

Crafting Agile Bureaucracy: Transforming Work Ethics of Civil Servants and Organisational Culture of Bureaucracy in Indonesia

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The industrial revolution 4.0 requires government organisations to innovate by leaving the industrial era, with an emphasis on efficiency through bureaucracy towards the information age. Agile methodology is the only method used by government and private organisations to keep up with changes in the market environment. Bureaucracy must turn agile. However, evidence shows that community organisations cannot evolve to match technological change. Organisational structure and organisational culture is one of the reasons why community organisations in Indonesia find it difficult to become agile. The main objective of this research is to build an agile bureaucracy model and to analyse and synthesise literature on agile bureaucracy. Furthermore, it is to understand stakeholders associated with bureaucratic and hierarchical societies that are useful for agile development. The results of the matching pattern and time series techniques show this. The research method used is a qualitative method. Data is collected through interviews with group discussion techniques and the documentation of informants directly involved in carrying out these activities. The process of data analysis is data reduction, data presentation, and complete conclusions. The results of the research show that the implementation of bureaucracy in an agile manner is difficult. This is because a bureaucracy is a hierarchical organisation that is regulated by its authority and law. The agile bureaucratic collaborative network, conducted by the government to make the Governor's Team for the Acceleration of Development (TGUPP) does not support agile efficiency improvements. TGUPP still supports

political discussion, but not when creating collaboration with other stakeholders.

Key words: *Agile Bureaucracy, Bureaucracy Culture, Bureaucracy Traditional, Indonesian bureaucracy, Collaborative Network Agile Bureaucracy.*

Introduction

The era of the industrial revolution 4.0 is taking place right now. This era requires the government to respond more quickly to the needs of its citizens and provide special access to government services, which is expected to be a smooth service via social networks without hindrance. Big data trends to smart cities has changed many areas of people's lives. The rapid changes and complexity can cause bureaucracies to have difficulty in innovating. The new public management paradigm which utilises outsourcing and relies heavily on money resources causes the bureaucracy to have a high dependency.

In developing countries such as Indonesia, it is quite difficult to keep up with these changes. This is often due to the arrangement of government cabinet, which causes problems in terms of nomenclature, inefficiency, overlapping functions, less than optimal ministries' performance and structural expansion. Furthermore this results in excessive bureaucratisation, a monotonous work model of global uncertainty, stagnant economic growth, current account deficits, industrial revolution, digital economy, middle income trap and demographic bonuses. These are part of the challenges of Indonesia's bureaucracy today.

The government bureaucracy must simplify and operate in a more agile manner, to attract attention from many investors and thus improve the country's economy. The bureaucrats are also required to be responsive and more agile. Being an agile bureaucracy is an increasingly important requirement for public service providers. Bureaucracy is an indispensable element. Agile bureaucracy is one that can act with agility, be nimble and can easily adapt. Being agile is not only critical for people and human resources, but it is also necessary in other criteria too. Agile bureaucracy is flexible and adaptive to the demands of the times and that implements six main characteristics; ideology, strategy, structure, process, technology, and human resources to achieve the goals of the nation and state.

The agile method is a global movement that changes the world of work (Rigby et al., 2018). Agile bureaucratic methods are adapted from software engineering, agile bureaucratic practices are intended to change bureaucratic culture and collaborative methods to realise higher adaptations (Forbes, 2013). Agile bureaucracy allows bureaucrats to face continuous change, allowing it to develop in an increasingly volatile, uncertain, complex and ambiguous

world. At the same time, it will give birth to agile governance that is able to face various challenges and opportunities (Gulati, 2018).

This article provides a brief overview of the agile bureaucracy model, analyses and synthesises the literature on agile bureaucracy with the aim of providing a common definition, it will also examine how the development of agile within the government bureaucracy. The article concludes with a series of open research questions that require empirical evidence to understand the concept of agile government, the acquisition process, cultural change, as well as HR and training needs.

Theoretical Review

The Concept of Agile Bureaucracy

Weber's concept is an important concept of organisational theory (Clegg, 2016; Cummings and Bridgman, 2011). In Weber's bureaucratic model in the public sector, the bureaucratic cultural context that arises in an organisation is strongly influenced by its environment, organisational structure and endemic culture, namely structured rationality (Bessant, 2003). The authority that characterises the bureaucracy is seen as rational, legal and based on status and position. Weber's typical bureaucratic organisation is characterised by rules, duties and rights for each position, resulting in a "rigid and subordinated system". Bureaucracy is managed by qualified professionals whose recruitment is based on normative general principles. Bureaucrats work and make decisions based on the rational calculations about the means and objectives of the organisation, bureaucrats must let go of their desires and personal nature (Bauman, 2013). Weber believes that bureaucracy is technically superior to other organisations, although it cannot be denied that bureaucrats tend to pursue personal goals, the emergence of an oligarchy of power which results in the loss of a sense of togetherness in a bureaucracy. At the level of social life, Weber acknowledged that bureaucracy is more antidemocratic, eliminating soft skills, autonomy and individuality.

