

Beyond Structural Simplification: Implementing Team-Based Work Systems in Indonesian Local Government

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Abstract: Bureaucratic simplification is a key agenda item for public sector reform in Indonesia, but reducing hierarchical layers does not necessarily automatically transform the way government organizations operate. This study aims to analyze how structural simplification translates into a team-based work system in local government and to identify organizational conditions that support and hinder this transformation process. The study employed a descriptive qualitative approach in the Organizational Section of the Regional Secretariat of Magetan Regency, Indonesia. Data were obtained through in-depth interviews with seven purposively selected informants—the Head of the Organizational Section, three Team Leaders, and three implementing staff—and supplemented by direct observation and document analysis. The analysis employed Grindle's policy implementation framework and Miles, Huberman, and Saldaña's interactive model. The results indicate that structural simplification has encouraged more flexible coordination, competency-based task allocation, and more decentralized operational decision-making. However, the transformation of the work system has not been fully achieved because team-based practices still coexist with a hierarchical work culture, unequal managerial capacity among Team Leaders, overlapping assignments, and relatively rigid administrative and budgetary mechanisms. This study concludes that structural simplification is a supporting condition, but not sufficient, to produce work system transformation and organizational agility. Effective transformation requires coordinative leadership, cultural adaptation, workload management, and alignment of administrative systems.

Keywords: Bureaucratic Simplification, Team-Based Work System, Work System Transformation, Organizational Agility, Policy Implementation.

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1. INTRODUCTION

Bureaucratic reform in the public sector is no longer solely oriented toward streamlining organizational structures, but also toward changing work methods to be more adaptive, collaborative, and results-oriented. The development of organizational agility demonstrates that public organizations need to be able to adapt their structures, processes, and coordination patterns to face increasingly complex environmental changes (Almazrouei *et al.*, 2024). In the context of government, an agile approach also encourages cross-functional collaboration and reduces reliance on long-standing hierarchical work patterns (Mergel, 2024; Neumann *et al.*, 2024). In Indonesia, this direction is realized through bureaucratic simplification policies that include simplifying organizational structures, equating administrative positions with functional positions, and adjusting work systems within government agencies

(Ministry of Administrative and Bureaucratic Reform of the Republic of Indonesia, 2021a, 2021b, 2022).

However, structural simplification does not automatically result in a transformation of the work system. Reducing bureaucratic layers requires changes in coordination, division of authority, leadership, responsibility, and work distribution. This issue becomes increasingly important when a team-based work system is implemented in an organization previously dominated by a hierarchical pattern. The Magetan Regency Government implemented this policy through Magetan Regent Regulation Number 31 of 2024, which regulates the work system for bureaucratic simplification (Regent of Magetan, 2024). In practice, implementing work through teams opens up opportunities for more flexible collaboration, but also demands the organization's ability to adjust coordination patterns and workload

distribution. This situation demonstrates that the success of bureaucratic reform is not solely measured by the reduction of structural layers, but also by the organization's ability to transform a leaner structure into an effective work pattern.

Previous research in Indonesia has discussed bureaucratic simplification from various perspectives. Amantha (2024) and Suryani and Diniawaty (2023) link bureaucratic simplification to efforts towards agile governance, while Ikaputri (2023) places it within the broader framework of bureaucratic reform. At the individual level, Pratama *et al.*, (2022) demonstrate the link between bureaucratic simplification and employee job satisfaction and performance, while Syaifuddin *et al.*, (2024) discuss changes in employee performance and motivation after the policy's implementation. International literature also shows that the transformation of public organizations is strongly influenced by the ability to build cross-functional collaboration, organizational flexibility, and supportive leadership (Baxter *et al.*, 2023; Mergel, 2024; Neumann *et al.*, 2024). Furthermore, organizational structure and organizational agility play a crucial role in driving innovation and creating public value (Almazrouei *et al.*, 2024).

