

## **Effective Local Government Organizational Structure in Improving the Quality of Public Services: A Literature Study**

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### **ABSTRACT**

This research examines the relationship between the effectiveness of local government organizational structure and the improvement of public service quality through a comparative analysis of two main studies, namely Effendi (2022) and Soeardi (2019). The discussion focuses on three main aspects: structural dimensions of the organization, management and implementation factors, and the impact of organizational change on service effectiveness. The results show that organizational restructuring oriented towards simplifying structures, decentralizing authority, and adjusting functional roles can improve the efficiency and responsiveness of public services. The success of these changes is largely determined by the application of strategic management and Total Quality Management (TQM) principles, as well as adaptive and participatory leadership. The study also confirms the importance of matching the design of the organizational structure with the local context, in line with the principles in various regulations such as Law No. 23 of 2014, Law No. 5 of 2014, and national bureaucratic reform policies. Thus, public sector organizational restructuring needs to be designed as a holistic process that synergizes structural design, managerial strategies, and human resource management to produce more effective, efficient, and accountable public services.

**Keywords:** Organizational Restructuring; Public Services; Local Government; TQM, Bureaucratic Reforms



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## INTRODUCTION

Public demand for high-quality, fast, and transparent public services is increasing in line with social dynamics and bureaucratic complexity at the local level, thereby necessitating a restructuring of local government organizations to make them more effective. Public services are a direct reflection of the quality of governance, especially at the regional level (Putu *et al.*, 2022). Local governments in Indonesia are faced with demands to provide services that are fast, accountable, and oriented to the needs of the community (Setiawan *et al.*, 2022; Marsidi *et al.*, 2021). However, in practice, many local government agencies still experience various structural and managerial constraints (Yuniar and Firmansyah, 2023). Problems such as bureaucratic complexity, unclear division of tasks, duplication of functions between work units, and slow decision making are still common issues (Rusliandy, 2022; Perbawa and Najicha, 2022). This phenomenon has a direct impact on the low quality of public services, decreased public satisfaction, and deteriorating the image of government institutions.

Organizational restructuring efforts have become a crucial strategy in responding to various structural and managerial challenges that hinder the improvement of the quality of public services, especially in the local government environment (Badi *et al.*, 2021). Bureaucratic complexity, overlapping functions between units, slow decision making, and limited human resource capacity are a number of issues that often hinder the effectiveness of public organization performance (Gumilar, 2020). In the context of decentralization and regional autonomy, these challenges are increasingly evident because each region has different characteristics and institutional capacity. Restructuring is not only interpreted as a change in the organizational chart, but also includes improving governance, simplifying procedures, and redistributing authority that is more adaptive to community needs (Umar and Tawafa, 2023; Taplin, 2006). This approach requires data-based planning, participation of all organizational components, and policy support that is in line with national legal frameworks such as Law No. 23/2014 on Regional Government and Law No. 5/2014 on State Civil Apparatus. Thus, organizational restructuring is not only a technocratic instrument, but also a strategic tool to encourage bureaucratic reform that is oriented towards effective, efficient and accountable public services.

Organizational restructuring efforts are one of the main strategies taken to answer these challenges (Umar and Tawafa, 2023). Restructuring aims to create organizations that are more efficient, flexible, and adaptive to the dynamics of community needs as well as technological and regulatory developments (Jerab and Mabrouk, 2023). However, (Men *et al.*, 2025; Mwaura and Gitari, 2018) say that the success of organizational restructuring in the public sector is not only determined by structural design alone, but is also strongly influenced by management implementation factors, human resource participation, and the suitability of the approach to the characteristics of the organization concerned. The fact that each study presents different approaches and results is an indication that there is no uniform understanding or strategy that is considered most effective in the context of local government in Indonesia. This emphasizes the importance of comparative studies that can identify common patterns and best practices from the various restructuring approaches that have been implemented.

This study aims to analyze the relationship between organizational structure effectiveness and public service quality through a comparison of two main approaches: the functional-managerial approach, which emphasizes leadership roles and bureaucratic simplification, and the structural-quantitative approach, which focuses on measuring organizational complexity, formalization, and centralization.

This research focuses on three main aspects, namely the structural dimensions of the organization, management and implementation factors, and the impact of organizational change on the quality of public services. With this comparative approach, it is expected to gain new insights that are more in-depth and applicable regarding organizational restructuring strategies in the public sector, especially within the scope of local government.

