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Determinant Factors of the Implementation of the Bureaucratic Simplification Policy in the West Java Provincial Government

Dwi Wahyuni¹, Eko Prasajo²

¹Universitas Indonesia, Indonesia, dwi.cheka@gmail.com

²Universitas Indonesia, Indonesia, e_prasajo@yahoo.com

Corresponding Author: dwi.cheka@gmail.com¹

Abstract: Following the lengthy journey of its bureaucracy from independence to the reform era, Indonesia is still working to modernise its system. The bureaucratic simplification policy, which addresses the difficulties of a quickly evolving organisational environment, ushers in a new age for the Indonesian bureaucracy amid the ongoing bureaucratic reform. The bureaucratic simplification agenda has faced particular challenges for municipal governments. The West Java Provincial Government has been judged successful in putting the bureaucratic simplification agenda into practice since it was passed. Thus, the purpose of this study is to examine the variables affecting the West Java Provincial Government's application of the bureaucratic simplification program. Additionally, this study develops methods for improving the West Java Provincial Government's execution of the bureaucratic simplification program. This study employs a qualitative methodology, gathering data via document analysis and interviews. The study's findings show that the West Java Provincial Government's bureaucratic simplification policy's implementation context and content are significantly out of balance. The policy's overall content demonstrates high success in the structural aspect, but there are significant gaps in the dimensions of human resource quality, work culture, and perceived benefits. Although the implementation context demonstrates a high level of leadership commitment and creative initiatives, the efficacy of the policy in the field is hampered by inadequacies in the qualitative commitment aspect of civil servants.

Keyword: policy implementation, bureaucratic simplification, local government

INTRODUCTION

One essential foundation of national life is bureaucracy. This is due to the fact that it is the main tool and leader in enhancing people's quality of life through the management of public services (Yasmeardi, Rizke, & Loupias, 2019). Bureaucracy first developed to promote mutual understanding between the public, private, and governmental sectors (Mai, 2016; Dasandi & Esteve, 2017). It was anticipated that it would act as a link in delivering efficient and successful public services.

One may say that Indonesian bureaucracy has a lengthy history, spanning from the colonial era to independence, the Old Order, the New Order, and the current Reform Era

(Gaus, Sultan, & Basri, 2017; Turner, Prasajo, & Sumarwono, 2022). However, Indonesian bureaucratic procedures continue to exhibit a complicated, multi-layered structure and are occasionally less adaptable to changes in the external environment, such as public demands for quick, effective, and transparent public services (Istianto, 2014; Iqbal, 2020). Long hierarchies, overlapping authority, and sluggish service procedures are examples of structural difficulties that frequently undermine bureaucracy (Turner, Prasajo, & Sumarwono, 2022; Irwansyah, 2021; Suprayitno & Abbas, 2024). One of the things impeding the application of public accountability and responsibility to the changing requirements of society is bureaucratic bloat, particularly in the age of digitalisation and public information disclosure (Mahtiasari et al., 2023).

Administrative reform is therefore essential since the government infrastructure urgently has to adapt and change (Brunsson & Olsen, 2018; Labolo & Indrayani, 2017; Basri, 2017). As a result, the government places a high priority on bureaucratic reform, including a policy of bureaucratic simplicity. This is predicated on the idea that services are overly bureaucratic because of the many levels and even the failure of government organisations to meet minimum service requirements. As a result, the government is dedicated to bureaucratic reform through central and regional bureaucracy simplification (Sipayung et al. 2022; Rahmi & Wijaya, 2022; Murwati et al., 2024).

Because it upends the established bureaucratic system, implementing the bureaucratic simplification agenda in Indonesia is difficult (Maulana, Indriati, & Hidayah, 2022). Numerous regulations need to be realigned and modified (Insani et al., 2022). The echelon is reduced to two levels and structural positions are moved to functional positions in order to achieve this simplification (Khairi, 2022).