While these studies have provided important insights into bureaucratic simplification and public sector transformation, a gap remains between the literature on bureaucratic simplification and work-system transformation. Studies in Indonesia have focused more on structural changes, job equalization, agile governance, and their consequences for employee motivation and performance. In contrast, international literature emphasizes organizational agility, cross-functional collaboration, and organizational adaptation. However, there is limited explanation of how bureaucratic structural simplification translates into team-based work systems at the operational level of local government in Indonesia. Specifically, the relationship between formal structural changes and team leadership mechanisms, division of authority, work distribution, resources, and bureaucratic culture requires further study.

Based on these gaps, this study offers a perspective beyond structural simplification by positioning work system transformation as a crucial stage in the implementation of bureaucratic reform. The research's novelty lies in the shift in focus from formal structural changes to the process of translating bureaucratic simplification into a team-based work system. With this perspective, bureaucratic simplification is understood not as the ultimate goal of reform, but as a starting point for changing patterns of coordination, leadership, responsibility, and work collaboration. Grindle's (1980) policy implementation framework, through the dimensions of policy content and implementation context, is used to explain how policy

substance interacts with organizational conditions in determining the implementation process of new work systems.

Therefore, this study aims to analyze how bureaucratic structural simplification translates into team-based work systems in local governments in Indonesia and to identify factors that support and hinder this transformation process. Conceptually, this study seeks to bridge studies on bureaucratic simplification, team-based work systems, and organizational agility, while also providing an understanding of the challenges of implementing bureaucratic reform at the operational level of local government.

2. LITERATURE REVIEW

2.1 Bureaucratic Simplification as Organizational Transformation

Bureaucratic simplification is part of public administration reform aimed at reducing hierarchical complexity, accelerating decision-making, and increasing organizational flexibility. In the Indonesian context, this agenda is implemented through simplifying organizational structures, equating administrative positions with functional positions, and adjusting work systems within government agencies (Ministry of Administrative and Bureaucratic Reform of the Republic of Indonesia, 2021a, 2021b, 2022). Thus, bureaucratic simplification involves not only changes to formal structures but also changes to coordination patterns, role allocation, and work mechanisms.

Studies in Indonesia show that bureaucratic simplification is closely related to efforts to build more adaptive governance. Amantha (2024) and Suryani and Diniawaty (2023) link bureaucratic simplification to agile governance, while Ikaputri (2023) places it within the broader framework of bureaucratic reform. At the individual level, Pratama *et al.*, (2022) demonstrate the link between bureaucratic simplification and employee job satisfaction and performance, while Syaifuddin *et al.*, (2024) highlight the dynamics of employee performance and motivation after the policy's implementation. These findings demonstrate that bureaucratic restructuring carries consequences that are not only administrative, but also organizational and behavioral.

2.2 Team-Based Work Systems and Organizational Agility

Simplification of bureaucratic structures needs to be accompanied by more flexible and collaborative work patterns. In this context, team-based work systems allow work to be organized based on objectives, competencies, and task requirements, rather than solely on the formal boundaries of organizational units. This pattern supports cross-functional coordination, a more dynamic division of responsibilities, and more responsive decision-making.

Team-based work systems are closely related to organizational agility, namely the ability of an organization to quickly adapt its structure, processes, and coordination patterns to change (Almazrouei *et al.*, 2024; Mergel, 2024; Neumann *et al.*, 2024). However, their implementation requires leadership support, employee capacity, clarity of responsibilities, and a collaborative work culture (Lagowska *et al.*, 2022; Krøtel & Løkke, 2025). Thus, the transformation to team-based work

systems depends not only on structural design but also on the organization's readiness to manage change.

To clarify the research's position, Table 1 presents a synthesis of previous research related to bureaucratic simplification, organizational agility, leadership, and team-based work systems. This synthesis is used to illustrate the current research position in analyzing how structural simplification translates into work system transformation in local governments in Indonesia.

