Towards a Better Organizational Structure

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Abstract: The organizational structure of the Indonesian Government is currently not efficient and not effective. Its structure is impressed too wide and long so that it raises unexpected costs and time delays and decreases governance. The purpose of this research is to study the organizational structure suitable for the Indonesian Government. This research uses qualitative research method with survey approach. The main reference in this research is Designing Effective Organization: Structures in Fives by Henry Mintzberg. The sample is academics and practitioners in governmental organizations. The results showed that a good organizational structure for the Government of Indonesia is functional organization form, the slim and short structure, so as to facilitate and speed up the communication process, the process of accountability, and accountability process in the implementation of government tasks, and finally increase government governance.

Key Words: organization, government, effective organization, functional organization, governance.

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1. Introduction

The structure of the organization is to execute the mandate received, and delegating authority to subordinates. On the structure of the organization flow of authority and accountability and governance process in order to achieve the goals of the organization. The Length and width of the organizational structure the more it will slow the process of achieving goals and accountability. On the contrary the shorter and more slender the structure of the organization the faster the process of implementation and accountability of activities of the organization.

Organization structure of the government of Indonesia seemed very hierarchical. At the level of the ministry consists of the Minister, echelon 1, echelon 2, echelon 3, and echelon 4, and direct staff providing the service or perform data processing. The organizational structure of Indonesian government is not only too high, but also to wide so that the structure is porky. The impact of the organization as this is the slowness in making decisions, slowness in the service, slowness in reporting, and slowness in the process of delegation of authority.

Mintzberg (1993) explained that there are 5 (five) structures of organization. There are simple organization, machine organizatio, ad hoc organization, divisional organization, and professional organization. The question is which organization is suitable for the Indonesian government.

The purpose of this research is to study which of the organizational design which are suitable for the Indonesian government.

The benefits of this research is to contribute thoughts for the Indonesian government in finding up the new

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organization more efficient and more effective.

2. Literature Review

The existence of the organization is when there are activities that are done together to achieve a common goal and is conducted by two or more people.

3. Structure in Fives

Mintzberg (1993) explained that there are 5 (five) forms of organization. Elements of each of the organization according to Mintzberg basically consists of 5 (five) following parts, namely:

1) Strategic apex.
2) Middle line.
3) Support staff.
4) Technostructure.
5) Operating core.

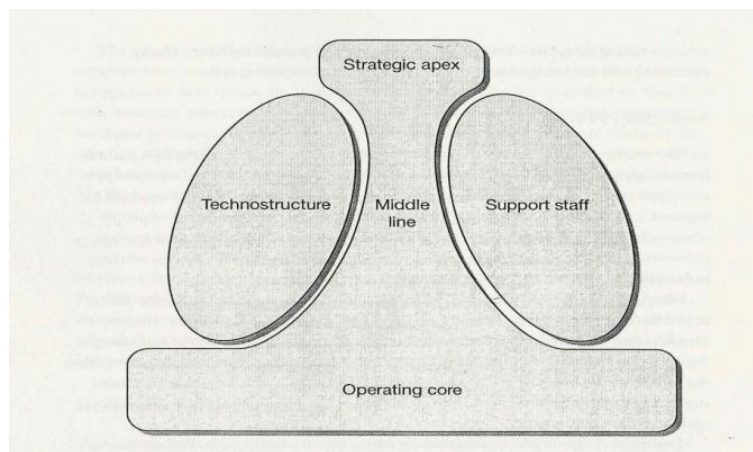The 5 (five) parts are reflected in the following figure.

Figure 1   Simple Structure
Source: Structure in Fives by Henry Mintzberg

In Figure 1 above, it can be seen the five sections mentioned above. The Strategic Apex or the chairman of the organization was on top. The strategic apex is the highest leader of an organization, often also called top management. This is one of the two core functions of an organization together with the operating core. Technostructure and the support staff is aligned with the central management. Technostructure and the staff is part of the organization that play a role as analysts, whose work will influence the work of other parts of the organization. They are the people in the company who design, plan, and train people to run the operating core of the organization, but they themselves do not do so directly. Technostructure guarantee the quality of the work of the operating core through standardization, process, output, and expertise. Middle line bridging the needs or desires of the strategic apex with the executor in the line of operation (the operating core). The Middle Line is the liaison between the strategic apex and the operating core who has the formal authority. Included in the middle line starting from the foreman (first-line supervisor) up to senior manager. Their authority is typically characterized by

