

ORGANIZATIONAL ENVIRONMENTS, ORGANIZATIONAL CHANGES AND INDONESIAN NATIONAL POLICE SERVICES

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ABSTRACT

A changing and developing environment, indeed, affects the organizational development of Indonesian National Police, called Polri in Bahasa. These environmental changes will affect the management of Indonesian National Police organization. The external environmental factors that most influence organizational activities of Indonesian National Police consist of micro external environmental factors, including the personnel of Indonesian National Police and the public, as well as the macro external environmental factors covering political and legal conditions in Indonesia. Organizational changes in Indonesian National Police institution have massively occurred since Indonesian National Police Reformation in 1999-2000 and due to the Bureaucratic Reforms launched by the government in 2010. The most prominent change from Indonesian National Police Reform is the organizational culture of Indonesian National Police, from previously having a military culture to fully become a police organization which protects and serves the community. Meanwhile, the changes due to the bureaucratic reform are implemented from the realization of programs and activities designed to improve the performance and the effectiveness and efficiency of Indonesian National Police's duties. By realizing and conducting these programs and activities, the level of public satisfaction with the services provided by Indonesian National Police has increased. This also shows an increase in the context of the image of Indonesian National Police in the eyes of the people.

Keywords: *organizational environment, organizational change, police services, police reform, bureaucratic reform*

1. INTRODUCTION

1.1 Background

According to Max Weber, an organization is a relationship framework that has a clear structure and within the organization, there are authorities, responsibilities, and divisions of work according to their respective functions. Robbins (in Risdwiyanto, 2017) categorizes companies in the service and

manufacturing sectors as organizations, including schools, retail shops, hospitals, churches, military units, police units, and government agencies at the regional and central levels.

Organizations themselves are grouped into two types, namely 1) organizations that aim to gain profit and 2) organizations that aim not to gain profit. According to Luthans (2011), the growth of these two types of organizations

cannot be separated from the environmental factors in which the organization exists. This is because the organization itself is also part of the environment. Therefore, the organization can not be separated from an environment that is experiencing changes and developments. Luthans also adds that these environmental factors can either encourage organizational growth or inhibit activities that affect the growth of the organization. In addition, an organization and their environment have a reciprocal relationship where they influence each other. This means that the organizational growth is influenced by the environment, and the environment is also influenced by the organizational development (Risdiyanto, 2017).

The idea of the organizational changes due to their environmental factors is also put forward by Utami (2007), who states that the environmental changes pressure the organizations to follow these changes. These changes are also forms of defense to keep the organizations from falling (Utami, 2007).

Based on the above ideas, Indonesian National Police can be categorized as a part of a non-profit organization. As a non-profit organization formed by the government, Indonesian National Police certainly has activities that are carried out in accordance with the assigned duties and functions. In order to support the smooth implementation of its duties and functions, Indonesian National Police must have a clear organizational structure and policies. The composition of these structures and policies is formed based on the organizational goals within the police agency. And as an organization that is part of the environment, Indonesian National Police organization cannot be separated from

the environment that forms it, both internal and external environmental factors. All the elements of Indonesian National Police mentioned above are also inseparable from the existing environmental change and development factors.

The environment that is always changing and developing affects the organizational development of Indonesian National Police. These environmental changes will have an effect on organizational management, especially on the organizational structure and policies of Indonesian National Police itself. This is because the organizational structure and policies made by Indonesian National Police will adjust to the environment in which Indonesian National Police exists. As stated by Utami (2007) above, the changes in management at Indonesian National Police institution are the forms of self-defense against changes in the existing environment by adjusting the organization to existing changes and developments.

1.2 Problems

Based on the explanation of the background above, this paper will discuss:

- 1) environmental factors that affect organizational activities of Indonesian National Police;
- 2) organizational changes at Indonesian National Police; and
- 3) services provided by Indonesian National Police personnel.

2. LITERATURE REVIEW

2.1 Organizational Environment

According to Risdiyanto (2017), the organizational environment are all elements that exist around the organization and have direct or

indirect influences on the organization's operating processes. Robbins (in Risdwiyanto, 2017) classifies the organizational environment into two parts, namely (1) the external environment and (2) the internal environment.

In the organization's internal environmental factors, environmental factors that affect the organization are within the organization. Meanwhile, factors in the external environment are factors that influence the activities of the organization. The external environment itself consists of the macro external environment and the micro external environment (Risdwiyanto, 2017).

