational competencies and procedures. In the forum is shared related to the material and policy objectives of simplification of bureaucracy. So, it does not cause confusing turmoil for all structural officials. The team worked quite short and agilely took only 6 months has been able to complete the simplification of bureaucracy through the scheme of structural position reformation into functional positions.

Resource variables owned by the Ministry of Marine Affairs and Fisheries contribute to the success of bureaucratic simplification. The team has competencies related to position analysis, workload analysis, organizational business processes, and understanding of the ministry's strategic plan. The qualifications of the implementing team of bureaucratic simplification on average have a bachelor's and post-graduate education level.

Variable disposition has an influence on the deification of bureaucracy in the ministry of marine affairs and fisheries. All implementors have an attitude or perspective that is no different from policy makers, so the policy implementation process also becomes effective. The implementor's understanding of the importance of organizational flexibility and organizational agility reinforces this well-coordinated policy disposition.

Variable bureaucratic structures owned by the Ministry of Marine Affairs and Fisheries have been available such as fragmentation of organizational work procedures contained in Regulation of the Minister of Marine Affairs and Fisheries No. 7 of 2018 provides guidance that every divided business process has been implemented with a lack of overlapping activities. The availability of Standard Operating Procedures (SOP) which is a derivation of business processes that have been available to be contributors facilitates the success of bureaucratic simplification. This is demonstrated by the availability of Ministerial Regulation No. 60 of 2019 concerning The Business Process Map of the Ministry of Marine Affairs and Fisheries.

Discussion of bureaucratic simplification research at the ministry of marine affairs and fisheries is the Edward III model approach is still relevant as a variable that influences the success of policy implementation.

2.2. Factors Determining the Success of Bureaucratic Simplification

The achievement of a percentage of 88.7% simplification of bureaucracy in the ministry of marine affairs and fisheries is inseparable from the factors determining the success of simplification of the bureaucracy of the ministry of marine affairs and fisheries. In addition to normative concepts as contained in the provisions of legislation and academic concepts Edward III top-down approach model. In the observation of the author there are factors outside the normative concept and academic concept that is able to determine the success of bureaucratic simplification.

The determining factors include:

2.2.1. Leaders and Leadership

From field observations and mass media provides an affirmation that the most dominant factor in determining the success of simplification of the bureaucracy of the ministry of marine affairs and fisheries is the leadership and leadership factor. The leader factor concerns the ability of personnel character or nature possessed by a leader while leadership is the exercise or application of the ability of personnel character or nature in the life of a real organization. In this context the leadership factors include the ideology of the leader, the motivation factor of the leader, the firmness factor of the leader, the leadership factor includes complementing each other. Ideology in this context is defined as the ideas, ideas or thoughts of leaders that underlie all views, considerations and actions taken in deciding and managing policies. The ideology of the leader becomes the main basis in determining where the direction of the organization is taken. President Joko Widodo is a leader with an ideology that wants to simplify the bureaucracy in order to create a structure that is faster to serve, more flexible, more agile and more effective and efficient from various aspects so that accelerate in making decisions a policy that becomes the demands and needs of the public.

Typical leadership that has assertiveness, speed and dexterity has a positive impact, especially for public services driven by bureaucracy so that there is an increase in welfare. This reinforces Grindle's perspective (2007) that the attitude of leaders oriented towards the welfare of the people is an important part of increasing the sensitivity of leaders in fighting for the interests of their people.

The no-nonsense leader factor and what it is become is unique in the leadership of President Joko Widodo. Then, factor, the motivation of a convincing leader in acting makes subordinates protected with the attitude and confidence of a superior. The concentration of work that must be completed is evidence of strong motivation in managing the country of Indonesia.

2.2.2. Civil Society/Community of Fisheries Activists

Civil society organized in the form of official organizations such as the Indonesian Farmers and Fishermen Association, Ornamental Fish Community and others who are very critical and proactive in responding to various policies carried out by the KKP, become a counterweight in implementing the management of the marine and fishery sector. including the focus of attention is the bureaucratic problem that is still detected red-tape. The ability of the Minister of Marine Affairs and Fisheries in interacting in various forums reflects the figure always invites hard work in limitations.

2.2.3. Institutional Reform and Human Resources

The change of organizational structure in accordance with the vision of the mission carried out and the arrangement of human resources that can bring the institutional carriage in accordance with the objectives outlined in the vision of the mission adds to the determining factor of success. Consistency of organizational change and precisely the competence of the person occupying the organization, has a big impact in simplification of bureaucracy. Changes in organizational structure that have been overlapping and weak coordination are the top priorities in institutional and human resources reform so as to provide fast, precise and accurate services into quick wins in the eyes of stakeholders.

2.2.4. Adoption of Technology

Technology development factor is one of the determining factors of success in simplification of bureaucracy. the inseparable adoption of technology becomes an integral part of bridging policy. Where all policies and programs related to the public are required to be based online. Such electronic-based program applications have become the main instrument in completing various organizational workloads. So that the role of technology cuts the hierarchy and efficiency of time in providing services.