the mechanism of direct supervision and the relationship with one another scalar, which is located on a single strip from top to bottom, which means that each subordinate will have only one supervisor. The Operating core is the core personnel of the organization. This is where the staff who carry out the duties and functions of the organization. Figure 2 below presents examples of the elements of the organization.
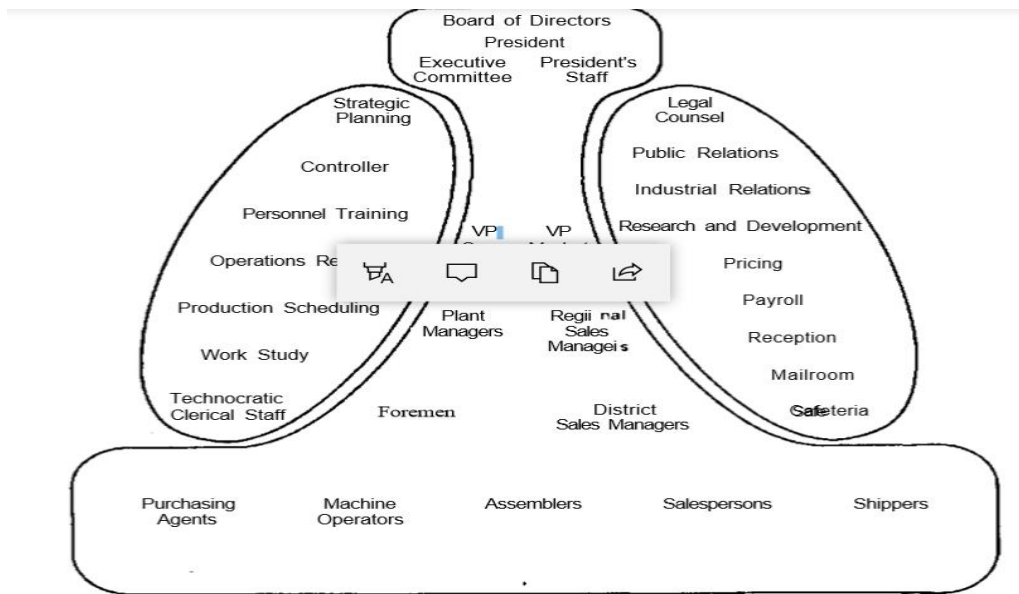

Figure 2   Elements of Organizations

Source: Henry Mintzberg

The distribution of power depends on the type of organization. Mainly there are 3 (three) things that set the structure of an organization, namely the main (prime) coordinating mechanism, the key parts of the organization, and main design parameters. If the key parts of a professional organization are professionals, then the structure of the organization is said to be the structure of a professional organization or a professional bureaucracy.

There are 5 (five) ways of coordination, namely the standardization of work processes, the standardization of output, standardization of skills, direct instruction, and mutual adjustment.

According to Mintzberg (1993), there are 5 (five) forms or structures of organization, namely: the entrepreneurial organization, the machine organization, professional organization, divisional (diversified) organization, and innovative organization (adhocracy). Simple structure or entrepreneurial structure has the most simple characteristics. Usually this organization almost has no parts of the technostructure, few have the support staff, the division of labor is loose, each unit of work is not so much different, and the hierarchy of leadership. Machine Bureaucracy is a form of organization that is very neat with all the functions unspecialized; routine tasks; work procedures are formal on the part of the operating core; the number of rules and the formalization of communication in all parts of the organization; large operation units; grouping tasks by function; relatively centralized in decision-making; as well as the structure of the administration are detailed and unequivocal in distinguishing between line and staff. The Professional Bureaucracy emphasizes mechanisms of coordination through standardization of skills, through training and indoctrination. They will recruit new employees who will be trained according to the needs of the work and given authority to each field of work. Divisionalized (diversified) form is the organizational structure that shape the distribution of the middle line level based on the consumer base.

Adhocracy (innovative) structure is very organic with a minimum of formalization and the specialization of work based on formal education. Mutual adjustment is a coordination mechanism through the process of simple informal communication.

4. Functional Organization

University or college is a form of professional organization. Understanding of a professional organization according to Mintzberg (1993) is that the professional organization is also very bureaucratic. The main difference between a professional organization and machine organization is that professional organizations rely on highly trained professionals who demand control over their own work.

College is one example of a professional organization. The strength of the Higher Education organization located in the operating core, i.e., the lecturer in charge of implementing the *Tri Dharma* (three duties) of higher education. Therefore the organization structure of the university as a professional organization in general can be described as figure 3 below.
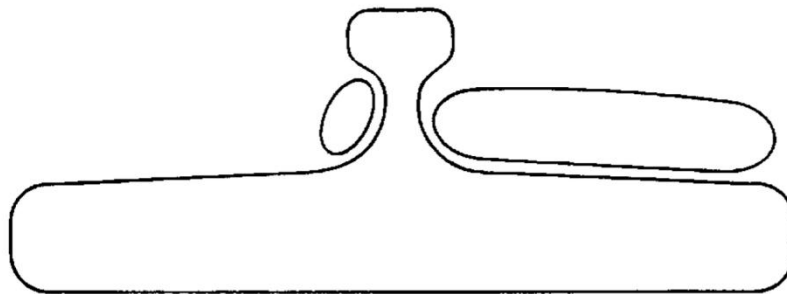

Figure 3   Functional Organization Structure

Source: Structure in Fives by Henry Mintzberg, p. 194

In Figure 3 above it can be seen that the largest unit of functional organization form is the operating core. The Operating core consists of professionals who carry out various functions according to their respective expertise. The duties and functions of the Government of Indonesia is to provide services to the people. The services provided include a wide variety of functions.