In the micro external environment, these environmental factors have a direct influence on organizational activities. These micro external environmental factors consist of suppliers, intermediaries, labor, consumers, and investors. Meanwhile, macro external factors are factors that have an indirect effect on organizational activities. These macro external environmental factors consist of economic conditions, political and legal conditions, socio-cultural conditions, demographic conditions, globalization, and technological developments (Risdwiyanto, 2017).

2.2 Changes in Organizations

Organizational change occurs as a form of reaction to environmental changes that occur. And usually, organizational change is very clear when the organization has just undergone a change in leadership (Haveman, Russo & Meyer in Risdwiyanto, 2017). Environmental changes that occur push

the organization to always keep up with these changes. Changes made by these organizations are also a form of defense to keep the organization from falling (Utami, 2007).

A study that examines the effectiveness of organizational change in government institutions states that in government agencies, the organizational changes carried out must apply a well-planned change approach. In this planned change, the leader of the organization plays a major role in carrying out the changing process. These organizational changes will run effectively as long as the members of the organization also play an active role in supporting the changing processes. In addition, it is important that the leaders of the organization need to do several things during the changing processes, such as to clearly define organizational goals and provide encouragement to their members in order to support these changes (van der Voet, 2013).

2.3 Services Delivered by Government Institutions

In government institutions that engage in delivering services to public, the organizational function of these institutions is to provide service assistance to people who need these services. Government institutions are definitely required to provide the maximum and the best possible quality of services in order to achieve the community satisfaction as consumers in the services of these government institutions (Denhardt & Denhardt, 2007).

In providing the services conducted by in government institutions, there are complex interactions between the public and government employees. This is because society as the consumers has a

different role from the consumers in general service companies (Denhardt & Denhardt, 2007). Although the interactions that arise are complex interactions, Carlson and Schwarz (in Denhardt & Denhardt, 2007) describe eight lists of references that can be developed by government agencies in order to increase their levels of public service, as follows:

- a. convenience—the level of service comfort can be measured from the extent to which the government service system is available and easily accessed by the public;
- b. security—the level of security provided in government services can be measured by how safe and trusting people are in the services provided;
- c. reliability—this level of reliability is measured by the effectiveness of the service process and the efficiency of the service time provided to the community;
- d. personal attention—this level is for how well government officials provide information to citizens and how well the activities done help communities meet their needs;
- e. problem solving—at the problem-solving level, it is used to measure how and how well the government employees assist the community in providing information and meeting their needs;
- f. fairness—this level of justice is used to measure the level of public confidence that the services provided by the government to all people are fair;
- g. fiscal responsibility—this fiscal responsibility measures the extent

to which the public trusts the government to be accountable for the public service system and the funds provided; and

h. citizen influence—at this level, it is used to measure how people feel that they have influenced the quality of services they get from government services.

3. METHOD

In order to get data to be analysed, the researcher employs the qualitative approach. The main method applied here is document review or literature study.

4. RESULTS AND DISCUSSION

4.1 Empirical Facts

The Indonesian National Police (Indonesian National Police) is an agency established by the Indonesian government to carry out the functions in the field of security and public order. In its efforts to maintain the security and public order among the Indonesian people, Indonesian National Police has several functions, duties as well as responsibilities that must be carried out, which include to maintain security and public order, to hold laws enforcement, to protect and serve the Indonesian people. This is, indeed, in accordance with Law of the Republic of Indonesia Number 2/ 2002 concerning Indonesian National Police. The Law states that the main duties and responsibilities of Police are to maintain security and public order, to enforce the laws, and to provide protection and services to the community (Danendra, 2012; Ningsih, 2014).

Since the launching of Reformation Era, Indonesian National Police institution has also undergone such a reform, called Indonesian National Police Reform. The Indonesian

government started the police reform in 1999 by separating the police from the Indonesian Armed Forces (TNI) to become under the Indonesia Ministry of Defense and Security (Dephankam). Then, in 2000 as the second phase of the police reform, President Abdurrahman Wahid issued a presidential decree Number 89/ 2000 which states that Indonesian National Police is separated from the Indonesian Ministry of Defense and Security and puts Indonesian National Police under the Indonesian president. Since then, Indonesian National Police is directly responsible to the president (Siregar, 2014).