Table 1: Synthesis of Previous Studies and Positioning of the Current Study

Author(s)	Research Focus	Main Findings/Contribution	Positioning Relative to the Current Study
Pratama <i>et al.</i> , (2022)	Bureaucratic simplification, job satisfaction, and employee performance	Bureaucratic simplification positively relates to job satisfaction and employee performance, with job satisfaction acting as a mediating mechanism	Focuses on individual employee outcomes rather than the operational transformation of work systems
Lagowska <i>et al.</i> , (2022)	Shared and transformational leadership in public organizations	Shared leadership contributes to team empowerment and performance, particularly when supported by transformational leadership	Provides a leadership perspective but does not address bureaucratic simplification or post-restructuring work systems
Baxter <i>et al.</i> , (2023)	Agile adoption in a public-sector IT project	Agile adoption encourages a one team culture and collaborative orientation while institutional tensions remain	Explains institutional challenges of collaborative work but in a project-based rather than local-government restructuring context
Suryani & Diniawaty (2023)	Bureaucratic simplification and agile governance	Bureaucratic simplification is positioned as part of the transition toward more adaptive governance, requiring organizational adaptation and continuous development	Provides a macro-level perspective on agile governance rather than operational team-based implementation
Ikaputri (2023)	Bureaucratic simplification within bureaucratic reform	Identifies institutional and regulatory measures supporting bureaucratic simplification as part of Indonesia's broader bureaucratic reform agenda	Emphasizes reform policies and institutional restructuring rather than transformation of day-to-day work practices
Amantha (2024)	Agile governance after bureaucratic simplification	Shows the implementation of agile governance following substantial structural simplification in the Lampung Provincial Secretariat	Closely related to the present study, but its primary focus is agile governance rather than the implementation mechanisms of team-based work systems
Almazrouei <i>et al.</i> , (2024)	Organizational structure, agility, and public-sector innovation	Organizational agility and change readiness contribute to public value-driven innovation, while organizational structure shapes these relationships	Provides evidence on structure and agility but does not examine bureaucratic simplification in Indonesian local government
Mergel (2024)	Agile work practices in public administration	Identifies opportunities and constraints for agile practices, including cross-functional teams, task prioritization, leadership, and bureaucratic hierarchy	Supports analysis of team-based working conditions but does not specifically examine post-simplification work-system implementation
Neumann <i>et al.</i> , (2024)	Agile adoption in government	Identifies different translations of agile, including agile governance that fosters cross-functional collaboration	Explains how agile practices are translated into government settings but not specifically following bureaucratic simplification
Syaifuddin <i>et al.</i> , (2024)	Performance and motivation after	Shows that structural change alone is insufficient without changes in	Reinforces the need to examine post-simplification

Author(s)	Research Focus	Main Findings/Contribution	Positioning Relative to the Current Study
	bureaucratic simplification	bureaucratic culture, competence, and employee motivation	organizational change but does not specifically analyze team-based work-system mechanisms
Current study	Bureaucratic simplification and team-based work-system implementation	Examines how structural simplification is translated into team-based work through the interaction between policy content and implementation context	Extends the discussion from structural simplification toward operational work-system transformation in Indonesian local government

Source: Compiled by the author based on a synthesis of previous research.

2.3 Policy Implementation and the Grindle Framework

Transforming work systems in public organizations is essentially a policy implementation process. Formally established policies do not automatically result in organizational change consistent with their intended goals. Implementation is influenced by the substance of the policy, the characteristics of the actors, the resources, the institutions, and the environment in which the policy is implemented (Grindle, 1980).

Grindle (1980) distinguishes policy implementation into two main dimensions: policy content and implementation context. Policy content encompasses the interests affected, the benefits generated, the degree of expected change, the location of decision-making, the program implementers, and the available resources. This dimension explains the extent to which policy design facilitates or complicates the implementation process.

Meanwhile, the context of implementation encompasses the power, interests, and strategies of actors; institutional characteristics; and the level of compliance and responsiveness of implementers. This framework is relevant for analyzing team-based work systems because the shift from hierarchical bureaucracy to more collaborative work patterns touches on aspects of authority, leadership, organizational behavior, and inter-actor relationships. Thus, Grindle's framework allows for analysis not only of what policies are designed

to do but also of how they translate into organizational practice.

