

## Simplification of the Bureaucracy at the Nasional Research and Innovation Agency (Case Study at BRIN's Purwodadi Botanical Gardens)

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### Abstract

*This study aims to analyze the simplification of the bureaucracy in the National Research and Innovation Agency (BRIN). This study uses a qualitative approach. Data collection techniques were carried out by reviewing legislation, interviews, and observations. The data analysis technique used by the author in this research is interactive model analysis. Bureaucratic simplification is a mandate from the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 25 of 2021 concerning Simplification of Organizational Structure in Government Agencies for Bureaucratic Simplification. Simplification of the bureaucracy aims to realize effective and efficient government governance by optimizing the use of an electronic-based government system. The implementation of bureaucratic simplification presents its problems and challenges, especially related to employee adaptation. The results showed that with the simplification of the bureaucracy at the Purwodadi Botanical.*

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### 1. INTRODUCTION

Reform of the government bureaucracy, namely the exercise of authority carried out in the context of implementing new regulations for the public administration system by changing the objectives, structures, and procedures to better facilitate the achievement of development goals (de Guzman and Reforma, 1993).

In essence, bureaucratic reform is a restructuring process both internally and externally. The concept of reform is broad, encompassing structural and cultural reforms. According to other concepts of bureaucratic reform: structural (institutional), procedural, cultural, and

bureaucratic ethics according to Nurdjaman (2002) in (Rusfiana & Supriatna, 2021).

Before the reform in Indonesia, there were several bureaucratic problems such as inactivity of government services, bribery in licensing services, procedures, complicated administration, and a flat structure that tended to be inefficient and even wasteful in budget management (Haning, 2018).

The status of the bureaucracy in Indonesia is not good, considering the mindset of bureaucrats is still less interested in public demands for change and services. Many bureaucrats seem arrogant and indifferent, the undeniable practice of corruption,

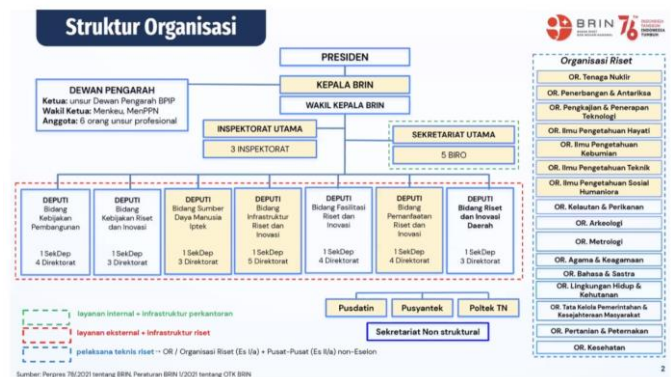
collusion, and nepotism (KKN) also occurs in government agencies. The government's promise and consistency to create a clean, accountable and professional bureaucracy continues to be questioned (LAN RI, 2020) Bureaucratic Reform in the management of public activities and public services is aimed at creating professional and accountable bureaucratic performance. In various efforts to improve service, the bureaucracy is expected to focus more on customer satisfaction. This can be achieved if the service bureaucracy positions citizens like service users (Lestari, 2019).

The government's efforts to carry out bureaucratic reform are proven by the five priority directions for 2019-2024 by the President of the Republic of Indonesia, which consist of Human Resource Development (HR), Infrastructure Development, Regulatory Simplification, Bureaucracy Simplification, and Bureaucratic Transformation (menpan.go.id, 2022).

One of these powers is the simplification of the bureaucracy which will be carried out optimally. Bureaucratic simplification focuses on simplifying the bureaucracy into 2 echelon levels and transitioning structural positions into functional ones. Another role of bureaucratic simplification is to create a dynamic, agile, and professional bureaucracy with the aim of increasing efficiency and effectiveness in supporting the provision of public services to the community (makassar.lan.go.id, 2020). One of the simplifications of bureaucracy in Central Agencies occurred at the National Research and Innovation Agency (BRIN). Presidential Regulation Number 33 of 2021 effectively establishes BRIN as the only national research agency. The regulation stipulates that all Indonesian national research bodies such as the Indonesian Institute of Sciences (LIPI), the Agency for

the Assessment and Application of Technology (BPPT), the National Nuclear Energy Agency (BATAN), and the National Institute of Aeronautics and Space (LAPAN) join BRIN (Pemerintah RI, 2021).