The ideal bureaucracy is designed so the staff follow the rules, their work is centered on carrying out officially determined rules, not on the personal orders of superiors. High leaders are bound by regulations and serve as an example for staff in providing services. In terms of organisational structure, the bureaucracy regulates it by setting certain duties and jurisdictional limits in work division units, establishing a hierarchy of authority and procedures for giving orders from superiors and subordinates (Weber, 1978).

Bureaucracy is portrayed as a turtle, a figure who is slow, very rigid, and does not want to be separated from his shell, innovation is considered as something that forces them out of their comfort zones. Critics of bureaucracy have always been around how they lose morale,

tendency to focus on how to gain power, are very individual, and work patterns are disappointing (Clegg and Baumeler, 2010); (Clegg, 2016). Bureaucracy also has a tendency to adhere to rules that are abstract, bureaucracy relies on loyalty and obedience to individuals whose leadership is traditionally chosen, and vice versa leaders in choosing their staff tend to be based on personal relationships rather than formal qualifications. At present the administration experts introduce new model organisations, hybrids theory, post-bureaucracy, neo-bureaucracy (Sturdy et al., 2016) which direct the bureaucracy to become agile.

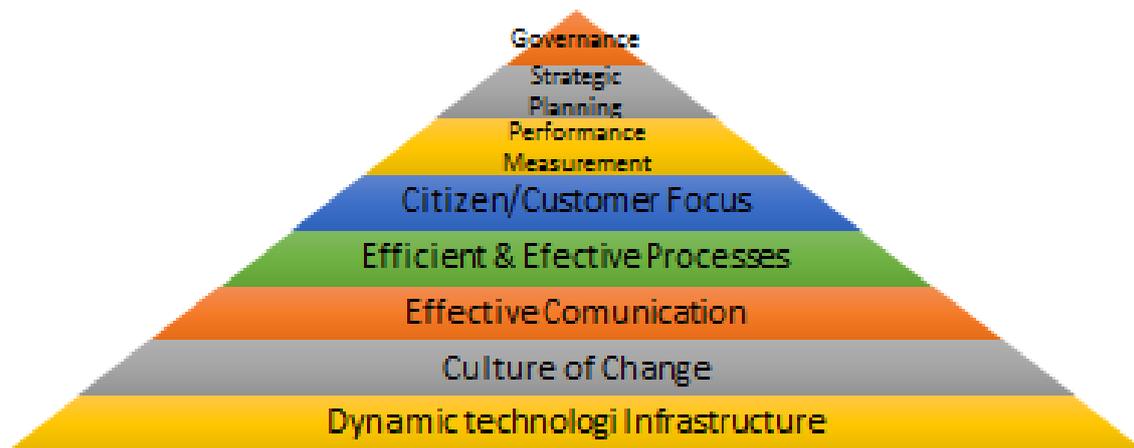
Agile government is a developing field of research and practice. The concept of agile government stems from the Adaptive Governance model, which has three types of adaptive governance, which are polycentric, agile and organic governance (Wang et al., 2018). Agile is used as an adjective that refers to the needs of an organisation. This means the bureaucracy must behave more flexibly, adaptively and quickly (Alsudairy et al., 2014), which refers to the bureaucratic response to social threats, the economy, market turmoil (Dahmardeh and Pourshahabi, 2011) and global challenges in the use and the adoption of new technologies or systems, that will make the bureaucracy develop in new ways. Leaders in bureaucracy need to transform, begin to learn and practice new holistic mindsets based in agile software, so they can build and run a bureaucratic culture based on agile principles.

Agile bureaucracy recognises that mindset and individuals are the main key to the success of the public service, which is more important than tools and processes. Agile individuals will achieve the goals they aspire to. An agile mindset is one that is able to quickly respond to changes in their environment and understand how the organisation works. Agile individuals who have an agile mindset, will create agile cooperation models. The values they create and their interactions when working together, will be valued, more than tools and processes. Without an agile mindset, tools and processes only help a little in achieving bureaucratic goals. Agile bureaucracy is a growing entity. In order to be able to create and meet the demands of a society that is constantly changing with the times, agile bureaucracy is able to exploit new opportunities, and add new values, to interactions between the state and citizens.

Agile bureaucracy has the ability to a) provide fast, precise, easy public response without friction and avoid red tape (Samboteng, 2019); b) provide breadth to innovate continuously in accordance with the times and be able to meet the demands of the community in providing public services; c) Because staff are given the confidence to innovate, the workplace is protected from stress illnesses. Implementing an agile bureaucracy will have an impacts on public services design, formulation, and implementation. Combining nimble methods with business management models can help bureaucracies to innovate by adopting online transaction services such as *Grab*, *Gojek*, *BukaLapak*, *Tokopedia* or social media applications like Facebook. This must be supported by technological maturity, building public-private partnerships, daring to explore beyond the old ways, by making innovative

breakthroughs. Agile ways of thinking within government are not unusual anymore. This perspective supports the achievement of public administration goals that are centered on the demands and needs of citizens for changes in governance (Shah and Stephens, 2005).