At the regional level, the West Java Provincial Government is considered one of the most successful regional governments in implementing bureaucratic reform (Iqbal, 2020; Paskarina, 2017; Sutrisno, 2020). This is reflected in the 2024 Bureaucratic Reform Index score of 98.64, placing it in first place nationally. West Java also achieved the highest score on the 2024 Electronic-Based Government System Index (SPBE) at 4.74, a satisfactory rating (Ministry of Administrative and Bureaucratic Reform, 2025). Furthermore, West Java also received a Merit System score from the State Civil Service Commission (KAP), a rating of 400, the highest among provinces in the "very good" category. Furthermore, West Java was selected as a pilot project area, along with four other provinces: Lampung, Central Java, East Java, and East Kalimantan. This announcement was made during the Work System Piloting event by the Deputy for Institutional and Governance Affairs at the Ministry of Administrative and Bureaucratic Reform. This is to accelerate the implementation of Ministerial Regulation No. 7 of 2022 concerning the Government Work System, in order to support bureaucratic simplification.

The West Java Provincial Government responded to the bureaucratic simplification policy by establishing national policies related to bureaucratic simplification into operational and contextual regional regulations, namely West Java Governor Regulation Number 181 of 2021 concerning the Work Relationship System between High-Leading Positions, Administrative Positions, and Functional Positions. This regulation emphasizes the principles of modern bureaucratic work relationships with transparency, accountability, contribution, independence, benefit, and collaboration. This regulation makes the implementation of work mechanisms carried out using the SPBE application. Bureaucratic performance is measured through e-SAKIP, Performance Recognition System, and Dynamic Working Arrangement (DWA). The Performance Recognition System is the backbone of West Java civil servant performance. In addition, the West Java Regional Secretary Circular Letter Number 106/OT.03/ORG of 2022 concerning the Implementation of Work Mechanisms Post-Bureaucratic Simplification was also issued. This Circular Letter regulates a team-based work system across sectors and agencies to achieve performance targets. The working team can

consist of functional officials, administrators, and implementers, with roles divided based on output and competency. This fosters cross-sector collaboration.

Other concrete forms of simplification can be seen in the restructuring of regional apparatus organizations, equalization of positions, and development of new work systems based on cross-functional collaboration (West Java Secretariat, 2023). The West Java Provincial Government has implemented bureaucratic simplification in two phases. The first phase, conducted in December 2021, simplified 345 organizational structures and equalized 343 officials. The second phase, conducted around May 2022, simplified 1,360 organizational structures and equalized 876 officials. A total of 1,705 structural positions were equalized into functional positions, and the remaining 647 structural positions, accounting for 72.5 percent of the total positions (West Java Secretariat, 2023). This makes West Java the province with the largest scale of bureaucratic simplification in Indonesia.

One innovation developed as a form of work system implementation after bureaucratic simplification is the "Team of Teams (ToTs)" concept, a cross-sector collaborative work system that enables faster and more adaptive task completion (Nurdin, Welly, & Ghazali, 2024). The scope of the ToTs concept's work pattern is defined by the boundaries of individuals within a group or group in assigning assignments, allowing the assigned team to identify the extent to which their assignments meet the agility requirements. This pattern places direct accountability on Level II leaders and provides ample scope for employees serving as team leaders (from functional/executing positions) to innovate and develop competencies.

The implementation of bureaucratic simplification policies is complex, both in terms of process and impact. According to Grindle (1980), policy implementation can be influenced by two factors: content and context, which include indicators. Content factors include those whose interests are affected, the types of benefits to be gained, the level of expected change, the level of policymakers themselves, who implements the work program, and the resources used. Then the context factors are the power of the interested policy makers and the strategies of the people involved, the characteristics of the institutions and authorities, as well as compliance and responsiveness. Therefore, this study analyzes the determinant factors of the Implementation of the Bureaucratic Simplification Policy in the West Java Government Environment from the perspective of policy content and context.

METHOD

The post-positivist paradigm is used in this research. According to Creswell (2018), the post-positivist approach is where researchers begin to formulate and conduct their research with a theory as a foundation for collecting relevant data and conducting systematic and planned analysis of facts and phenomena, based on measurable, observable, and verifiable principles. This type of research is a case study. This case study was chosen because this research focuses on a specific case, namely the implementation of the bureaucratic simplification policy within the West Java Provincial Government. Case studies provide space for in-depth exploration of the context, processes, and actors involved in the policy.