2.4 From Structural Simplification to Work-System Transformation

Based on this literature, bureaucratic simplification can be understood as a structural change, while team-based work systems are an operational manifestation of that change. A leaner structure does not necessarily result in a more agile organization if it is not accompanied by adjustments in coordination, leadership, distribution of responsibilities, employee capacity, and work culture (Almazrouei *et al.*, 2024; Mergel, 2024; Neumann *et al.*, 2024).

Therefore, this article adopts a perspective from structural simplification to work-system transformation. Grindle's (1980) framework is used to explain how policy content and implementation context influence the process of translating bureaucratic simplification into a team-based work system. This perspective positions bureaucratic reform not merely as a change in formal structure, but as a process of transforming the way government organizations operate.

Based on a literature synthesis and Grindle's implementation framework, this study develops an analytical framework that illustrates the transition from structural simplification to team-based work system transformation. The framework positions policy content and implementation context as analytical lenses for understanding how structural changes translate into new work patterns, as shown in Figure 1.

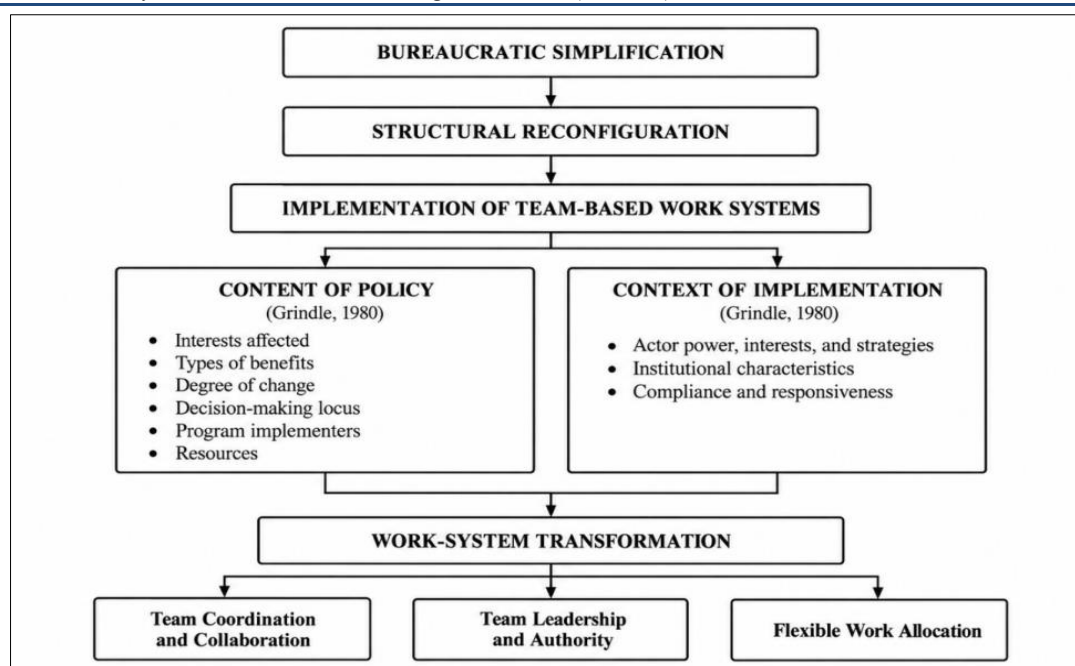


Figure 1: Analytical Framework of Structural Simplification and Team-Based Work-System

Source: Developed by the authors based on Grindle (1980) and the literature reviewed.

3. METHOD

3.1 Research Design and Setting

This study uses a descriptive qualitative approach to understand how bureaucratic simplification policies translate into team-based work systems at the operational level of local government. This approach was chosen because the research focuses on the implementation process, the experiences of actors, and the organizational conditions that support or hinder work system change.