5. Research Methodology

This study uses a qualitative research method with survey approach. The theory of organization that is used mainly "Designing Effective Organization: Structures in Fives" by Henry Mintzberg.

The collection of empirical data was conducted using on line questionnaire from google. The Link of questionnaire is //forms.gle/yB3fub7xfTBmgGzH9. The questions in the questionnaire can be seen in table 1. The measurement of the achievement of the above questions used a likert scale of 1 to 4.

6. Results and Discussion

6.1 Results

The research populations are the academics and government employees. The samples are the government employees and academics who live in Jakarta and Bekasi, which are selected randomly, and sent the link of online questionnaire.

Data collection is done by sending a link of the online questionnaire of google forms. As many as 79 (seventy-nine) respondents fill in the link of the online questionnaire. Based on the results of questionnaires conducted online, the results are as follows:

Table 1   Recapitulation of Respondents

No	QUESTIONS	1	2	3	4	TOTAL	AVG
Recapitulation of Survey Results (79 Respondents):							
1	The main task of the Indonesian government is to make guidelines and regulations, provide permits, and exercise control	3,8	2,5	45,6	48,1	100	3,38
2	Services by the government must be carried out by professional human resources	2,5	0,0	30,4	67,1	100	3,62
3	The services that must be performed by the Government of Indonesia consist of various types of services, but in a stable environment.	1,3	7,8	61,0	29,9	100	3,20
4	The organizational structure of the Indonesian Government should have multiple functions, but with a shorter and more streamlined organizational structure	1,3	8,9	27,8	62,0	100	3,51
5	Professionals are the main key service by government organizations	1,3	5,1	54,4	39,2	100	3,32
6	The main coordination tool for professionals who provide services by the Government is the standardization of their respective expertise in providing services such as health and land services.	1,3	0,0	65,8	32,9	100	3,30
7	Supervision or complaints about services by government human resources are carried out not by their colleagues, but by the people they serve directly	3,8	3,8	50,6	41,8	100	3,30
8	Government human resources who perform services require continuous and systemic training and indoctrination	1,3	1,3	55,7	41,7	100	3,38
9	A whistleblowing system is needed to control and improve service quality by Government HR	1,3	2,6	69,2	26,9	100	3,22
10	Government organizations still need supporting organizational units, whose main task is to support the service process by professionals in their respective fields	2,5	5,1	54,4	38,0	100	3,28
	RATA-RATA						3,35

Source: Filled Google Forms

Some suggestions written by respondents on open questions can be classified as follows:

1) Government services must be fast and of good quality.

2) Government services must be done with good management.

3) Government should provide job training to the community.

4) The government employees need to come down directly to provide services to the community.

5) The Whistle Blowing System must be implemented in all government links.

6.2 Discussion

From Table 1 above it can be seen that the average score achieves 3.35 of the likert maximum scale of 4. That is good. In general, the respondents expect that there is a change in the structure of the organization of the Government of Indonesia, for the sake of better service. With the new organization structure, it is expected that the service by the government will be more qualified, faster, and right on target. Respondents also expect that the agent of development in Indonesia is moving from the Indonesian Government to private sector. Human resources in Indonesian Government should be not only professional but also full of integrity. Human resources in Indonesian Government need ethical work training so that governance will be better and corruption can be overcome.

The question with the highest score (3.62) are "Services provided by government should be done by professionals". Some input on open questions supporting the importance of qualified human resources are the need of training for the human resources in order to improve the quality of service that existed previously; one of the main key to the success of Government services is the professionalism of human resorce; the need for additional human resources and training the human resources in order to improve the quality of service existed before; quality of human resources of the Government needs to be improved to provide the best service; it needs evaluation so that the performance of human resources can be better; and the government should create a system of qualified human resources. Professionals human resources can be achieved with a variety of professional backgrounds. Coaching skills and ethics is mainly done by the organization of their respective profession. Accountant for example coaching skills and ethics conducted by the Indonesian Institute of Accountants. The building of the right organization in order to facilitate the professionals is the structure of the professional bureaucracy.