Following these reforms, Indonesian National Police institution itself has also undergone several changes. Such changes include three main aspects, namely changes in structural, instrumental, and cultural aspects. In addition to the institutional changes that are formed because of the police reforms, Indonesian National Police institution has also experienced other changes based on the bureaucratic reforms launched by the government in 2010.

In 2010, the Indonesian government issued the Presidential Regulation Number 81/2010 concerning the 2010-2025 Grand Design for Bureaucratic Reform, and the Regulation of the Minister of Empowerment of State Apparatus and Bureaucratic Reform Number 20/2010 concerning the 2010-2014 Road Map for Bureaucratic Reform. The bureaucratic reform aims at creating a better government system and free from corruption, collusion and nepotism (KKN). Such reform includes all government institutions and agencies, including the police (Indonesian National Police) (Haribowo, Wijaya, & Mardiyono, 2012).

Hariwibowo et al., (2012) reveal that the forms, functions, and duties of Indonesian National Police have changed based on the demands of society at that time. And with the existence of the Indonesian National Police Reform established during the reformation era, it is expected that the functions of the Indonesian National Police—which used to act as a tool of power—will change to become a protector, a servant, and a law enforcer in accordance with the governing laws. As an agency formed to create security and public order, Indonesian National Police is required to be able to adapt to the developments and changes occurring in the community environment. This is done by updating and improving the ineffective regulations and systems.

4.2. Discussion

4.1.1 Indonesian National Police Environment

As part of the community environment, organizations within Indonesian National Police are certainly influenced by environmental factors surrounding them. The changes in environmental factors usually have an influence on organizational changes in Indonesian National Police especially changes from external environmental factors. One of the the micro external environmental factor that has an influence on the organizational activities of Indonesian National Police is the human factor. In this context, human factor is the personnel of Indonesian National Police itself and the consumers, namely the community or the public. The human or workforce factor—consisting all levels of the Indonesian National Police personnel—is the most important implementing element as a

driving force of all existing elements and the actor of the organizational activities. As the most important element, the Indonesian National Police personnel play an important role in achieving the organizational goals. The success of the Indonesian National Police personnel in carrying out their duties affect the level of performance in the Indonesian National Police organization; the better the personnel in carrying out their duties and functions, the better the performance of the Indonesian State Police.

In order to support the improvement of the Indonesian National Police's performance, the Indonesian National Police itself has made its own policies in the process of selecting the candidates for the Indonesian National Police members as well as other policies related to improving the quality of its personnel, such as workshops, trainings and educations, and training activities. This has been regulated in three programs in the decree of the Indonesian National Police Chief Number: Kep/541/V/2016 concerning the Ratification of the 2016-2019 3rd Road Map Bureaucratic Reform of the Police, namely the program of structuring the human resource management (HRD) system, structuring and strengthening the organizational program, as well as the strengthening program of working accountability (Police Bureaucratic Reform of West Sumatra Regional Police).

Besides, the Indonesian National Police personnel are also required to provide their best possible public services to the community. In order to improve the quality of these public services, the Indonesian National Police has created several programs to

help Indonesian National Police personnel carry out their duties and functions better and to bring personnel closer to the community. The program published and endorsed by the Indonesian National Police Chief is a program to improve the quality of public services. In this program, there are a number of activities that support the improvement of the quality of public services, including the implementation of public service standards; the application of minimum service standards at police resorts; and sector police-community participation in the delivery of public services (Police Bureaucratic Reform of West Sumatra Regional Police).

In terms of changes in macro external factors, one of the factors that most influences the organizational activities of the Indonesian National Police are the political and legal conditions in Indonesia. Since the era of Indonesian independence, the system of government in this country has undergone several changes. Such changes in the governmental system also had an impact on system changes in several fields, including the economic, political, social, legal, and cultural fields. It is political and legal changes that have a major influence on the system changes in government institutions and agencies in Indonesia.

It is the changes in the government system in the reform era that had a major impact on organizational changes in the institution of the Indonesian National Police. In the reform era, the government determined that the position of the Indonesian National Police was separated from the Indonesias Armed Forces (TNI) and it is now directly under the President. In addition, in 2010 there was a change in

regulations whereby the government issued a new regulation on bureaucratic reform which involved all political institutions and agencies in Indonesia, including the Indonesian National Police. The bureaucratic reform aims at realizing a better government system, and it is free from collusive corruption and nepotism, and is one of the government's efforts to achieve a good governance program (Haribowo, Wijaya, & Mardiyono, 2012).