The research was conducted at the Organizational Section of the Regional Secretariat of Magetan Regency, Indonesia. This location was chosen purposively because the Organizational Section plays a leading role in the implementation of Magetan Regent Regulation Number 31 of 2024 and is also involved in

the development of the work system regulations. This position provides a relevant context for observing how structural simplification translates into team-based work practices.

3.2 Participants and Data Sources

Research informants were selected using purposive sampling based on their relevance to the research objectives. Selection criteria included knowledge of work system implementation and direct involvement in policy implementation in the Organizational Section of the Magetan Regency Regional Secretariat. This approach enabled the research to obtain information from actors who understand the policy process and have experience with its implementation in organizational practice. Informant profiles and codes are presented in Table 2.

Table 2: Profile of Research Informants

Informant Category	Informant Code	Number	Role in the Study	Selection Basis
Head of Organization Division	HOD-01	1	Provides strategic and policy-level information on the implementation of the new work system	Direct involvement in policy implementation and organizational coordination
Work Team Leaders	WTL-01 to WTL-03	3	Provide information on team coordination, leadership, task allocation, and operational implementation	Direct responsibility for coordinating work teams
Executing Staff / Team Members	STM-01 to STM-03	3	Provides information on daily work practices, workload distribution, team interaction, and implementation constraints	Direct participation in team-based work
Total		7		

Source: Authors' field data (2026).

The research data consists of primary and secondary data. Primary data were obtained through in-depth interviews and direct observation of the implementation of the team-based work system. Secondary data were obtained from official regulations, policy documents, administrative archives, and other documents relevant to the implementation of the work system, particularly Magetan Regent Regulation Number 31 of 2024. The use of both types of data allows the analysis to compare the experiences of implementers with formal provisions and organizational practices in the field.

3.3 Data Collection

Data collection was conducted through in-depth interviews, observation, and documentation. The interviews used a semi-structured guide that allowed researchers to explore informants' experiences regarding changes in work patterns, team coordination, leadership, resources, and supporting and inhibiting factors in implementation. Observations were used to directly observe the implementation of the work system, while documentation was used to examine official regulations, policy documents, administrative archives, and other supporting evidence.

Data collection and organization were guided by Grindle's (1980) implementation framework. Policy content includes interests affected, types of benefits, degree of change envisioned, decision-making locus, program implementers, and resources committed. The context of implementation includes the power, interests, and strategies of actors; institutional characteristics; and compliance and responsiveness. Furthermore, the research identified internal and external factors that support or hinder work system transformation.

3.4 Data Analysis and Trustworthiness

Data were analyzed using Miles et al.'s (2014) interactive model, which includes data collection, data condensation, data display, and conclusion drawing/verification. Interview, observation, and documentation data were first collected and selected based on their relevance to the research focus. Next, the data were condensed and grouped according to the categories of policy content, implementation context, and supporting and inhibiting factors. The grouping results were then presented narratively and comparatively to identify patterns, similarities, differences, and interrelationships among the findings before conclusions were drawn in stages.

The credibility of the findings was strengthened through triangulation of sources and techniques, comparing information from leaders, team leaders, and implementing staff and checking its consistency with observations and documentation. Thus, interpretations were not based solely on a single group of informants or data collection method. Field data in the study were collected through interviews with all three groups of

informants and validated through direct observation and documentation studies.

4. RESULTS

The implementation of a new work system in the Organizational Section of the Magetan Regency Regional Secretariat is marked by a shift from a previously hierarchical work pattern to a team-based work mechanism. Three work teams operate within the unit: the Institutional and Job Analysis Team, the Public Service and Governance Team, and the Performance and Bureaucratic Reform Team. This pattern allows for more flexible assignments based on organizational needs and employee competencies, including the involvement of personnel across teams when necessary. However, its implementation still exhibits a number of transitional characteristics between the new structure and pre-existing bureaucratic practices.