The research strategy focused on collecting primary and secondary data, including in-depth interviews, documentation studies, and field observations. In-depth interviews were conducted with each informant who had been purposively selected based on their direct involvement in policy implementation, such as equivalent structural officials, functional officials, and staff within the West Java Provincial Government. Documentation studies were conducted by collecting and analyzing various policy documents, laws and regulations, performance reports, and relevant internal archives of the local government. Meanwhile, observations were conducted to understand the factual situation in the field, including work interaction patterns and task implementation after the policy was implemented.

This research uses the Miles and Huberman data analysis model, an interactive analysis model consisting of three main activity streams. These three activities are continuous and interrelated, even from the initial data collection. The three activity streams are: first, Data Condensation/Data Reduction. This is the process of selecting, focusing, simplifying, abstracting, and transforming raw data emerging from field notes. The goal is to sharpen, classify, direct, discard unnecessary information, and organize the data in such a way that final conclusions can be drawn. This process helps researchers focus on the core research problem. Second, Data Display. This is the activity when a set of information is organized, allowing conclusions to be drawn. Qualitative data presentation can take the form of narrative text (in the form of field notes), matrices, graphs, networks, or charts. Structured data presentation facilitates understanding of the relationship patterns within the data. Third, Conclusion Drawing and Verification. This conclusion-drawing process takes place from the beginning of the research, not just at the end. Initial, tentative conclusions will be continuously verified as data accumulates. Verification involves reviewing the data to ensure the conclusions drawn are robust and valid, and supported by strong evidence.

RESULT AND DISCUSSION

To determine the factors influencing the implementation of the Bureaucratic Simplification policy in the West Java Provincial Government, this research used Grindle's policy implementation theory, which states that two factors are crucial for successful policy implementation: the content of the policy and the context of the policy.

According to Grindle, a policy is successful if both the content and the context of its implementation are considered. To achieve successful policies, several variables influence policy implementation, both individual and group or institutional. The implementation of a program or policy is an effort made by policymakers to influence the behavior of bureaucrats as program implementers in order to provide the best service to the policy's targets, in this case, for the benefit of the public or society. In a political system, public policy is implemented by government agencies. This research relates to the West Java Provincial Government, which is implementing the Bureaucratic Simplification policy. The complexity of implementation is reflected not only in the numerous factors or organizations involved but also because the implementation process is influenced by several complex variables, both individual and organizational, each of which influences and interacts with one another.

The bureaucratic simplification policy brought significant changes to the job structure and work mechanisms of civil servants. Research shows that the implementation of this policy has varying impacts on individuals, work units, and the organization as a whole. These varying impacts can be comprehensively explained using Grindle's theoretical framework, which states that successful implementation is influenced by both policy content and context.

Content of Policy

Grindle's policy implementation theory emphasizes that the success of policy implementation is greatly influenced by the content of the policy. Factors influencing policy content include interests affected, type of benefits, extent of change envisioned, site of decision-making, program implementor, and resource committee. In the context of bureaucratic simplification in the West Java Provincial Government, these factors empirically appear to strongly influence the dynamics of policy acceptance, resistance, and effectiveness.

First, Interests Affected relates to the various interests that influence policy implementation. This indicator indicates that a policy's implementation will involve numerous interests, and the extent to which these interests can influence its implementation. The interests of those affected by a policy are a crucial factor in public policy implementation. This is because policy implementers strive to identify problems in society or

the policy's targets. These problems will impact the policy's targets, in line with the policy's objectives. The greater the impact on the interests, the greater the level of resistance.

Field findings indicate that bureaucratic simplification not only changes the organizational structure but also directly impacts employee positions, authority, workload, and career prospects. Some officials experienced the loss of structural positions, such as administrative and supervisory positions, which were transferred to functional positions. This created discomfort, especially for those who previously held managerial authority and space. This situation indicates a significant shift in the interests of structural officials. Thus, it can be said that the job simplification process carried out only involves transferring structural positions to functional positions without considering the suitability of potential based on the position held, so that interests arise in the job equalization process in placing employees in functional positions.