4.1.2 Organizational Changes in Indonesian National Police

Since the Indonesian National Police Reform was launched in 1999 and 2000, the Indonesian National Police has experienced several changes in the context of its structural, instrumental, and cultural aspects. The Indonesian National Police reforms that have been done in the context of its structural aspect are changes in the police institution in the field of administration, organization, composition, and position. Police reforms in context of its instrumental aspect are also called philosophical changes, namely changes in vision, mission, doctrine, authority, competence, ability to function, and science and technology. Meanwhile, police reforms in the context of its cultural aspect aims to improve the quality of services delivered to the community through various improvements to the recruitment system, education system, material facilities and services system, budget system, and operational system (Siregar, 2014).

In addition to the structural and instrumental changes in the Indonesian National Police institution, the Indonesian National Police reforms

have also brought changes to the Indonesian National Police's organizational culture, from previously having a military culture of to become the Indonesian National Police which fully protects and serves the community. It is this change that demands the Indonesian National Police to be closer to the community in order to remove the military image that was once attached to the police. By eliminating the military image of the Indonesian National Police, it is highly expected that it can increase the level of public trust in the Indonesian National Police personnel.

This is also stated by Hariwibowo et al. (2012) which explains that changes in the context of the form, function, and duties of the Indonesian National Police are a form of adjustment of the Indonesian National Police organization to the demands of its society in its era. And with the existence of the Indonesian National Police reform during the Reformation Era, it is highly expected that the function of the Indonesian National Police, which used to act as a tool of power, will change to become protector, servant, and enforcer in accordance with the governing law. As an agency established to create and maintain security and public order, the Indonesian National Police is, indeed required to be able to adapt to developments and changes in the community environment. This is done by updating and improving the current ineffective regulations and systems. Apart from the organizational changes that occurred due to the Reformation Era, organizational changes in the body of the Indonesian National Police institution also occur due to the

issuance of bureaucratic reform regulations by the government, namely Presidential Regulation Number 81/2010 concerning the Grand Design of 2010-2015 Bureaucratic Reform. In order to support the realization of these reforms, the Chief of Indonesian National Police has issued a decree of the Chief of Indonesian National Police Number: Decision/541/V/2016 concerning the Ratification of the Bureaucratic Reform Road Map for the 3rd Bureaucracy of the Indonesian National Police of 2016-2019 which includes nine programs, 31 activities, 171 action plans, and 17 quick wins or accelerated programs (Police Bureaucratic Reform of West Sumatra Regional Police).

The programs listed in the decree of the Chief of the Indonesian National Police consists of programs to improve the quality of public services, legislation structuring programs, governance management programs, organizational structuring and strengthening programs, human resource management system structuring programs, change management programs, strengthening supervision programs, supervisory strengthening programs, performance accountability strengthening programs, and a monitoring and evaluation programs of bureaucratic reform (Police Bureaucratic Reform of West Sumatra Regional Police).

In the nine sorts of program mentioned above, there are activity plans that support the achievement of the objectives of the program. These activities are designed to improve the quality of the work of the Indonesian National Police personnel, to improve the performance of the Indonesian National Police, to increase the sense of

security and comfort of the community, to improve work effectiveness and efficiency, and to increase the level of public satisfaction with the Indonesian National Police personnel services.

4.1.3 Services Provided by Indonesian National Police

The Indonesian National Police institutions as a government institution that provide services in the field of security and public order is required to be closer to the community in order to increase the level of public trust in the Indonesia National Police. As a government agency, the Indonesian National Police can improve its services by applying the eight principles of reference outlined by Carlson and Schwarz. The use of these eight principles can help the Indonesian National Police improve the performance of its services and in this way the Indonesian National Police can raise its image in the eyes of the public. Therefore, it is increasing the level of public trust in the Indonesian National Police personnel. The survey conducted by the Media Group research and development on public satisfaction with the performance of the Indonesian National Police and the image of the Indonesian National Police itself shows that the public's assessment of the image of the Indonesian National Police is still bad. Besides, half of the respondents are feeling dissatisfaction with the performance of the Indonesia National Police in overcoming crimes (Gaussyah, 2012).