Figure 1. Agile Framework. Shah and Stephens (2005)



Bureaucracy Culture: Traditional Bureaucracy VS Agile Bureaucracy

Organisational culture encompasses habits, tradition, and ways of working. It is largely influenced by the history of the organisation (Dennison, 1990), or simply means, how we do things around where we work (Johnson, 1999). Schein (1999, P.40-51) defines organisational culture as a 'basic shared assumption pattern that groups learn in solving problems of external adaptation and internal integration, and which have worked well enough to be considered valid and, therefore, worthy of being taught to new group members, who learn the correct way to understand, think and feel about these problems.

Traditional bureaucratic patterns are built from hierarchies. They are highly procedural, process descriptions, that are reluctant to take risks, and are rule-based and concentrate on control. The greater the bureaucracy, the more complex and complicated it will be. The responsibility that they have is considered part of their social status, and their status is the power of mutual pressure. Traditional bureaucratic culture creates a hierarchical structural dependency, which in turn enforces staff at lower level to make decisions that are strongly tied to the hierarchical structure. This results in reducing staff's ability to practice discretion in their work (Kasmad, et al., 2018).

Culture takes time to evolve. Agile bureaucratic culture is very counter-productive to traditional bureaucratic culture. An agile bureaucracy is a collaborative work culture, where responsibility is no longer placed solely on the individual, but on the team, or as an emphasis



on shared responsibility (Cockburn, 2002). One principle of the agile method is its attention to speed, while speed is a rarity in traditional bureaucracy. While fixed procedures and static work patterns are incompatible with the patterns of agile bureaucracy, the agile bureaucracy understands that the environment is a very dynamic place that is changes quickly.

The implementation of governance within an agile bureaucratic culture, will have a significant impact on all of its aspects, which includes policy programs and infrastructure projects. These will be more streamlined because there can be more flexibility when implementing programs, as well as in public administration studies. Agile culture is included in the application of POSDCORB namely planning, organising, staffing, directing, coordinating, reporting and budgeting which is similar to what Lappi and Aaltonen (2017) state. They suggest, applying six dimensions of project management governance to agile projects: business cases, contracting, controlling, steering, decision-making, and capability building. Changing a bureaucratic culture from traditional to agile, is not easy within large government organisations. Governance and the implementation of agile culture needs to be integrated and aligned with changes in information technology (IT). IT progress must be supported by a change in the mind set of bureaucrats. Government support, encouragement and openness are the main keys to the evolution of an agile bureaucratic culture. Agile and holistic culture is believed to be very suitable in the delivery of public services, where rapid and appropriate responses are the main devices in realising excellent service. (Rulinawaty et al., 2020)

Agile culture in its application in the public sector has advantages as well as challenges. The advantages are that great efficiencies are experienced such as time, energy and money when implemented properly. But the challenges faced in implementation tend not to be owned by bureaucrats such as having the capacity, skills, culture, policy structures and leadership models.

Table 1: Model organisational varies according to the business environment in which a company competes.

Organising Model	Traditional Bureaucracy Hierarchy, Formal, Rigid, Seniority, Bigger Size, Positional Authority is privilege	Agile Bureaucracy Agility, Communicative, Collaborative, Interactive, Mindset Agile, Tim Action is privilege	Private Organisation Flexible, Flat, Pyramid, Cross Functional, Individual knowledge is privilege
Purpose	Provide services to the community according to the rules	Alignment and autonomy	Profit, growth, and survival
Environment	Relatively stable environment	High levels of unpredictability	High levels of technological progress
Activities	Rules and Procedures	Interactive, fast, and precise, agility, responsive to change, Around a problem or opportunity	Fast because it emphasises more the pragmatic approach in competition, Mutual adjustment, and the free flow of ideas
Decisions Made	Top-Down Approach	Top-Down approach, Bottom Up Approach, Linier Approach	Linier approach, Preskriptif, Deskriptif Approach
Leadership	Through the hierarchy	Servant, Adaptation (environmental change, pressure, and crisis) Being calm in all situations	Entrepreneur approach, Visionary
Motivated	Extrinsic reward, pay	Stretch goals and recognition for achieving them	Personal proficiency, interesting work

What is Agile?

The current trend in an agile organisation is that it supports innovative teams who are designed to remain customer-focused and can adjust quickly to changes in the environment. When agile methods are implemented correctly, high productivity, good team morale, fast service time, satisfied customers and risk reduction is experienced. Agile methods are best suited for innovation programs, such as creating applications to improve products, services and processes. The agile method was first coined in an IT department and is now widely used

in software development. Over time agile methods have spread to functions such as product development, marketing, and even human resources (Darrell et al., 2018).

The Government of Indonesia implemented a policy of encouraging the acceleration of improving the quality of public services. They did this by requiring each Ministry / Institution and Local Government to create at least one major innovation every year, known as the One Agency movement, One Innovation. This movement involved all components of good governance, because the success of one agency, one innovation is determined by good collaboration between the government, the community and the business world in creating at least one innovation that must be done by each Ministry / Institution and Local Government. The number of innovations that the government raises every year is increasing, In 2018 the number of innovation proposals was 2,824. Innovation is considered a solution to leverage and accelerate improvements to the quality of public services. Current conditions indicate that innovations carried out by bureaucrats have not shown significant changes. Innovations that have emerged, have not become a real force to encourage the acceleration of improving the quality of public services.