Second, Type of Benefits is necessary to understand the results of a policy and who benefits from it. In accordance with the central government's policy, Bureaucratic Simplification requires a significant shift from hierarchical work patterns to collaborative, team-based, and performance-focused work patterns to create a more agile government.

The perceived benefits of the policy are quite low. This occurs because some employees who benefit from this policy, such as in competency development, the policy is considered positive, but for those who feel burdened by this policy, the perceived benefits are considered intangible. When benefits are not visible or touching, the legitimacy of the policy can be said to be weakened, and can lead to implementation gaps. In the implementation of bureaucratic simplification, the benefits that emerge tend to be asymmetrical, because some employees feel the benefits, but there are other groups who still feel the negative impact.

Third, extent of change envisioned. Based on the data analysis, the level of change in the structural dimension is the highest and most measurable aspect, both quantitatively and legally. This was driven by official approval from the Ministry of Home Affairs and a strong commitment from the West Java Provincial Government. Structural change was realized through a massive job equalization. Regarding the transfer of Administrative Positions, the proposed simplification includes hundreds of simplified Administrators (Echelon III) and Supervisory (Echelon IV) positions. Based on the data presented, the total number of structural officials successfully equated to Functional Positions in two phases reached 1,208. This figure represents a radical change in the composition of positions. This equalization process automatically resulted in a flatter organizational structure. Many echelon levels (especially IV and some III) were eliminated, resulting in shorter and faster lines of command and decision-making. The structural achievements in West Java have fulfilled the primary objective of the bureaucratic simplification policy, namely streamlining. These changes definitively create a leaner organization and position Functional Positions as the new backbone for carrying out technical and managerial tasks. The level of change in the HR dimension is mixed, demonstrating success in formal aspects (status and mechanisms) but still facing challenges in qualitative aspects (competence and psychology). The West Java Provincial Government has attempted to respond to structural changes by establishing a new work mechanism, the Jabar Juara Team of Teams (ToT).

Changing work culture is the most complex and time-consuming dimension, and based on existing studies, its achievement level is at a moderate to low level and has not yet fully taken root. The biggest challenge in cultural change is adapting to new work patterns and business processes, which should be simplified and efficient. Although Team of Teams has been implemented, the adjustment of work patterns and business processes to truly become team-based and skill-based has not been optimal.

Fourth, site of decision-making. The accuracy of the Governor's derivative policies represents an operational and implementative response to the national bureaucratic simplification policy. These derivative policies are crucial for determining whether the goal

of streamlining the structure can be accompanied by changes in work culture and human resource quality. The accuracy of the Regional Head's derivative policies can be analyzed from two main aspects: Formal Regulation and Innovation in Implementation.

From a formal regulatory perspective, the Governor of West Java Province demonstrated a high level of accuracy and rapid responsiveness in following up on the central government's bureaucratic simplification policy. Approval documents indicate that the West Java Provincial Government quickly followed up on the directives of the Ministry of Home Affairs and the Ministry of Administrative and Bureaucratic Reform.

Although the derivative policies are formally and innovatively appropriate, accuracy at the policy level does not necessarily guarantee success at the implementation level and address negative impacts. Derivative policies related to human resources (such as coaching, mentoring, or relevant functional positions training programs) have not been optimal in addressing the competency gap after the equalization process. This indicates that existing derivative policies, or their implementation, have not been sufficiently targeted in transforming the mindset and skillsets of former structural officials.

Fifth, program implementor. The readiness and capabilities of civil servants transferred from administrative positions to functional positions are the most critical and most vulnerable to failure in policy content. Structural success (streamlining) will be meaningless if the quality of human resources cannot adapt to the new roles and work culture.