This research offers novelty in its approach by integrating qualitative and quantitative analysis from two different studies, as well as utilizing classical and contemporary organizational theories as the basis for analysis. In addition, the research focus on the local government context provides an important contribution to the literature that has been mostly centered on the central government level or large institutions. Thus, the results of this research are expected to be a strategic reference for policy makers and public management practitioners in designing organizational structures that are more effective, efficient, and responsive to community needs. This study used a qualitative approach with a comparative analysis method of two primary studies.

## RESEARCH METHOD

This research uses a comparative descriptive approach with qualitative methods, which aims to analyze and compare two previous studies on organizational restructuring in the public sector. The main focus is to evaluate the relationship between organizational structure effectiveness and public service quality in the context of local government in Indonesia. This study did not use primary data collection, but relied on secondary data from two previous studies by Effendi (2022) is evaluative-based qualitative study on the organizational structure of the Bandung Regency Regional Government and Soeardi (2019) is quantitative study with a survey approach at the West Bandung Regency Land Office.

Data collection techniques were carried out through documentation studies, which included: analysis of research reports, review of supporting literature, such as scientific journals, public organization textbooks, and change management theories and secondary data processing from the results of these previous studies to find similarities and differences in approaches.

Data were analyzed using thematic and comparative analysis, which was carried out through the steps of data reduction, data display, conclusion drawing and verification. The study objects come from two different government units, namely the Bandung Regency Regional Government and the West Bandung Regency Land Office. Both agencies were chosen because they both represent regional public service units, but with different restructuring approaches, so that they can be used as a valid comparison.

Because it uses a documentation and content analysis approach, the main research instrument is a document analysis guideline, which is compiled based on the variables and dimensions to be analyzed, namely: organizational structure (complexity, formality, centralization), implementation mechanism (team, managerial policy, HR evaluation) and results achieved (service performance indicators, process efficiency, public satisfaction). To maintain the validity and reliability of the data, theoretical triangulation was carried out by using various theories to test the suitability of the findings, and cross-source comparison by matching the findings of each study to see convergence or significant differences.

## RESEARCH RESULTS

Table 1. Key Variables Examined

| Study           | Organization Focus                  | Methodology  | Key Variables Examined  |
|-----------------|-------------------------------------|--|---|
| (Effendi, 2022) | Bandung Regency Government          | Qualitative Descriptive Study                                  | Organizational structure, management approach, public service quality                       |
| (Soeardi, 2019) | Land Office of West Bandung Regency | Descriptive analytical with survey with elemental explanation, | Organizational restructuring, public service quality, complexity, formality, centralization |

In the researcher's review of studies examining organizational aspects of local government in Indonesia, it was found:

- Methodologies differed between the studies (one used a qualitative approach while the other used a mixed method descriptive analytical survey with explanatory elements).
- Key variables examined across studies included: organizational structure/restructuring (in both studies), quality of public services (in both studies), management approach (in one study), complexity, formality, and centralization (each in one study).
- is no mention of quantitative studies or studies focusing on government organizations at the national level.

## Thematic Analysis

Table 2. Thematic Analysis

| Management and Implementation Factors |  |  |   |  |
|---------------------------------------|--|--|---|--|
| Management Studies Focus              | Focus  | Implementation of the Approach   | Service Quality Results   |  |
| (Effendi, 2022)                       | Management Streamlining, Role Clarification                              | Form a Special Team, Analyze Functional Roles                          | High error rates (70%) and process adventures (90%) were identified as areas for improvement. |  |
| (Soeardi, 2019)                       | Reorganize management for effectiveness                                  | Establish Criteria for change, ensuring proper deployment of personnel | 71.73% improvement in overall quality of public services                                      |  |
| Impact of Organizational Change       |  |  |   |  |
| Study                                 | Structural Changes   | Implementation Approach  | Service Quality Results   | Effectiveness Indicator  |
| (Effendi, 2022)                       | Transition from structural to functional roles forming specialized teams | Analyze job roles and workload, implement early retirement plans       | Identified high error rate and process repetition   | The need for continuous improvement to be more productive and responsive |
| (Soeardi, 2019)                       | Reorganize management, overcome formality                                | Establish change criteria that motivate employees                      | 71.73% improvevment in the overall  | Specific increases in complexity (40.16%).                               |