Currently the concept of Agile is considered to be able to make changes to techniques and work methods. Yet being Agile is not enough just to innovate and reject traditional bureaucratic structures, when what is needed is an individual mind set of determination and purpose. Bureaucrats must have the determination to serve and the purpose of providing excellent public service. The purpose of bureaucracy can be understood from its vision and mission. To do this, four management tools are needed, namely mission, competence, goals and process. These four tools describe the character of bureaucracy, "what and how bureaucrats can carry out their tasks, how they are achieved and what and how bureaucrats behave" (Darrell et al., 2018).

Agile is a mindset, not a methodology to be implemented in a management framework. Agile is a very different framework for management itself. Agile starts with a different view of the goals of the organisation. It must be understood that the ultimate goal of being agile is to satisfy customers. Most of the public service is unable to satisfy its customers. Agile helps create a new generation of skilled, better and different general managers. When managers become agile, they have different goals, different ways of organising work, different management roles and different ways of communication. Agile changes the basic concepts of management.

Agile bureaucracy has an agility mission and goal. Agile goals become the right tool to encourage a balance between alignment and autonomy, so that there is alignment between competencies, goals, or processes. By creating harmony through its mission, agile bureaucracy provides individual freedom, therefore it can increase bureaucrat's capacity to be

sensitive to change and respond to it. By being agile, teams and individuals can be coordinated to adapt and reconfigure their goals. Like vocal groups, some have soprano, alto, tenor and bass sounds, they remain autonomous, but they still listen to each other and focus on the whole song together.

Agility is not only found in regular public services, but it can also be found in complex public services that involve various stakeholders. One particular stakeholder is the health services, where stakeholders are involved in a systematic and interdependent process such as doctors, nurses and administrators. They have individual goals, but they understand their goals of being a team on health services. Understanding each other like this can lead to work integration and enhance shared goals (Pires et al., 2016).

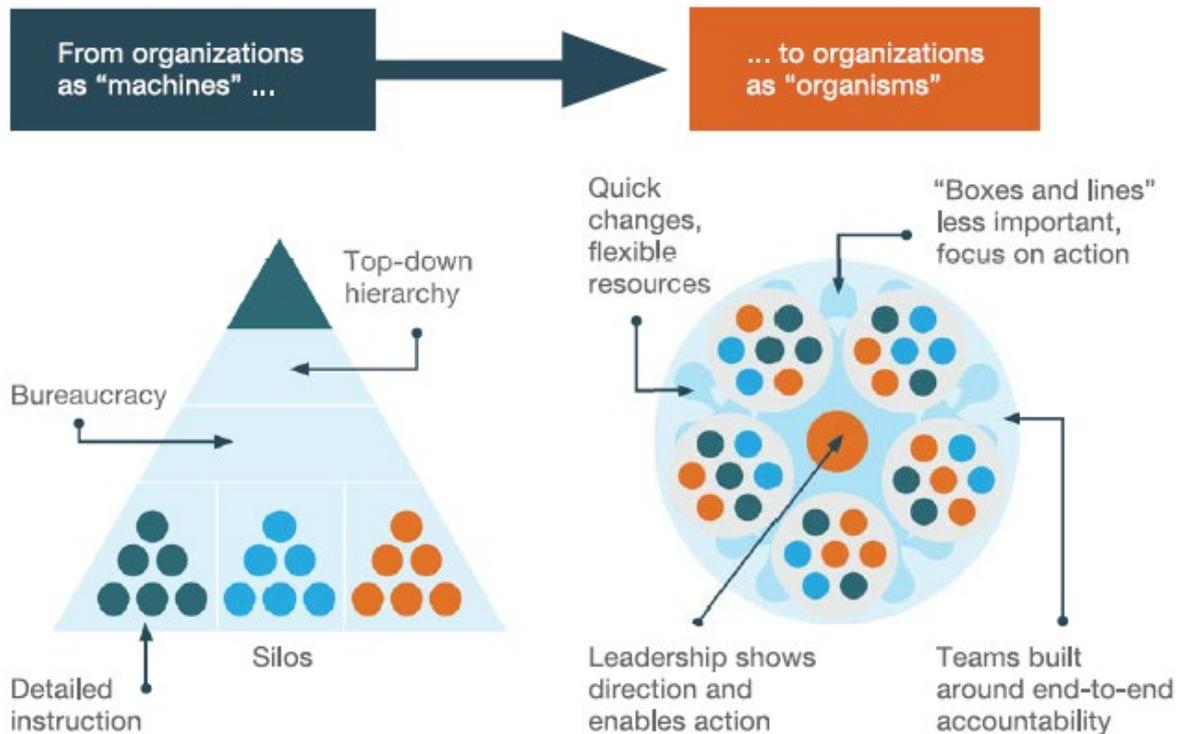
Table 2: Comparison of HRD in Morality and Agile Development