4.1 Content of Policy

Policy content analysis shows that work system implementation impacts the interests, benefits, authority patterns, implementers, and use of organizational resources. Regarding the interests affected aspect, the group experiencing the most significant change is supervisory officials, who have transitioned to functional positions. This change shifts the basis of authority from structural authority to professional competence and team-based coordination. At the staff level, assignment flexibility also leads to changes in work distribution, as employees can be involved in more than one task or team as needed by the organization.

In terms of types of benefits, the new work system expands assignment flexibility and cross-functional collaboration. Work is no longer strictly limited by unit nomenclature, allowing human resources to be allocated based on competency, workload, and task completion requirements. The Head of Organization explained these benefits as follows:

"The benefit of this new work system is that it produces a more agile, more effective, and more efficient work pattern."(HOD-01, interview, July 30, 2026)

This flexibility is evident in the possibility of involving personnel from other teams to address specific needs and cross-functional work. In terms of the degree of change envisioned, the policy demands broader changes than simply eliminating structural hierarchy. Work patterns are directed from a relatively fixed division of tasks based on structure to a more dynamic mechanism based on targets, competencies, and teamwork. This change also demands a shift in behavior from an instructive work pattern to a more proactive and collaborative one.

At the decision-making locus, operational decision-making exhibits a more decentralized pattern. Section Heads have authority over personnel and team

composition, while Team Leaders manage the division of tasks and coordinate daily work. This delegation shortens operational coordination and provides greater scope for task completion at the team level.

From the program implementers' perspective, functional officials and staff have the substantive capacity to carry out work within their respective areas. However, the role of Team Leader is not yet fully accompanied by the structural authority previously held by supervisory officials. The findings also indicate two lines of accountability: substantive coordination of work occurs through the Team Leader, while administrative responsibility remains with the Section Head. Meanwhile, in terms of committed resources, the implementation of the work system is supported by budget, human resources, work facilities, and digital infrastructure such as e-Kinerja, SPBE, and SRIKANDI.

4.2 Context of Implementation

In the context of implementation, the process of implementing a work system is influenced by the actors' strategies, institutional characteristics, and the level of compliance and responsiveness of implementers. From the perspective of power, interests, and strategies of actors, support from regional and unit leaders is a crucial element in driving change. At the organizational level, implementation strategies are primarily implemented through performance dialogue, persuasive communication, non-financial rewards, and participatory task allocation. This approach allows for horizontal coordination without relying entirely on structural instruction patterns.

In terms of institutional characteristics, the Organizational Section holds a unique position because it is involved in both policy formulation and implementation. This situation supports a substantive understanding and a sense of ownership of the new work system. However, the work environment still exhibits a transition process between the demands of innovation and previous bureaucratic habits. One Team Leader described this situation as follows:

"It's starting to support it, but it's still a 50:50 split between innovation and bureaucracy. After the abolition of Echelon IV, the trend is indeed toward innovation. But the old culture hasn't completely disappeared."(WTL-01, interview, July 30, 2026)

This statement demonstrates that formal organizational change occurs concurrently with the process of adapting to work culture. Conventional administrative mechanisms remain in place as organizations begin to encourage more flexible and collaborative work patterns.

In terms of compliance and responsiveness, employees generally respond well to assignments when goals, priorities, role allocations, and work targets are

clearly communicated. Performance dialogues are used to align perceptions of team members' responsibilities and targets. However, responsiveness is not always uniform, influenced by the clarity of assignments, the Team Leader's readiness, changes in team leadership, and concurrent work. Thus, compliance with the new work system is relatively well established, while operational adaptability is still developing.

4.3 Supporting and Inhibiting Factors

The research findings identified supporting factors originating both within and outside the organization. Internally, the implementation of the work system was supported by the Organizational Section's substantive understanding of policies, leadership commitment, and the availability of Functional Officials who could be involved in forming competency-based teams. Externally, central government policies provided regulatory impetus for change, while support from the BKPSDM (National Human Resources Development Agency) and the Communication and Information Service (Diskominfo) assisted in adjusting the performance systems and digital infrastructure used in work implementation.