Based on data analysis, the readiness and capabilities of civil servants in West Java Province show a significant gap between the demands of the new role and the reality on the ground. Although 1,705 structural officials have been administratively equated to functional positions, their functional and technical readiness remains a serious concern. Civil servants affected by the policy reported experiencing difficulties and a lack of familiarity in carrying out their new functional duties. They were previously accustomed to managerial functions, technical verification, and signing authority (as Echelon III/IV). The transition to functional positions requires a focus on specific expertise and skills, for which their previous mindsets and skillsets were not fully aligned. Adjustments to competency development patterns have not been optimal to offset this radical role shift. This means that the training and career development programs provided have not been successful in closing the existing competency gap. Newly transitioned officials may be competent in managerial roles, but not necessarily in the required functional skills. In general, this bureaucratic simplification policy is deemed ineffective in enhancing their professionalism as civil servants. This indicates that the technical skills and functional-oriented work ethic (as expected of functional positions) have not yet been fully developed.

Changes affect not only technical skills but also mental readiness and work motivation, which are the foundation of a new work culture. The change in status from structural to functional has the potential to cause demotivation among affected civil servants. Work motivation is a crucial aspect of psychological readiness. Losing a managerial position or changing career focus can reduce work enthusiasm and organizational commitment. The West Java Provincial Government introduced a conceptually sound derivative policy, the Jabar Juara Team of Teams (ToTs), which requires civil servants to work collaboratively and agilely. However, the challenge lies in the readiness of civil servants to adapt to this new team-based and skill-based work pattern. If civil servants still maintain a hierarchical mindset, the ToTs mechanism will not function optimally.

Sixth, resource committee. The West Java Provincial Government demonstrates strong regulatory resources, leadership commitment, and digital infrastructure, but faces significant human resource constraints (competence and culture). West Java Province has adequate regulatory resources and budget commitments to support the implementation of bureaucratic simplification. The Governor's swiftness in issuing derivative policies responsive to central government policies (such as the West Java Governor's Letter on the Proposal for

Simplification of Organizational Structures, June 2021) demonstrates adequate regulatory capacity. This ensures a strong legal basis for massive structural changes. The West Java Provincial Government is also capable of providing structured and valid data and proposals for approval, including the equalization of 1,705 officials. Good data resources are crucial in this process. The issuance of specific regulations, such as Governor Regulation Number 102 of 2022 concerning Civil Servant Working Hours and Work Locations, confirms that the West Java Provincial Government has the policy resources to create a flexible (agile) work environment in line with the demands of bureaucratic simplification.

Digital infrastructure is a crucial resource for bureaucratic simplification, as a streamlined bureaucracy must be electronically based (SPBE). The West Java Provincial Government demonstrates high readiness in this aspect. Policies such as West Java Governor Decree No. 048/Kep.438-Diskominfo/2023 concerning Electronic-Based Government System Management (SPBE) and its supporting documents (SPBE Service Management Guidelines) demonstrate that the West Java Provincial Government allocates resources (human resources and budget from the Communications and Information Technology Office) to develop standardized and high-quality SPBE services and ensure the sustainability and improvement of SPBE service quality. Implementing the Jabar Juara Team of Teams (ToTs) concept and flexible working hours and locations requires reliable technological resources (collaboration applications, networks, and security). The SPBE regulation demonstrates the availability of this infrastructure to support agile working.

The West Java Provincial Government leverages significant innovation resources to translate bureaucratic simplification into daily work practices. The establishment of the Jabar Juara Team of Teams (ToTs) demonstrates the availability of intellectual resources and leadership capable of designing innovative new work mechanisms (claimed to be the first of its kind in Indonesia). This innovation is a vital non-material resource for cultural transition. The West Java Provincial Government is using resources to conduct a strategic study to anticipate post-implementation impacts, involving the Regional Research and Development Agency. This demonstrates a commitment to monitoring impacts and allocating research resources as part of change management.

Despite strong regulatory and technological resources, there are serious gaps in human resources (skills and readiness), which are a major obstacle to the success of bureaucratic simplification. The primary resource needed for bureaucratic simplification is the equalization of civil servant functional competencies. Data analysis indicates that competency development patterns have not been optimally aligned and there is a competency gap between the demands of the new roles of functional positions and the skillsets of former structural officials. This means that the allocation of resources (budget, curriculum, and time) for training and development of civil servants who have changed status is inadequate or misdirected, failing to effectively transform human resources.