HUMAN RESOURCE DEVELOPMENT (HRD)	MORALITY EXPLICIT IN JOB SATISFACTION AND WORK GOALS	AGILE DEVELOPMENT PROCESS, TOOLS, TEAM WORK, AND INTERACTION
BUREAUCRATS/ASN	Job Satisfaction, Commitment	Collective Work, Fleksibel
PERFORMANCE	Efficiency is everything	Little teamwork, Collective Collegial
TEAM WORKING	Considered a process of negotiation and reconciliation of interests	Personnel and Programmers
COMMUNICATION	Crating communication with various stakeholders and customers	Team rotation-Increased Communication
CUSTOMER INTERACTION	Conduct Analysis and Use Systematic methodologies in interacting with customers & understanding the rules and creating good relationships	Focus on customers
ORGANISATIONAL SYSTEM	Design of work procedures, individual jobs, and workgroup activities	Specific rules regarding roles, relationships, and work procedures

The work of agile organisations is very different from traditional organisations. The staff form a small team and organise themselves. The Chairperson acts as a "tour guide" knowing which parts require innovation, but not telling them what to do, and how the staff innovates. The agile team functions will with people who deal directly with customers, both internal and external customers. This team is required to build close relationships with customers and

innovate in the delivery of services. When public organisations become agile, leaders and subordinates will interact easily, without the need for layered control, and they do not need a lot of regulations to speed up work practices, or to be able to motivate other team members. While those in top leadership roles, can focus on how to build the organisation to achieve these goals.

Figure 2. Agile Organisation as dominant organisational paradigm (Aghina et al 2018)



Research Method

Research sites

This research is located in three Provinces in Indonesia, namely DKI Jakarta Province, South Sulawesi Province and Gorontalo Province. The location is determined by the consideration that the three provinces are representatives of central government and regional governments in Indonesia. The participants of this research are all employees in the Provincial Office. The determination is based on the center of governance and the administration of public services at the office. The research design used is qualitative. The purpose of this design is to uncover and explain transforming work ethics of civil servants and bureaucratic culture organisations. The research strategy used is a case study. The purpose of this design is to uncover and

explain the role of central government and regional governments in crafting agile bureaucracy.

Results and Discussion

Dark Clouds Cover the Indonesian Bureaucracy

Reform emphasises higher productivity in the provision of public services, such as strategies in the regional autonomy policy. These include the rights, authority, and obligations of an autonomous region to regulate and manage their own government affairs and the interests of local communities. This is in accordance with statutory regulation No. 22 of 1999 concerning Regional Government, then revised with Law No. 32 of 2004 concerning Regional Government, then revised again with Law No. 23 of 2014 concerning Regional Government and finally Law Number 9 of 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Regional Government. The implementation of regional autonomy has been running for 21 years. This policy raises new problems, namely small regions asking central government to allow the formation of the New Autonomous Region (DOB). Until now there are 542 autonomous regions consisting of 34 provinces, 415 districts and 93 cities. The rise of DOB has triggered other regions to demand it. Until 2019 the Ministry of Home Affairs received 314 proposals for regional and provincial / district / city level expansion. In general, regional autonomy has run well. Regions can develop and explore their potential by absorbing and involving the community. Of course, there are still many shortcomings that must be corrected. Such as weak capacity issues, both personal, institutional, and financial, the application of competitive mechanisms in the public sector and dependence on e-government (Curristine et al., 2007). The main agent in reform is the bureaucracy. Bureaucracy has a role and power in realising reforms that aim to improve the efficiency of public administration in providing services and increasing revenue.

Bureaucratic reform is indeed a major problem in Indonesia. The bureaucracy faces a crisis of trust in public services. Bureaucrats tend to behave pragmatically in providing public services, and at times bureaucrats diminish their integrity and quality. In the survey on public service integrity index, Indonesia ranks 70th out of 109 countries. At ASEAN level, Indonesia is far behind other countries such as Timor Leste, Malaysia, Thailand and the Philippines, and even ranks in the administration services survey as the worst country with is ranked 97 (Thoha, 2012). Bureaucracy that fails in responding to various crises in its environment, makes it difficult to realise good governance. Bureaucratic failure is caused by various factors specifically the factors of power, incentives, accountability and bureaucratic culture (Mungiu-Pippidi et al. 2017). Good governance in the delivery of public services requires agile bureaucratic competence to design and implement policies. The preferred

bureaucracy is one that has an agile mindset so that it can implement accountable, transparent, responsive, inclusive, effective and efficient public services.