At the same time, several internal barriers exist. First, some employees are still adapting from a work culture oriented toward superior instructions to a work pattern that demands initiative and collaboration. Second, functional officials who become Team Leaders do not always possess the same managerial readiness, as functional positions inherently emphasize individual expertise. Third, flexible assignments can result in work overlap when an employee is involved in multiple teams while still performing routine administrative duties. One executive staff member explained:

"The challenge is that if you're assigned to several work teams simultaneously, it's sometimes difficult to manage your time, and you also have to complete routine administrative tasks such as SPJ."(STM-01, interview, July 30, 2026)

This condition shows that assignment flexibility can result in workload pressure if it is not accompanied by adequate priority setting and task distribution.

External obstacles stem primarily from changes in central government technical guidelines and regional budgeting structures. Regulatory adjustments that occur after policy implementation require regional governments to undergo repeated adaptations. Furthermore, the structure of the Budget Implementation Document (DPA), which is still based on sub-activities, does not always align with the needs of cross-functional and flexible work teams. This indicates a mismatch between the new work design and some administrative mechanisms that still adhere to the old pattern.

5. DISCUSSION

5.1 Structural Simplification and Work-System Transformation

Research findings indicate that structural simplification has created space for more flexible work patterns, but has not automatically resulted in a full transformation of the work system. Flatter structures allow for team-based coordination and assignments, but some bureaucratic practices persist. This suggests that structural simplification is better understood as a prerequisite for change, rather than the end result of organizational reform.

This interpretation aligns with Amantha (2024) and Suryani and Diniawaty (2023), who link bureaucratic simplification with agile governance. However, this study expands on this understanding by demonstrating that the relationship between structural simplification and agility is not automatic. Almazrouei *et al.*, (2024) emphasize the importance of agility for public organizations' ability to innovate, while Mergel (2024) and Neumann *et al.*, (2024) suggest that agile practices develop through changes in coordination patterns, interactions, and how organizations translate flexibility into daily work.

This difference can be explained by the fact that structural changes can be implemented through regulations and administrative decisions in a relatively short time, while changes in work methods require a longer adaptation process. Structure changes the formal structure of an organization, while work system transformation concerns how work is divided, coordinated, and accounted for after the structure changes. Therefore, the success of bureaucratic simplification should not only be measured by the reduction in hierarchical levels, but also by the extent to which the new structure results in more collaborative, flexible, and responsive work. Therefore, this study confirms that structural simplification is an enabling condition for work-system transformation, but not a sufficient condition for generating organizational agility.

5.2 Leadership and Cultural Adaptation in Team-Based Work

The shift to a team-based work system also changes the nature of leadership and organizational behavior. As structural authority is reduced, the Team Leader's effectiveness increasingly relies on the ability to coordinate members, build communication, divide work, and gain team buy-in. At the same time, employees are required to move away from work patterns that rely heavily on superior instructions and toward more proactive and collaborative ones.

These findings are consistent with those of Lagowska *et al.*, (2022), who demonstrated the importance of shared and transformational leadership in supporting team empowerment and performance. Krøtel and Løkke (2025) also demonstrated that leadership

quality and change leadership play a role in reducing negative employee responses during organizational change. In the context of agile government, Mergel (2024) and Neumann *et al.*, (2024) identified horizontal collaboration and responsibility distribution as crucial elements of more adaptive work patterns.

However, leadership change cannot be separated from cultural adaptation. Baxter *et al.*, (2023) show that agile adoption in the public sector takes place within an institutional environment with established norms and work habits. Pircher Verdorfer and van Ginkel (2024) also emphasize the importance of employee responsiveness and commitment in facing organizational change. In the context of this research, removing structural layers does not automatically eliminate work habits that rely on formal direction. Therefore, performance dialogue and internal communication are important mechanisms to help employees understand new roles, targets, and responsibilities.

The implication is that bureaucratic simplification must be accompanied by strengthening team leadership capabilities and change management. This development encompasses not only technical skills but also communication, delegation, conflict management, workload distribution, and the ability to build collaboration. Thus, flatter organizations require not less leadership, but more coordinative leadership and a more adaptive work culture.