Furthermore, the psychological readiness of civil servants (potential demotivation and difficulties in transitioning) indicates that resources allocated for change management (such as counseling, coaching, or psychological support) are inadequate or ineffective. Failure to address demotivation can reduce the effectiveness of human resource output, even if the resources are available quantitatively. Individual willingness and commitment to team-based and skill-based work are still lacking.

Context of Implementation

In addition to policy content, the success of policy implementation is greatly influenced by the context of implementation. Factors influencing the context of implementation include the power, interests, and strategies of the actors involved, institutional and regime characteristics, and compliance and responsiveness.

First, the power, interests, and strategies of the actors involved. Support and direction from the Regional Head (Governor of West Java) are key factors determining the speed and success of the implementation of the Bureaucratic Simplification Policy within the West Java Provincial Government. The Governor demonstrated a strong commitment and rapid responsiveness to policy mandates from the central government. The West Java Governor's Letter document regarding the Proposed Simplification of the Organizational Structure (dated June 28, 2021) demonstrates the speed with which the West Java Provincial Government followed up on the Minister of Home Affairs' directive. This speed reflects firm direction from the top leadership. The Governor then led the process of determining the legality of the simplification, as evidenced by the Approval of Position Equivalency and Approval of Organizational Structure Simplification documents from the Ministry of Home Affairs. This support ensures that massive structural changes can be executed without protracted bureaucratic obstacles. The Governor's directives are embodied in innovative and integrated derivative policies, including Governor Regulation Number 102 of 2022 concerning Working Hours and Work Locations for Civil Servants (ASN), which aims to develop a dynamic, agile, and professional work system. This directive is a directive for changing work culture. Furthermore, there is Governor Decree No. 048/Kep.438-Diskominfo/2023 concerning Electronic-Based Government System Management (SPBE), which directs the new bureaucracy to be digitally based and efficient.

The Governor's support is not only administrative but also innovative, namely by establishing new work mechanisms. The West Java Champion Team of Teams (ToTs) is considered a manifestation of the Governor's directive to fill managerial vacancies following echelon equalization with collaborative and skills-based work patterns. This directive aims to create an agile work culture, recognized as the first of its kind in Indonesia. While conceptually sound, it still indicates that its implementation has not been optimal in creating economic viability and addressing competency gaps, indicating challenges at the lower levels of execution.

Second, institutional and regime characteristics. The leadership style of the Regional Head (Governor) plays a crucial role in determining the direction, speed, and quality of bureaucratic transformation. Based on published policies and derivative documents, the leadership style of the Governor of West Java in the context of bureaucratic simplification can be categorized as transformative and innovative, but with challenges in implementation oversight and change management.

The Governor's leadership appears highly transformative in its efforts to transform the face of the West Java bureaucracy, from a rigid structure to a modern and agile organization. The Governor has a clear vision for creating a dynamic, agile, and professional bureaucracy, as outlined in the considerations of derivative policies (e.g., Governor Regulation Number 102 of 2022). This vision serves as the primary driving force behind bureaucratic simplification in West Java Province. This leadership style does not hesitate to make radical decisions, namely implementing massive job equalization. This decision demonstrates the courage to take political and administrative risks to achieve a flat structure. The Governor also directed bureaucratic simplification to integrate with technology, as evidenced by the derivative policy on Electronic-Based Government System Management (SPBE) (Governor's Decree Number 048/Kep.438-Diskominfo/2023). This reflects a modern leadership style and recognizes that a streamlined bureaucracy must be supported by digitalization.

Furthermore, the innovations launched by the Governor demonstrate a pioneering and proactive leadership style, not simply waiting for the implementation of central regulations. The establishment of the West Java Champion Team of Teams (ToTs) as a work pattern following bureaucratic simplification is strong evidence of this innovative leadership style. Rather than simply changing job titles, the Governor created new work mechanisms to replace lost managerial roles, requiring collaboration and functional expertise. Governor's

Regulation Number 102 of 2022 concerning Civil Servant Working Hours and Work Locations (including Work From Home/Anywhere) was a highly innovative policy in the public sector at the time, demonstrating the Governor's willingness to utilize policy space to support a more agile and results-oriented work culture, in keeping with the characteristics of Functional Positions.