The regional autonomy policy turned out to produce small kings in the region, providing loopholes to regional leaders to commit corruption and making Indonesia fail to implement an ideal Weberian concept of bureaucracy. A Weberian bureaucracy was adopted by Indonesia because it was considered to be very suitable for a densely populated and culturally diverse country, although in reality the bureaucracy reflected the conflicting characteristics of social life. Bureaucracy in Indonesia was depicted as dependent on a hierarchical chain of command, continuity, impersonality, impersonal logic making the bureaucracy work in an inhumane way, confining employees to a formal and rigid structure so as to isolate them from their social environment. Bureaucracy applies formal rules, and rejects discretion, bureaucracy becomes subversion with self-created rules. The Weberian model that has so far been applied in Indonesia seems to have two sides to it; on one hand it can increase efficiency but conversely it harms the performance of the bureaucracy (Dwiyanto, et al. 2002)

Bureaucracy is characterised by political intervention and theoretically, political intervention against bureaucracy is indeed difficult to avoid. There are several reasons why this can occur. Firstly, strong traditional politics where kinship ties, political reciprocity, the desire to build a family-based government, need for security, and opportunistic behavior of bureaucrats influences the bureaucracy. Secondly, the checks and balances mechanism has not become part of regular culture and has not been implemented properly. Thirdly, the power possessed by politicians tends to be corrupt as stated by Lord Acton (Thoha, 2012) "power tends to corrupt". Fourthly, the low maturity of political parties and high dependence on bureaucracy. Fifth, the welfare conditions of bureaucrats or civil servants in low regions tends to give rise to the practice of rent seeking through hidden political activities, in order to get additional income. Sixth, sets of rules that are not yet clear and easily politicised, such as weak instruments for developing employees, the code of ethics has not yet been institutionalised, there is status to the regions as staffing supervisors, and concurrent positions of regional heads with the general chairman of political parties. The repercussion of this pattern of political relations with bureaucracy is that it tends to run harmfully. Thus bureaucracy is not in a position of balance. Many policies implemented by bureaucratic officials for political direction do not meet the existing mechanisms and requirements, thus further alienating bureaucratic professionalism and neutrality.(Dwiyanto, 2011)

In some ministries / institutions in Indonesia, there is a bureaucratic culture resembling agile culture. Currently, the Indonesian government conducts a leadership training policy. The training is conducted to create agile, such as national leadership training which is intended to realise agile bureaucracy through the creation of bureaucratic leaders who are able to change VUCA (Volatility, Uncertainty, Complexity and Ambiguity) into VUCA (Vision,



Understanding, Clarity and Agility). The expected leader is a leader who has leadership agility with leadership characteristics who have expertise in facing the global megatrend; an expert, achiever and catalyst. Leadership Agility, it is expected that the Bureaucracy can listen to the needs of the

Bureaucracy as a single unit from top to bottom and is regulated based on its authority, as well as by law, therefore it is very difficult to realise agile bureaucracy. To become an agile bureaucracy, it is necessary to pay attention to the rules about a) Customers, how bureaucracy gives more value to customers "be-all and end-all" during interaction; b) Working with small teams will make it easier because they can manage themselves and small teams will work on smaller projects or have shorter cycles, thus providing more interaction with customers; c) Networking is needed to reduce the top-down hierarchy, so that the bureaucracy can work together as an interacting network team. The three rules above are examples of operational and strategic agility that can make work better and can produce the latest innovations in the administration of public services. Agility companies or organisations will develop rapidly such as Amazon, Facebook, Google, Netflix, Microsoft, while companies in Indonesia that characterise themselves as agile are *GoJek*, *Grab*, *Bukalapak*. The agility of their business is an important reason why they become the most valuable companies in the world.

Table 4: The Best Conditions for Agile Bureaucracy

CONDITIONS	ENCOURAGING	DISCOURAGING
Market Environment	<ul style="list-style-type: none"> • Service requests, customer problems and solution options change frequently. 	<ul style="list-style-type: none"> • No big case, stable and predictable market environment.
Customer Appreciation	<ul style="list-style-type: none"> • Networking, tight collaboration, and rapid feedback are feasible. • Customers understand what they want when the service process running 	<ul style="list-style-type: none"> • Administrative requirements are rigid and numerous and not updated • Customers do not want to be invited to cooperate.
Innovation Type	<ul style="list-style-type: none"> • Problems are complex, solutions are unknown, and the scope is not clearly • Product specifications may change. • Creative breakthroughs and time to market are important. • Cross-functional collaboration is vital. 	<ul style="list-style-type: none"> • Similar work has been done before, and innovators believe the solutions are clear. • Detailed specifications and work plans can forecast with confidence and should be adhered to. • Problems can be solving sequentially in functional
Modulate of Work	<ul style="list-style-type: none"> • Bureaucrats build service innovations that have a positive impact and make it easier for customers to use • Work can be delegate to several parts or small team work and the cycle can be adventurous and results faster. • divisions that are late in innovating can still be arrange 	<ul style="list-style-type: none"> • Customers cannot enjoy the product because the system changes depending on changes in leadership • Imposed operational standards • Innovations are expensive and impossible because of budget constraints
Impact of interim conditions failures	They provide valuable learning.	They may be great damage.