The low level of public satisfaction and the image of the Indonesian National Police is due to the facts that the public thinks there is still abuses of power and the quality of service delivery is still under the standards. The abuse of

power carried out by the Indonesian National Police is in providing services, some members of the Indonesian State Police (Indonesian National Police) still abuse their power by using violence that exceeds their authority, and there are still those who demand compensation in the form of money by taking levies, amicable fines, and even extortion. Meanwhile, the low quality of service delivery is shown by members of the police who still discriminate, stall for time, are arrogant, disrespectful, and slow. Moreover, the public is still questioning the ways how to treat elderly people and children (Gaussyah, 2012).

However, based on the results of the survey on the level of public trust conducted by the Populi Center in 2017, the Indonesian National Police is at the third level. The police organization is also at the fifth level based on another survey conducted by the Poltracking Indonesia. The survey results have also showed that there is an increase in the level of public trust in the Indonesian National Police and most people are satisfied with the performance of the Indonesian National Police in 2017 (Sohuturon, 2017).

The same condition is also stated by the Executive Director of the Indonesian Police Research Institute (Lemkapi). The Director mentions that the level of community satisfaction with the performance of the Indonesian National Police is in a good position, and only 21 percent of the respondents interviewed said they are not satisfied. Most of the people who become the respondents of the survey also mention that their dissatisfaction is with the lack of clarity of the problem solving of the cases carried out by the Indonesian National Police. Besides, the

community also complained about services in the traffic sector (Nugroho, 2017).

The results of the survey above indicate that the level of community satisfaction with the services provided by the Indonesian National Police has increased. This also indicates an increase in the context of the image of the Indonesian National Police in the eyes of the public. This increase is shown after the existence of programs and activities from the bureaucratic reforms conducted based on the decree of the Indonesian National Police Chief as the follow up of the Presidential Regulation Number 81/ 2010 concerning the 2010-2025 Grand Design of Bureaucratic Reform.

5. CONCLUSIONS

The conclusions obtained from the study are as follows:

1. The environment that is always changing and developing affects the organizational development of the Indonesian National Police. These environmental changes will have an effect on organizational management, especially on the organizational structure and policies of the Indonesian National Police itself. These changes will affect the performance of the Indonesian National Police services delivered to the community.
2. It is the external environmental factors that most influence the organizational activities of the Indonesian National Police. The external micro environmental factor that has an influence on the organizational activities of the Indonesian National Police is the human factor, namely the Indonesian

National Police personnel itself and consumers, namely the community. Meanwhile, it is the changes in external macro factors, political and legal conditions in Indonesia that affect the organizational activities of the Indonesian National Police, especially in the changing Indonesian government system and regulations issued by the government which has an influence on the organizational system of the Indonesian National Police.

3. The Indonesian National Police has undergone several changes in the context of the structural, instrumental, and cultural aspects since the Indonesian National Police Reformation launched in 1999 and 2000. The most prominent change is the Indonesian National Police's organizational culture, from previously having a military culture to become the Indonesian National Police which fully protects and serves the community. In addition, organizational changes in the Indonesian National Police institution also occur due to the issuance of bureaucratic reform regulations by the government, which led the Indonesian National Police Chief issued a decree containing programs and activities designed to improve the quality of work of the Indonesian National Police personnel, to improve the Indonesian National Police performance, to increase the sense of security and comfort of the community, to improve work effectiveness and efficiency, as well as to increase the level of community satisfaction with the service of the

Indonesian National Police personnel.

4. Based on several surveys from year to year, it shows that the level of public satisfaction with the services provided by the Indonesian National Police has increased. This also indicates an increase in the image of the Indonesian National Police in the eyes of the public. This increase is shown after the existence of programs and activities from bureaucratic reform issued by the Chief of the Indonesian National Police since the existence of Presidential Regulation Number 81/2010 concerning the Grand Design of 2010-2025 Bureaucratic Reform.
5. Organizational changes in the Indonesian National Police institution is encouraged because of changes in external environmental factors. These changes are implemented in the form of new systems, regulations and policies, and activity programs that support the success of these changes. The programs and activities launched have brought results, namely improvements to services and enhancement of the image of the Indonesian National Police in the eyes of the public.

6. IMPLICATIONS

The suggestions that can be given based on the results of the study are as follow:

1. The Indonesian National Police institution must always pay attention to the changing and developing environments surrounding it.
2. The Indonesian National Police should issue decisions or policies on

management which are in accordance with the external and internal environment of the police organization.

3. The Indonesian National Police should keep on doing its best in order to continuously improve the quality of its services delivered to the public.

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