**Picture 1.**  
Overview of the Organizational Structure of BRIN



Source: National Research and Innovation Agency

The National Research and Innovation Agency (BRIN) has a role in realizing an effective and efficient, clean, and accountable government, as well as having quality public services. The National Research and Innovation Agency has a strategic objective of a) Increasing the Productivity of Inventions and Innovations for Competitiveness; b) Improving Good Governance in the Context of Bureaucratic Reform (Kompetensi et al., 2021). The merger of 4 non-ministerial government institutions (LPNK) created havoc for Indonesian research and made the organization very fat (Khudori, 2021). The process of simplification of bureaucracy is ideally carried out by structuring the Organizational Structure and Work Procedure (SOTK) first, then proceeding to the process of equalizing positions (Fitrianingrum, 2019). However, until now, after the enactment of Presidential Regulation Number 33 of 2021, it can be seen that the bureaucratic reform carried out has not been maximized the main duties of the function of the position



are not clear and there are human resources that are placed not in accordance with their scientific fields or competencies. This fact illustrates the impact of simplifying the bureaucracy with the increasing complexity of bureaucratic problems in an effort to realize public services in accordance with the principles of good governance. Based on the problems encountered by the author, at the National Research and Innovation Agency (BRIN), the author is interested in analyzing the simplification of the bureaucracy at the National Research and Innovation Agency (BRIN).

## 2. LITERATURE REVIEW

### a. Bureaucracy

Bureaucracy comes from the Greek, bureau which means desk or office, and the word kratia (creation) which means government. In French, bureaucracy is synonymous with the word bureau which means office. In another definition, bureaucracy is a way of working or the arrangement of work that is slow, and according to rules that have many twists and turns. According to Weber, bureaucracy is a mere organization. The application of bureaucracy is always associated with the goals to be achieved (Santosa, 2012). Weber actually stated three main elements in his bureaucratic concept, namely 1) bureaucracy is seen as a technical instrument, 2) bureaucracy is seen as an independent force, 3) bureaucracy is seen as capable of getting out of its actual function because its members tend to come from particular social classes (Thoha, 2003).

The Weberian bureaucracy concept assumes that the bureaucracy can stand alone and is not bound by political power. The government bureaucracy is positioned as a neutral power that prioritizes the interests of the nation and state as a whole so that bureaucrats and the political forces that govern it can benefit them. In principle,

Weber's ideal type of bureaucracy is aimed at supporting organizational efficiency and effectiveness in line with the demands of democracy. According to him, there are 3 (three) types of authority, namely charismatic authority, traditional authority, and legal authority. These types have very significant differences. Charismatic authority, the leader moves the community on the basis of his authority. In traditional authority, the leader moves the community on the basis of respect for the patterns of the old order that has been well established. While legal authority, leaders move people because they believe that those ordered are in accordance with their duties and functions as stated in the applicable legislation, according to Albrow (1983) in (Sumaryadi, 2016 : 37-38).

The ideal type is used to compare the bureaucracy between one organization and another in the world (Thoha, 2003 : 17). simplify the thinking of Weber and Albrow regarding the criteria in the ideal type of rational bureaucracy, namely : 1. Each official is individually free and limited by his position as long as he carries out his personal duties in his function.

2. These functions are arranged with hierarchical levels from top to bottom and sideways.

3. The duties and functions of each position are different from each other and are specific.

4. Every official has a contract of office that must be carried out. The job description of each official is the domain of authority and responsibility that must be carried out following the contract.

5. Each official is selected based on professional qualifications, ideally through a competitive exam.

6. Each official is entitled to a salary, together with the right to a pension, according to the level of the hierarchy of positions he holds. Each position may decide to exit at its sole discretion, and the contract may terminate in certain circumstances.

7. There is a clear career development structure where promotions are carried out based on seniority and achievement according to rational considerations.

8. No official is permitted to use his position for personal or family purposes.

9. Every official is under the control and supervision of a system that is managed in a disciplined manner.

### **b. Bureaucratic Reform**

Reform is an attempt to really change a system that aims to change the structure, behavior, and habits or habits. The reform workspace is not limited to procedures but is also concerned with changing structures, attitudes, and levels of behavior. This relates to issues related to formal authority or power/power (Sedarmayanti, 2010: 75). Bureaucratic reform in public activities and public service management aims to create professional and accountable bureaucratic activities (Dwiyanto, 2011).