Agile allows bureaucracy to face continuous change and develop in an increasingly volatile, uncertain, complex and ambiguous world. Agile is the only method used by government and private organisations, that is able to keep pace with changes in the market environment. Bureaucracy must change to Agile. Crafting agile bureaucracy enables bureaucrats to work in the same rhythm, and work together to solve complex problems that involve various stakeholders in a coordinated manner. When Agile can be properly applied by bureaucracy, bureaucrats who work in a team, will produce more value for their organisations and users of their services. These small teams will reduce operational costs and provide information more easily and quickly. In this way budgets can be flexible, move easily and openly. Agile bureaucracy crafting is about how bureaucrats work smarter, not harder, and for longer. This is not about how bureaucrats can do more work in a short time, but how bureaucracy generates more value with less work.

a. Agile Human Resources

Agility human resources (HR) is a challenge for HR managers who have been applying conventional management methods, especially where the work structure is administrative and non organic such as preparing forms, making and changing policies and giving directions. Agile bureaucracy needs to be a functioning living entity, rather than being a perfect bureaucracy, therefore HR managers need to emphasise selection, training, career development, reward systems, team development, communication and discipline. In formalised policies and practices HR is not avoided but is applied. Policy, practice and discipline do not automatically impede agility in the bureaucracy. Formality and systemisation can be agile boosters if goals are defined and dysfunction is avoided. The factors that most influence agile HR are:

1) Flexible Work Environment

Lately, many private organisations or business organisations implement flexibility policies ranging from working from home, working in co-working space, or providing a more flexible relationship choice at their workplace. Technological and digital advancements make it possible for an employee to work anytime and anywhere, without having to be limited by time and not having to come to the office. This certainly makes it easy for some parties such as working mothers and workers who live in sub-urban areas. Things like reducing the need to commute in busy traffic every day and providing a variety of work for employees so that they do not get bored doing only one job continuously. According to Shagvaliyeva (2014), flexible work arrangements (FWA) have three general categories, namely flexibility in scheduling, flexibility in location (tele-home working), and flexibility in time (part-time). However, this does not fully provide convenience for workers and therefore there is a

disruption of work-life balance, which can be eased by the use of email and chat communication. If employees are not careful and cannot manage their time well, flexibility in work can have repercussions for employees and organisations.

2) *Customise Own Work*

Customising one's own work enables ASN (Civil Servants) to organise and select jobs within the organisation. This concept tries to avoid the top-down organisational structure in the bureaucracy.

Table 6:

Question	Customise Own Work
Does the government provide equal opportunities for ASN to participate in organisational activities?	Yes
Does the government give ASN freedom to regulate and choose its work?	No
Does the government give an opportunity to ASN to determine employee work time preferences?	No

Large number of failures at work are often caused by misunderstandings between leaders and superiors, also because subordinates do not always work in their area of expertise. Agile is successful in a team dedicated to their work, this team interacts to get to know each other and avoid rigid organisational structures. Hierarchical bureaucracy was a great discovery when it was introduced more than one hundred and fifty years ago. The basic idea of a hierarchical bureaucracy is that work is arranged with individuals who report to managers, who tell them what to do and control them. Hierarchical roles, rules, plans and reports create order. Within a stable scope, the hierarchical bureaucracy has great power. Nonetheless within a changing world, where markets become turbulent, it is necessary to customise one's own work. The world needs innovation, a static plan becomes a liability. Inability to adapt causes big bang disruption. Scalability turns into an unmanageable complexity, because people want 'faster, better, cheaper, smaller, more personal and more comfortable. So ASN need to design their work within a horizontal agile world.

3) *Becoming an Agile Leader*

A reliable bureaucracy is one that has good management that ensures a complex system, people and technology can run smoothly. It should consist of elements of planning, budgeting, organising, staffing, controlling and solving problems. While the leader works on the process of these activities (Kotter, 1996) and implements changes in responsibilities, expertise and behavior of the leadership. In an agile bureaucracy, goals can change every

week, even every day so leaders need to prioritise their work according to the change. In an agile environment, the leader's behavior determines the agility of an organisation, so the agile leader is:

- a) Open to change, criticism and is firm
- b) Entrepreneurial
- c) Following training and skills in organising public services in order to create innovation
- d) Friendly and open to customers, and prospective customers.

Table 7: Agile Leadership

Leadership	Characteristics
Establish and develop the vision and mission of the Organisation in accordance with the demands for change	Able to make changes, allocate resources and innovate
Two-ways communication	Able to analyse problems and make quick solutions
Motivation and Inspiration	Skilled, motivated and flexible to people around him

Table 5: Flexible Work Environment (FEW)

FWE	Central Government Indonesia		Local Government Indonesia	
	Bureaucrats	Ministry	Bureaucrats	Institution
Flexi Time	YES	NO	NO	NO
	<ul style="list-style-type: none"> • Flexibility in personal matters. • Pressing time and costs, • Reducing stress, • Can set their own schedule, • Reducing the burden of workers, • Encouraging worker productivity, 	<ul style="list-style-type: none"> • Improving employee morale and engagement with the company, • Reducing the number of absences, • Reducing turnover, • Improving the company's image as a company 	<ul style="list-style-type: none"> • Poor communication and cooperation with coworkers and superiors, • The perception is not good from the surrounding environment, 	<ul style="list-style-type: none"> • Superiors find it difficult to coordinate and supervise their team members • Abuse of policies by workers, • Clients are difficult to contact workers,

b. Collaborative Network Agile Bureaucracy

Collaboration in bureaucracy is needed. Collaborative organisation is important as it becomes a place for bureaucracy to build and form cross-departmental networks, cross-skills to interact with each other, discuss, and give rise to solving problems that are difficult to solve by one department in the bureaucracy. This perspective is also used in a bureaucratic agile method to solve problems involving various departments and stakeholders who have different interests.