2.2.5. Creation of Value and Share Mission Culture of Change

Simplification of bureaucracy is a direct instruction of the commander-in-chief of the Staffing Officer. The spirit of change that must be socialized and internalized requires a very high effort because this change is a policy that threatens the position of officials who are already comfortable in their positions. The decisive factor is the patriotic value that is accompanied by the act of creating a climate of change or share of its mission that not only touches the structural but must be cultured on a variety of occasions or activities ranging from high leadership positions to executive staff.

2.2.6. Collaboration between Relevant Institutions

Building coordination and coordinating cooperation is an effective prerequisite in creating collaboration. Collaboration of various components related to the marine and fishery sector became the determinant of the leverage of bureaucratic simplification successfully implemented.

2.2.7. Communication via Social Media

The determining factor of bureaucratic simplification is inseparable from communication built with social media such as twitter, Instagram, YouTube and zoom. Feedback communities both individuals, academics, practitioners and communities into providing information and providing input to the dynamic changes in the strategic environment of bureaucratic simplification.

3. Conclusion

Simplification of bureaucracy is a very positive thing in improving the performance of bureaucracy in government, this bureaucratic simplification policy itself is not a simple thing, considering that it will be changed is an order that has long been part of the bureaucratic work system in Indonesia.

Simplification of bureaucracy is policy command and control so that it requires communication, resources, disposition, bureaucratic structure that must be available first. Other determining factors are Leaders and Leadership, Civil Society/Community of Fisheries Activists, Institutional Reform and Human Resources, Adoption of Technology, Creation of value and share of cultural change, Collaboration between relevant institutions, Communication via Social Media.

The model of bureaucratic simplification in the scheme of transformation of administrative positions in the structure of level 3, level 4, and level 5 into functional positions has the potential to give rise to counterproductive behavior if the development of transformation results competencies is not immediately carried out.

There is an expectation of improved public services when bureaucratic simplification is carried out on time, on time and appropriately functional.

4. References

- i. Arikunto Suharsimi (2002). *Prosedur Suatu Penelitian Suatu Pendekatan Prektek*, EdisiRevisi V. Jakarta: Rineka Cipta.
- ii. Bennis, Warren G., (1967) *Assessment of Organization Effectiveness Issues Analysis and Reading*, California: Good Year Publishing Company.
- iii. Bryant, Coralie & Louise G. White, (1987), *Manajemen Pembangunan untuk Negara Berkembang*, Jakarta: LP3ES.
- iv. Burn T. & G. M. Stalker, (2011), *The Management of Innovations*, London: Tavi-stock.
- v. Ducan, R.B., (1984), *The Characteristics of Organizational Environments and Perceived Environmental Uncertainty*, dalam *Administrative Science Quarterly*.
- vi. Dunn, William N., (2014), *Public Policy Analysis, an Introduction*, Englewood Cliffs: Prentice Hall Inc.
- vii. Erwan dan Dyah, (2012), *Implementasi Kebijakan Publik: Konsep dan Aplikasinya di Indonesia*, Yogyakarta: Java Media
- viii. Effendi, Sofian, (1989), *Alternatif Kebijaksanaan Perencanaan Administrasi: Suatu Analisis Retrospektif dan Prospektif*, Yogyakarta: UGM Monograph.
- ix. Effendi, Sofian, (1987), *Debirokratisasi dan Deregulasi: Upaya Meningkatkan Kemampuan Administrasi untuk Melaksanakan Pembangunan*, Yogyakarta: UGM Monograph
- x. Etzioni, Amitai, (1982), *Organisasi-Organisasi Modern*, Jakarta: UI-Press.
- xi. Grindle M.S, (2010), *Good Governance, The Inflator Of an Idea*, Massechuett, Harvard Kennedy School
- xii. Hadad, Ismi, (1983), *Menampilkan Potret Pembangunan Berwajah Swadaya Masyarakat*, dalam *Prisma*, Vol.4 LP3ES.
- xiii. Katz, Saul M., (1984), *Pembangunan Administrasi dan Pembangunan Nasional* (Jakarta: Bina Aksara, 1984).
- xiv. LexyMaleong, (1999), *Metodepenelitian Kualitatif*, Bandung: PT. Remaja Rosdakarya.
- xv. Marzuki, (2002), *MetodelogiRiset*, Jogjakarta: PT Prasetia Widya Utama.
- xvi. Michael E. Kraft and Scoot R. Furlong, (2004), *Public Policy: Politics, Analysis, and Alternatives*, Washington: Congress Quarterly Press,
- xvii. Riant Nugroho, (2012), *Public Policy: TeoriKebijakan, Analisa Kebijakan, Proses Kebijakan, Perumusan, Implementasi, Evaluasi, Revisi, Risk anagementdalam Kebijakan Publik, Kebijakansebagai The Fifth Estate, Metode Penelitian Kebijakan*, Jakarta: PT Elex Media Komputindo