|   | complexity and centralization              |                                       | quality of public services   | formality (10.32%) and centralization (21.19%) |
|---|--|---------------------------------------|--|--|
| Implementation Success Factors  |  |                                       |  |  |
| Success Factors   | Challenge                                  | Solution                              | Impact Measures  |  |
| Establish a special team for restructuring assessment (Effendi, 2022) | Imbalance and dependency in task execution | Analyzing job roles and workload      | Reduction of service errors and process repetition (Effendi, 2022)         |  |
| Establish clear criteria for necessary changes (Soeari, 2019)         | Organizational units that are too large    | Ensure proper deployment of personnel | 71.73% improvement in the overall quality of public services Soeari, 2019) |  |

This research examines the relationship between effective organizational structure and the quality of public services in Indonesian local government, through a comparison of two studies with the main focus covering organizational structural dimensions, management and implementation factors, and the impact of organizational change, described below:

### Structural Dimensions & Service Quality

Studies conducted by Effendi, (2022) emphasize the importance of establishing an ideal organizational structure in order to create good governance. Restructuring in this context is done through streamlining management, reducing inter-departmental dependencies, and clarifying the roles and functions of work units (Jerab and Mabrouk, 2023) . The aim is to improve the effectiveness of internal coordination and speed up the decision-making process. This approach emphasizes *structural streamlining* simplifying hierarchies and clarifying lines of authority and responsibility which has long been associated with improved organizational efficiency (Billinger and Workiewicz, 2019)

The strategy is in line with Mintzberg's (1989) theory in (Lunenburg, 2012) , which classifies organizational structure design into five main parts: simple structure, machine bureaucracy, professional bureaucracy, divisional form, and adhocracy. In the context of public services, Mintzberg recommends lean and *semi-decentralized* organizational forms to strengthen responsiveness to the changing needs of society. Overly bureaucratic structures have the potential to impede the flow of information and reduce organizational agility in responding to problems (Albert, 2024).

In contrast to Effendi's more qualitative and normative approach, Soeari (2019) developed a quantitative model to assess the effectiveness of organizational restructuring by focusing on three main dimensions: complexity (40.16%), formality (10.32%), and centralization (21.19%). The three dimensions are derived from the classical structural framework widely described in organizational theory by Robbins and Judge (2013) in (Önday, 2016), which states that organizational structure is determined by the extent to which activities are divided, standardized, and coordinated.

- Complexity relates to the extent to which organizational units are divided according to function, region, and level of hierarchy. High complexity tends to create fragmentation of coordination and slow decision-making (Robbins & Judge, 2013). Therefore, simplifying the bureaucracy is one of the recommended solutions to create a more agile and adaptive structure.
- Formality refers to the level of standardization of procedures and rules. In the context of the public sector, too much formality can inhibit employee creativity

and flexibility, as suggested by Burns and Stalker (1961) in (Kessler, Nixon and Nord, 2016) in their mechanistic-organic model. Organizations that are too mechanistic tend to be less able to adapt to changes in the external environment.

- Centralization concerns the extent to which decision-making is done at the top level. Soeardi's findings show that excessive centralization can hamper the effectiveness of authority distribution. In the public sector, decentralization is considered to accelerate service delivery and increase local accountability Denhardt & Denhardt, 2007 in (Ibrahim, 2024) .

Both studies made important contributions in expanding the understanding of the design of effective public organizational structures. While Effendi emphasizes a *qualitative restructuring* approach based on managerial and functional aspects, Soeardi offers a quantitative *structural diagnostic* approach. Both agree that restructuring does not only involve changes to the boxes and lines in the organization chart, but also touches on aspects of change management and human resource development.

Their findings are also in line with other literature that highlights the importance of *fit* between *organizational* structure and organizational strategy (Galbraith, 2002), as well as the importance of *organizational alignment* in the context of bureaucratic reform (Pollitt & Bouckaert in (Akbar and Rulandari, 2021). In the study (Dewi and Kurniawan, 2019) it is stated that public sector organizational reform must target three aspects: structural improvements, changes in work culture, and increased accountability.

Theoretically, this discussion reinforces the relevance of classical organizational theory in the contemporary context, especially in the local government bureaucracy in Indonesia. In addition, the integration of qualitative and quantitative approaches in understanding restructuring provides evidence that good organizational design should consider the balance between structural efficiency and operational flexibility.