Collaborative network agile bureaucracy in this perspective allows bureaucrats to form agile teams that come from different departments, thus enabling teams to become agile because they receive new knowledge, share risk and resources and join complementary skills and capacities, which allows them to focus on their core competencies (Romero et al., 2011). Imperial states is collaborative organisations are organisations composed of other organisations that perform a variety of more traditional functions by institutionalising rules, procedures, and processes to coordinate organisational structures (O’leary et al., 2009).

The bureaucratic agile collaborative network as the organiser of governance and the public service provider needs to have the ability to realise the agreed policies to serve the community. In this era, public problems are increasingly complex, so collaboration within agile teams is inevitable. The government as a development leader is always faced with limited resources, and faces conflicts of interest from various departments that have conflicting interests. As a result, many formulated government policies fail in the field. Such conditions, based on a network perspective require agile bureaucratic collaboration, so that bureaucrats from different departments and stakeholders can eliminate conflicts in government. Based on its characteristics, the collaborative network agile bureaucracy in this study is the Governor's Team for the Acceleration of Development (TGUPP), which was formed almost throughout the whole of central and regional governments. This TGUPP was appointed based on the Governor's Decree to assist the governor. The team consists of experts in their fields from various disciplines, who work 100 percent for regional government.

The government of DKI had TGUPP in 2018 with 74 people; consisting of 14 chairpersons and 60 members, whose salaries came from the APBN DKI. The amount was Rp27.900 million people who are intended for TGUPP leaders, and Rp. 24 members. 930 million per person per month. The task of the TGUPP is to supervise the performance of the executive board of DKI Jakarta Provincial Government, so that absorption and ongoing programs can be in accordance with the plans drawn up in the Regional Medium-Term Development Plan (RPJMD). While the evaluation carried out by the DKI Jakarta government for TGUPP, is that DKI Jakarta's budget absorption is good. Therefore it is certain that TGUPP has been working optimally.

TGUPP South Sulawesi Province was formed to compile programs and budgets to accompany the expertise task, to provide input in making decisions. Salaries are given for seven TGUPP members. Each member is paid IDR 16.9 million per month and there are 31 experts, with a value of IDR.8.8 million per month. But in reality the formation of the TGUPP instead became the spotlight of the legislators of the South Sulawesi DPRD in the 2014-2019 period who considered that the TGUPP disrupted the performance of the provincial government, so it tended to slow down the performance of the government. To view and evaluate TGUPP performance based on periodic recommendations sent to the governor.

The results of this study indicate that the collaborative network of agile bureaucracy carried out by the government by forming TGUPP, tends not to show agile performance. TGUPP still dominates on political issues, not on how to create collaboration with other stakeholders. The community rejected this team because the process of appointing TGUPP members who were not experts in their fields, but people who had supported the governor during the governor election. This team should be able to become an agile team if the central and regional governments focus on accelerating development. The evaluation of TGUPP performance is also not based on what has actually been done, namely sharing skills, knowledge, building networks, but still at the administrative level such as budget absorption and policy recommendation documents. TGUPP has many teams that are considered agile, but do not get many benefits from these efforts. This team does not have an agile mindset. The challenge faced by TGUPP is to separate political and administrative issues, so that they can focus internally into the tasks carried out by the TGUPP team.

Collaborative Network Agile bureaucracy has three areas that make the basis for bureaucracy to become agility, namely:

- a) Citizen Area - bureaucratic efforts in carrying out governance which focus on the community as beneficiaries in government programs.
- b) Work Team Area - bureaucratic efforts are formed in self-organising work teams, work in short cycles and focus on how to provide value to the beneficiary community.
- c) Area Network - a bureaucratic effort to cut rigid bureaucratic hierarchical structure, so that organisations can work as interacting collaborative networks, focusing on collaboration to provide value to the beneficiary community.

This area includes two agilities, operational agility, and strategic agility to create collaborative network agile bureaucracy. Without an agile team, the Governor will not be able to accelerate development. Nimble bureaucracy maintains a stable top-level structure, but replaces many of the remaining traditional hierarchies with flexible and scalable team networks. Networks are a natural way of organising efforts because they balance individual



freedom with collective coordination. To build agile organisations, leaders need to understand human networks (business and social), how to design and build them, how to collaborate between them, and how to maintain and sustain them. An agile bureaucracy consists of a dense network of empowered teams that operate with high standards of alignment, accountability, expertise, transparency and collaboration. Organisations must also have a stable ecosystem, to ensure that these teams can operate effectively.

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