5.3 Organizational Alignment and Administrative Constraints

The flexibility of team-based work isn't fully aligned with some supporting administrative systems. When employees can be involved in multiple teams but still perform routine administrative tasks, this flexibility can create conflicting priorities and workload pressures. The same applies when cross-functional work requirements must be met through relatively rigid budgeting and accountability mechanisms.

On a broader level, this condition shares a logical similarity with the concept of bureaucratic overburdening discussed by Fernández-i-Marín *et al.*, (2024), which is when implementation demands grow faster than administrative capacity to handle them. Although their study is at the level of national bureaucracies, the tension between demands and capacity provides a relevant perspective for understanding the pressures that arise in changing organizations. Haug *et al.*, (2024) also show that public sector change is not solely determined by technology, but by the interaction between technology, organizational structures, routines, and processes. Baxter *et al.*, (2023) provide a similar picture when agile practices confront long-established public procedures.

This research interprets this condition as organizational misalignment, a situation where work systems have been directed to be flexible and team-based, but some budgeting mechanisms, accountability, workload distribution, and administrative procedures still use the previous bureaucratic logic. This misalignment explains why flexibility does not always result in agility; without aligned workload management and administrative support, flexibility can actually turn into multitasking and work overload.

The implication is that work system reform needs to be implemented through alignment between organizational subsystems. Team formation must be linked to workload analysis, performance management, budgeting systems, digital support, and accountability mechanisms. Thus, organizational agility requires organizational alignment, not merely structural flexibility.

5.4 Integrative Interpretation

Integrately, this research shows that bureaucratic simplification is the beginning of the transformation process, not the end of reform. A leaner structure allows for teamwork, but the effectiveness of the transformation is influenced by coordinative leadership, cultural adaptation, workload management, and alignment between work systems and administrative mechanisms.

From Grindle's (1980) perspective, this condition can be understood through the interaction between policy content and implementation context. Policy design provides the direction and resources for change, while the implementation environment determines how the change is translated into organizational practice. Therefore, this article proposes a conceptual relationship: Structural Simplification → Team-Based Work System → Work-System Transformation.

This relationship is not automatic. The transition from one stage to the next depends on leadership quality, cultural readiness, and organizational alignment. The research's primary contribution lies in shifting the focus of reform evaluation from questions about how much structure is removed to more substantive questions about how the organization performs after its simplification.

6. CONCLUSION

This research shows that bureaucratic simplification does not stop at reducing structural layers but needs to be translated into concrete changes in the way an organization operates. The implementation of a team-based work system in the Organizational Section of the Magetan Regency Regional Secretariat has created more flexible coordination, competency-based task allocation, and more decentralized operational decision-making. However, this transformation is not yet

complete because the new work pattern still faces a hierarchical culture, limited team leadership capacity, overlapping assignments, and incompletely aligned administrative and budgeting mechanisms. Thus, structural simplification is an enabling condition, but not one that automatically results in work-system transformation and organizational agility.

Conceptually, this research contributes through the structural simplification → team-based work system → work-system transformation relationship. This transformation relies on coordinative leadership, cultural adaptation, and organizational alignment, while the inconsistency between flexible work patterns and administrative systems reflects organizational misalignment. Practically, bureaucratic reform needs to be accompanied by strengthening the leadership capacity of Team Leaders, more balanced workload management, and alignment of performance systems, digitalization, budgeting, and accountability with team-based work patterns.

This study was limited to a single local government organizational unit, using a qualitative approach and a limited number of informants. Therefore, the findings are contextual rather than broadly generalizable. Furthermore, the study did not quantitatively measure the impact of the new work system on organizational performance, service quality, or organizational agility. Future research could compare multiple local governments, use a longitudinal design, or apply mixed methods to examine the relationship between structural simplification, team leadership, cultural adaptation, organizational alignment, and organizational performance.

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