Bureaucratic reform has the objectives of effectiveness, efficiency, and accountability as the government's efforts to improve performance (Sedarmayanti, 2013).

### **c. Bureaucracy Simplification**

In Permenpan RB Number 25 of 2021, Bureaucracy Simplification is part of the implementation of bureaucratic reform in the context of realizing effective and efficient government governance by optimizing the use of electronic-based government systems. Simplification of the

bureaucracy is carried out at the Central Agency and Regional Agencies. Bureaucratic Simplification Stages (PermanPAN and Bureaucratic Reform of the Republic of Indonesia Number 25 of 2021 concerning Simplification of the organizational structure of government agencies for bureaucratic simplification Article 4)x consists of a) Simplification of the Bureaucratic Structure, b) Position Equalization, c) Adjustment of Work System(Pemerintah RI, 2021).

### **3. RESEARCH METHOD**

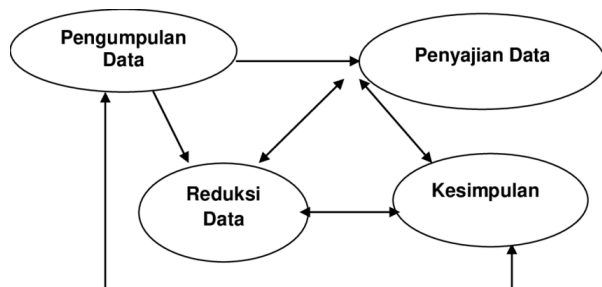
This research is located in the Purwodadi Botanical Gardens of the National Research and Innovation Agency (BRIN), this location was chosen based on the consideration that the Purwodadi Botanical Gardens of the National Research and Innovation Agency (BRIN) is one of the Work Units that carries out the simplification of the bureaucracy. The researchers used qualitative methods. According to Sugiyono (2016: 9) qualitative research is research that is useful for examining the condition of natural objects, used to obtain inductive data according to facts in the field. To understand and examine the phenomena that occur, researchers must dig up information directly. Therefore, those who have a role as a research instrument in this study are researchers/writers (Sinaga & Batubara, 2021). According to Kirk and Miller that qualitative research is a particular culture in social science that is concretely guided by the results of observations on a person. Data comes from primary and secondary data through observation, interviews, and documentation as data collection techniques. This study uses a sampling technique with *purposive sampling* is a technique in determining the sample as a data source through certain considerations. The target informants in this study were the



Head of the Human Resources Bureau of East Java Province and the Sub-Coordinator of Public Relations Services for the Purwodadi Single Work Unit (Bureau of Public, General, and Secretarial Communication).

According to Miles and Huberman (2014: 20) in qualitative analysis, the existing data is not in the form of a series of numbers but in the form of words. In analyzing data in the field there are several stages, namely:

**Picture 2.**  
Components of Interactive Data Analysis Model



Source: (Miles et al., 2014)

#### 4. RESULTS AND DISCUSSION

In general, this research is to analyze the simplification of the bureaucracy at the National Research and Innovation Agency (BRIN) located in the Purwodadi Botanical Gardens, the National Research and Innovation Agency (BRIN) based on the Simplification of the Bureaucracy through stages a) Simplification of Bureaucratic Structure, b) Position Equalization, c ) Adjustment of Work System.

##### a. Simplification of Bureaucratic Structure

###### 1) Mapping and analysis

Mapping and structuring of Human Resources at the National Research and Innovation Agency (BRIN) are carried out through the BRIN HR Mapping Information System, which refers to the preferences of the BRIN community

members regarding careers and functions that employees are interested in. The Mapping Information System is part of the Intra BRIN System. The Intra BRIN system is designed to facilitate the management of business processes, namely BRIN in terms of communication, administration, attendance, and employee productivity. The BRIN HR Mapping Information System can then be accessed through the Personnel Management Information System (Simpeg) for each employee. Then, each employee fills out an assignment form to select the desired unit or function preference. Employees can choose a maximum of 3 (three) assignment options arranged on a priority scale. Each official who has occupied the position or who has not occupied it can determine 3 (three) functions of interest. HR placement is based on the employee's first choice as a placement reference by considering the availability of job requirements. The second and third options focus on the interest and competence of officials. BRIN's HR Mapping SI is accessed using the Simpeg Application for each Ex (LPNK).