Questions with the second highest score (3,51) is "the organizational structure of the Government of Indonesia should have a lot of function, but with an organizational structure that is short and slim". This means that the length and width of organizational structure of the Government of Indonesia should be shorter and streamlined. The organizational structure of the ministry for example can be more truncated than 5 (five) echelon to be only 3 (three) echelon, including the head of organization units and the Minister. Parts and sections can also be reduced. Some input on open questions is that the Government should be more efficient in using expenditure; to establish an organization that is lean and experts in their field with the goal of keeping service to the community can run well and the process works fast so people do not need to wait long; needs evaluation so that the performance of human resources can be better, the government service should be quick and high quality, the government organization need to be streamlined by strengthening the information technology, government organizations do not need to be fat so saving the state budget, maximized only the work function of the organization, and provides the organization supporting unit to support the service process by professionals in their respective fields. Right now service function in Indonesian government is done by one department or ministry, and the so many functions carried out by many units or sections. These parts or sections should be reduced or removed, and replaced with services performed by professionals. Echelon 3 and 4 in Ministry can be removed, so

that the professionals can be responsible directly to echelon 2 functioning as middle line.

Questions with the lowest scores (3.20) is the "Services to be performed by the Government of Indonesia consists of various types of services, but in a stable environment". The achievement of this score still belongs to the good (in the top 3) but it is the lowest score. Services provided by the government are diverse and require a lot of expertise to be able to do good service. Such services can only be done properly by professionals. The Indonesian Government is generally stable, but many parties may consider the conditions of government like in Indonesia not too stable. In Indonesia, the level of education and the level of understanding about politics and governmental knowledge is still low so that people are generally still not able to distinguish between good issues and bad issues.

Questions with next score (3.38) is "Government human resource performing services require continuous and systemic training and indoctrination". Input on open questions supporting this statement is the need for training human resources in order to improve the quality of service existed before; quality of human resources the Government needs to provide the best services; administration human resources need ethical work training so that corruption can be overcome; the employee recruited should be on the basis of expertise; the Government human resources should not only be professional but also should have integrity; there should be continuous training so that the service provided is optimal and there is a certification for the fields of the services provided. The creation of the continuous and systemic training and indoctrination should come from professionals. Professional has a professional organization that has a systemic program of training and indoctrination with a particular certification. The rest of the Government can conduct minimum training and indoctrination of related government regulations. Technostructure unit should carry out this function. But because of its function only is only as a complement, then the technostructure unit should be small.

Question with the next score (3.28) is "Government oganizations still require the supporting organization units, whose main duty is to support the process of service by professionals in their respective fields". These supporting units are already exist in the organizational structure of the current government, but still too big. The support units that already exists on the structure of the current government organization for example the Bureau of Finance, Bureau of Personnel, Bureau of Supplies, Bureau of Public Relations, Education and Training Center, and the Bureau of Law. The supporting units are too many and too large. With the adoption of the building of the functional organization and the professionals in it then supporting units can be reduced to a certain level. But the existence of the support units (the support staff) are still required.

Any other input on open questions that is important to be considered and facilitated is good government governance absolutely must be enforced. Governance is indeed for the first time found and growing sector of the corporation. But in the government sector also needs to be applied. Governance has proven to be beneficial to improve performance in the corporate sector. Almost the entire results of previous studies show that the governance effects on performance of organization. On public sector entities, governance at least can improve the image of government services. Governance is a commitment, rules, and practices of doing services to community. The principle of governance is transparency, accountability, responsibility, independency, and fairness. These principles are very important to be established in the government organizations. Commitment and rules of governance should be documented. The sources of governance come from regulations and best practices.

7. Conclusion and Suggestion

7.1 Conclusion

The purpose of this research is to study the organizational structure suitable for the organization of the government of Indonesia. Organizational theory used is Designing Effective Organization: Structures in Fives by Henry William Mintzberg. The method used is qualitative method with survey approach. Questions designed with reference to the form of the structure of the professional organization based on the literature titled "designing effective organization: structure in fives" by Henry Mintzberg. Measurement with likert scale 1 to 4. Data collection was done using on line questionnaires. The population is the community of academics and Indonesian government employees . As many as 79 (seventy-nine) respondents filled out an on line questionnaires distributed on several groups of academics and government employees. The results showed that the whole question got a score in the top 3, with an average of 3.35. Based on the survey conducted, it is entirely agreed that the Indonesian government organization should use a professional organization design, with a structure that is shorter and more slender, and implement good government governance.

7.2 Suggestion

Based on the results of this research then it is recommended that:

1) The Indonesian government should change up its organization into a form of professional organization, with a structure that is shorter and more slender. Building like that then there are only 3 (three) structure tiers, i.e., echelon 1, echelon 2, and the functional units (non structure), which is supported by the administrative and financial planning and control section.

2) The Indonesian government should build good government governance in order to support the new organization.

3) The Indonesian government should guard the implementation of the professional organizational structure so that power in the organization is not pulled in the wrong way towards the technostructure or middle line.

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