Although a transformative and innovative leadership style has been successful in formulating policies, challenges arise in overseeing implementation and managing change. A visionary leadership style must be accompanied by strict and consistent oversight at the operational level. Competency gaps and demotivation exist among civil servants. This indicates that the Governor's orders and directives have not been fully internalized, or that coaching and mentoring processes have not received sufficient leadership priority to change mindsets and skillsets. The target of an agile and efficient work culture (ToTs) has not been fully achieved, and there are even indications that bureaucratic simplification has not delivered the expected efficiency and economic viability.

Third, compliance and responsiveness. Compliance (the extent to which civil servants follow formal rules) and commitment (the extent to which civil servants have a sense of belonging and motivation towards organizational goals) are two crucial aspects that determine the success of bureaucratic transformation. In the context of bureaucratic simplification in West Java, the analysis shows high structural compliance but weak qualitative commitment.

The compliance of civil servants affected by bureaucratic simplification in West Java Province can be seen from the success of the legality and formality processes. With regard to structural regulations, formal compliance of civil servants is very high. Despite high formal compliance, qualitative commitment of civil servants to the substance of the changes and the objectives of bureaucratic simplification shows significant vulnerabilities and weaknesses. This commitment is influenced by motivation and mental readiness. A professional gap emerged as the implementation of bureaucratic simplification has not yet improved professionalism as civil servants. This indicates a lack of commitment to transforming into a professional and skills-based JF. Civil servants are still struggling to adapt to new roles that require specific technical expertise, different from their previous managerial-administrative roles. Complaints that civil servants (ASN) are experiencing difficulties and are unfamiliar with carrying out new functional duties, after becoming accustomed to verification and signing authority (Echelon III/IV), demonstrate that their commitment and strong will to adapt still require significant external encouragement and support.

Furthermore, one of the most critical findings is the potential for demotivation among civil servants affected by the policy. Demotivation is a direct indicator of low affective commitment (emotional attachment and desire to remain with the organization) to the changes. If commitment is low, civil servants will tend to work merely for the sake of formality (compliance), rather than driven by an internal drive to achieve the goals of bureaucratic simplification.

CONCLUSION

An analysis of factors influencing the implementation of the bureaucratic simplification policy in the West Java Provincial Government reveals a significant imbalance between the policy content and the implementation context. In general, the policy content successfully created radical structural change and was supported by strong and innovative leadership in the implementation context. Overall, the policy content demonstrated high success in structural aspects, but faced serious gaps in the dimensions of human resource quality, work culture, and perceived benefits. The implementation context demonstrated strong leadership commitment and innovative efforts, but weaknesses in the qualitative commitment of civil servants, hampering the policy's effectiveness in practice.

Therefore, regarding policy content, first, it is necessary to align competencies and specific training by allocating adequate resources (budget, curriculum, and time) for specific training and development programs based on the required functional expertise. Second, optimize the benefits and rewards system by integrating a clear reward system (e.g., financial and non-financial incentives) that is truly commensurate with the increased workload, especially for implementers who double as team leaders in Team of Teams (ToTs). Furthermore, it is necessary to ensure a promising and clear career path for Functional Positions to foster long-term commitment by civil servants after bureaucratic simplification. Third, improvements to business processes (not just structures) are needed. Derivative policies need to focus more on streamlining business processes and governance, not simply changing individual positions.

Regarding the implementation context, first, strengthening change management is necessary. The Governor's transformative leadership style needs to be accompanied by strict and consistent oversight at the operational level to ensure the internalization of directives and innovations (ToTs). Second, the need to optimize the ToT mechanism and role allocation. In this context, it is necessary to develop clearer guidelines to address role ambiguity and role conflict that occurs between team coordinators (former structural officials) and team members. Furthermore, it is important to ensure that the ToT mechanism truly functions as an effective team-based and skill-based work pattern, not simply a naming convention for a new work team, so that an agile work culture can take root.

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