**Picture 3.**  
Overview of BRIN's HR Mapping Information System



Source: National Research and Innovation Agency Ex Civitas of the Indonesian Institute of Sciences (LIPI) can access it from the Intra BRIN Application. The next step for employees is to select Unit/Function

Preferences on the HR Mapping Form. Assignment choice form based on work unit and area, function assignment, as well as reasons for choosing a preference for a functional unit. Civitas can choose 3 assignments by setting priority positions. According to the expertise to choose which one in particular according to the interests and talents of the employees and based on the Work Unit and the Needs of the Leaders. The objectives of this HR mapping are, among others, to implement a merit system-based HR management, to arrange work patterns based on service functions and business processes, to obtain professional human resources and in accordance with the needs of the organization, to place human resources based on interest and competence, in a transparent and accountable manner, to create organizations with agile, simple, dynamic, and adaptable bureaucracy.

## 2) Submission of Proposals

In the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform (Permen PAN RB) Number 28 of 2019 concerning Simplification of Administrative Positions into Functional Positions, it is stated that the equalization of positions is only valid until June 30, 2020. At the end of June 2020, if there are agencies that have not submitted a proposal that can apply through inpassing or transfer of office appointments, must meet the terms and conditions.

In the process of simplifying the bureaucracy, it is carried out by the Ministry/institution. First, first, identify the position to be transferred and propose changes to the Organizational Structure and Work Procedures based on functional positions. Second, after the process of proposing and validating positions, the institution will receive a letter of

recommendation from the Ministry of PANRB. The recommendation letter can be used as the basis for the appointment and inauguration of positions that are equivalent to functional positions. Third, then submit a proposal for equalization of positions. Fourth, related to the management of HR management, especially for functional positions, it can improve organizational performance and success, including development and training that includes careers, competencies, and welfare to support functional officials in improving organizational performance and success. Five, each institution carries out organizational restructuring or STOK and proposes changes by eliminating administrative positions. The proposed STOK changes were further streamlined in accordance with the bureaucratic simplification criteria.

Stages of appointment of transfers to functional positions through adjustment/inpassing based on Article 4 of the Regulation of the Minister of Empowerment of State Apparatus and Bureaucratic Reform Number 42 of 2018 concerning Appointment of Civil Servants in Functional Positions through Adjustment/inpassing.

## 3) Determination

Determination of organizational changes in the Central Agency as a result of the Organizational Structure Simplification is determined by the head of the institution in accordance with the provisions of the legislation. The transfer of employees is divided into two stages. The first stage is the transfer of Kemenristek/BRIN, BPPT, BATAN, and LIPI employees to become ASN BRIN. Furthermore, for the second stage, the position of researchers and the supporting staff was transferred.



**Picture 4.**  
Overview of Proposed Transfer of  
Ministry/Agency  
Employees

	URAIAN PENYALINAN/PELAKSANAAN PERUBAHAN LEMBAGA										
	PENELITIAN PERTANAH	PENELITIAN HUKUM	PENELITIAN SOSIAL	JABATAN PELAKSANA KALAH/PELAKSANA	PUS. TUBEL	PERKANTORAN KEMENTERIAN	PERKANTORAN KEMENTERIAN	REKAM PUSKES	JABATAN FUNGSIONAL NON-PELAKSANA	JPT ADMINISTRAT SIPERKANTORAN	JUMLAH PENERAPAN
Jumlah → Batas Kelembagaan	221	270	343	302	21	4	14	2	2	10	1089
Jumlah → Batas 12 Des 2021	222	268	343	307	17	4	14	2	2	9	1089

Source: National Research and Innovation Agency

Determination of the transfer of employees of Ministries/Agencies to become BRIN employees (Batch 1) with a Decree on the Transfer of Employees starting January 1, 2022, from 28 Ministries/Agencies totaling 1089 people.

In the previous stipulation, the organizational structure of the Purwodadi Botanical Gardens Plant Conservation Center consisted of a. Administration Subdivision; b. Plant Exploration and Collection Section; and the Services and Information Services Section. However, now employees have shifted to functional positions. And has a new position at the Purwodadi Botanical Gardens BRIN: Coordinator, Sub Coordinator, and Service Implementer.