Practically speaking, this study confirms that the success of restructuring is highly dependent on:

- In-depth analysis of existing structures
- Data-driven planning and performance evaluation
- Active participation from all components of the organization, including front-line employees

## **Management & Implementation Factors**

Organizational management plays a central role in ensuring the success of restructuring, especially in the complex and dynamic environment of local government bureaucracy. A study by Effendi (2022) confirmed that the high error rate (70%) and repetition of processes (90%) in services are strong indicators of the need for strategic managerial intervention. To address this challenge, Effendi formed a special team and conducted a functional role analysis as the basis for implementing organizational restructuring.

This step is consistent with the principles of Total Quality Management (TQM), especially in the public service sector, which encourages continuous improvement through active managerial involvement. According to Osborne & Gaebler (1992) in (Weiss, 2014; Thompson and Riccucci, 2015) the success of bureaucratic reform is largely determined by how far leaders and management are involved in the process of change and HR development (Alya and Yusuf, 2024). In this context, management not only acts as a decision maker, but also as a facilitator of change (Olalekun *et al.*, 2021; Huriyah and Endraswari, 2016) also emphasizes that modern public organizations should prioritize developing the quality of human resources through the application of TQM



principles. This involves not only improving technical capabilities, but also strengthening work values, organizational culture, and structures that support service efficiency. Bounds et al. (1994) in (Zhao, Yeung and Lee, 2004; Zeng, Anh and Matsui, 2014) divide the dimensions of TQM into two sides: *Hard Side of Quality*, which includes process improvement, service system design, use of quality control tools such as *Quality Function Deployment (QFD)*, *Just In Time (JIT)*, and *Statistical Process Control (SPC)*, *Soft Side of Quality*, which focuses on leadership, organizational culture, employee engagement, and people development (Adeniyi *et al.*, 2024; Laily *et al.*, 2025). These two sides must run in parallel to produce comprehensive and sustainable service quality improvement.

On the other hand, (Soeari, 2019) applied a more systematic approach through surveys to appropriately establish criteria for personnel change and redeployment. This approach paid attention to the fit between individual capacities and functional positions in the new structure, which ultimately resulted in a 71.73% improvement in the quality of public services. The findings suggest that successful restructuring depends not only on the design of the structure, but also on strategic and planned managerial implementation. Soeari's approach is in line with Kotter's (1996) change management theory, which emphasizes eight key stages, such as creating a sense of urgency, forming a change coalition, developing a vision, and empowering employees to act in the direction of change (Carreno, 2024). Effective restructuring implementation must involve all elements of the organization, ensure clear communication, and provide participatory space for employees in the structural transition process.

Similarly Tawse and Tabesh (2020) also highlights the importance of strategic implementation in organizational change, which includes resource mapping, risk management, and structural adjustments to strategic goals.

A comparison between Effendi's and Soeari's approaches shows that: strong managerial intervention is needed to deal with service complexity and systemic errors. The application of TQM principles can be a comprehensive approach in restructuring public organizations (Marizka et al., 2013). HRM strategy and transformational leadership are key in implementing effective structural change.

Restructuring public organizations requires the support of a new work culture that is adaptive, collaborative, and results-oriented (Kardina and Frinaldi, 2024). Thus, the integration between organizational theory, change management, and real restructuring practices is an important basis in building public sector organizations that are more efficient, accountable, and responsive to community needs.

### **Impact of Organizational Change on Public Service Effectiveness**

Organizational restructuring is a strategic intervention that has a direct impact on the quality and effectiveness of public services (Darwis, Haning and Indar, 2020). In Effendi's research (2022), restructuring is done by changing the organizational approach from structural to functional. According to (Balogun, 2007) this step aims to create operational efficiency, including through workload evaluation and the implementation of early retirement programs as a form of human resource rationalization (DŹWIGOŁ, 2019). This approach is believed to be able to align the internal capacity of organizations with dynamic service needs, especially at the local government level. Meanwhile, Soeari (2019) directed organizational restructuring at three main dimensions, namely complexity, formality, and centralization. Through a change management approach, Soeari puts forward the importance of increasing employee motivation and work unit efficiency as the core of organizational change. This approach emphasizes the importance of employee involvement in the restructuring process so that they feel ownership of the changes that are taking place (Radojević et al., 2020; Errida and Lotfi, 2021).