### B. Position Equalization

Equalization of Administrative Positions for Administrators/echelon III or Supervisory Officers/echelon IV whose positions are removed/transferred to Functional Positions is carried out in accordance with the guidelines set by the Minister for Empowerment of State Apparatus and Bureaucratic Reform.<sup>x</sup>

The simplification of the bureaucracy has been carried out in accordance with the KemenPAN RB Regulation Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions, the equalization is carried out with the following criteria: tugas dan fungsi

positions related to functional technical services:

- the duties and functions of the position can be carried out by functional officials; and
- positions based on certain skills/skills.

Equalization of administrative positions to functional positions, then the equality is as follows:

- Administrative officer becomes Associate Expert
- Supervisory Officer becomes a Junior Expert
- Executor (echelon V) becomes the First Expert

On the principle of equalization, the goal is for employees to develop careers and adjust income or welfare. Equalization of positions from administrative positions to functional positions forex. LIPI in order to simplify the bureaucracy, where there are 104 officials who have switched to functional positions. As the following table:

**Table 1.**  
Penyetaraan JA ke JF

No.	Kelompok Fungsi	Jumlah
1	Hukum dan Kerjasama	5
2	Humas Kearsipan, Umum	11
3	Teknologi Informasi	2
4	Barang Milik Negara	1
5	Layanan SDM, Tugas Belajar, Belum Redistribusi	39
6	Infrastruktur Riset	45
7	Fasilitas Riset	1
	<b>Jumlah</b>	<b>104</b>

Source: Biro SDM Provinsi Jawa Timur

Purwodadi Botanical Gardens BRIN is a central employee who is placed by employees and the formation is determined by the center. With the expected equalization or position from the structure into functional positions, it is expected that

employees will work well and efficiently in serving the community.

### C. Work System Adjustment

Working Days and Hours in the Work Unit are 5 (five) working days, starting from Monday to Friday as follows:

- a. Monday-Thursday 07.30 – 16.00  
time off 12.00 – 13.00
- b. Monday-Thursday 07.30 – 16.30  
time off 11.30 – 13.00

Following what is mandated in the Decree of the Head of the National Research and Innovation Agency Number 79/HK/2021 concerning Working Days and Hours of Employees in the National Research and Innovation Agency the Number of Working Hours is effective for each employee within 5 (five) working days as referred to in number 1 is 37.5 (thirty-seven points five) hours. The time limit given to employees to fill out attendance at work is no later than 09.30 and at the earliest when leaving work at 15.00 through the electronic attendance system. Employees are required to come to work and comply with regulations and fill out the attendance list using the System (e-Presence of BRIN through the <https://kehadiran.brin.go.id> page or e-Presence of BRIN mobile) which is set with in BRIN.(NASIONAL, 2021)

The work system at the Regional National Research and Innovation Agency is the location of the work unit in the environment with provisions of 5 working days. Employees within BRIN can work flexibly with flexible time and flexible time. MNJ Science and Technology HR employees do not have to WFO can be done online by producing output on their working days. The work system at the Regional National Research and Innovation Agency is the location of the work unit in the environment with provisions of 5 working days. Employees within BRIN can work flexibly with flexible time and flexible

time. MNJ Science and Technology HR employees do not have to WFO can be done online by producing output on their working days. kerja pada Badan Riset dan Inovasi Nasional Kawasan adalah lokasi unit kerja di lingkungan dengan ketentuan 5 hari kerja. Pegawai di lingkungan BRIN dapat bekerja dengan fleksibel dengan fleksibel time dan fleksibel time. Pegawai SDM MNJ IPTEK tidak harus WFO bisa dilakukan online dengan menghasilkan output dihari kerjanya.

### 5. CLOSING

Simplification of the bureaucracy is a policy that equates the position of the administrator to an Associate Expert, the Supervisory position to a Junior Expert, the Executive (echelon V) to the First Expert. The simplification of the bureaucracy, according to Permenpan No.25 of 2021 simplifies the organizational structure, equalizes positions, and adjusts the work system. The implementation of Bureaucracy Simplification at BRIN's Purwodadi Botanical Gardens through the transfer of structural positions to functional positions, in the future will be based on functional and performance, which prioritizes output and expertise. Support with a digital-based institutional work system is expected to affect the accountability of employee performance. The simplification of the reforms that took place at the Purwodadi Botanical Gardens of BRIN certainly focused on improvements in order to achieve an ideal bureaucracy and respect the abilities and competencies of employees. The simplification of the bureaucracy at the Purwodadi Botanical Gardens, the National Research and Innovation Agency, is in accordance with Ministerial Regulation Number 25 of 2021.





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