These two approaches are in line with the view of (Christensen and Laegreid, 2007) which states that structural reform in the public sector will only succeed in improving responsiveness if accompanied by integrated managerial reform (Dewi and Kurniawan, 2019). Christensen emphasized that organizational change is not only about repositioning formal structures, but also targeting aspects of organizational culture, work patterns, and managerial behavior.

This is reinforced by (Walker et al., 2010) which shows that the effectiveness of organizational innovation in the public sector is highly dependent on the combination of top-down structural reform and bottom-up operational change. In other words, it is not enough for restructuring to be done only through policy or redesign of the organizational structure, but it must also involve changes in work patterns and active management of human resources.

Kotter (1996) in (Graves *et al.*, 2023) expresses his theory of change management also states that the impact of change will only be positive if there is: consistent communication of vision, thorough employee empowerment and a well-facilitated transition process. The efficiency of public services as the end result of restructuring is highly dependent on how the vision of change is internalized in every line of the organization. This requires adaptive leadership and a performance evaluation system that is responsive to the dynamics of change.

Furthermore, Pollitt & Bouckaert (2011) in their study of public management reforms in various countries emphasize the importance of *contextual fit* - that is, the suitability of the organizational structure design to the characteristics of the local political, social, and administrative environment. In the Indonesian context, this means that restructuring must consider regional autonomy, the capacity of the local bureaucracy, and the evolving needs of society.

The impact of organizational restructuring on public services is significant, as evidenced by the results of both studies. Both through the structural-functional approach and the quantitative approach based on organizational dimensions, the final results show an increase in efficiency and service quality. However, this success is highly dependent on the managerial ability to manage change, as well as the active involvement of human resources as the main implementers in the field.

As such, public sector organizational restructuring should be designed as a holistic process that integrates structure design, management strategy, and human resource management in a synergistic manner.

## CONCLUSIONS

This research confirms that an effective organizational structure is the main prerequisite for improving the quality of public services in local government. Through a review of two different approaches - namely the functional managerial approach by (Effendi, 2022) and the quantitative structural approach by (Soeari, 2019) it is revealed that organizational restructuring not only touches on the technical aspects of the structure, but also concerns change management, work culture, and human resource development.

Structural dimensions such as complexity, formality and centralization have a significant influence on organizational efficiency. Overly complex and centralized structures have been shown to hinder the responsiveness of public services. Therefore, streamlining the structure, decentralizing authority, and simplifying procedures are the main strategies to improve bureaucratic effectiveness.

Successful implementation of restructuring depends heavily on managerial leadership, employee participation, and a thorough *Total Quality Management* (TQM)



approach. Appropriate management interventions can reduce service errors, improve operational efficiency, and create a more adaptive organization.

The positive impact of restructuring is reflected in improved quality and efficiency of public services, but this can only be achieved if structural changes are accompanied by changes in organizational culture and participatory work systems. Taking into account the local context, regional autonomy and bureaucratic capacity, organizational structure reform in the public sector should be designed as a holistic process that is sustainable and oriented towards the needs of the community.

### Policy Recommendation

The restructuring of local government organizations needs to be directed at functionally streamlining structures and strengthening decentralization of decision-making. This step is in accordance with the mandate of Law No. 23/2014 on Regional Government and Permendagri No. 99/2018, which emphasizes the importance of organizational simplification to improve the effectiveness of coordination and acceleration of services. Overly complex and bureaucratic structures need to be avoided to optimize responsiveness to community needs.

On the other hand, the success of restructuring is largely determined by managerial strategies, including the application of Total Quality Management (TQM) principles and the development of apparatus human resources. Through regulations such as Law No. 5 of 2014 concerning ASN and PP No. 11 of 2017, local governments are required to strengthen the merit system in employee management and create an adaptive work culture. Transformational leadership is also key in managing change, facilitating innovation, and encouraging collaboration across work units.

Finally, any organizational structure reform should consider local contextual fit, as affirmed in the National Bureaucratic Reform Grand Design and PermenPAN-RB policies. Adaptation to regional capacity, social characteristics, and public service needs will result in relevant and sustainable reforms. Performance-based evaluation and active involvement of all organizational components are absolute requirements so that restructuring really has an impact on improving the quality of public services.

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