



# The Role of Job Analysis in the Implementation of Bureaucratic Simplification in the Cimahi City Government Environment

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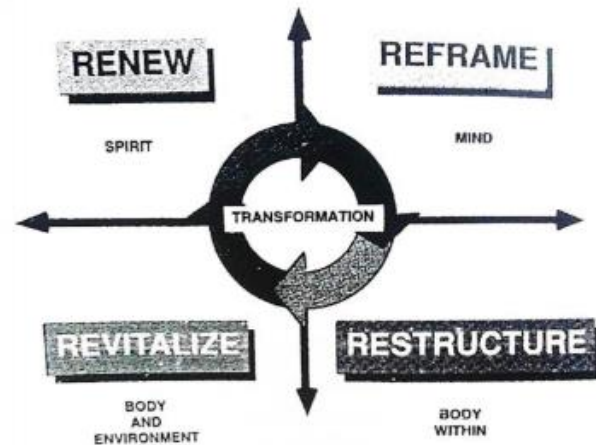
<b>ARTICLE INFORMATION</b>	<b>A B S T R A C T</b>
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<b>KEYWORDS</b>	Realizing effective and efficient governance through bureaucratic simplification in all ministries, institutions, and local governments in Indonesia faces various obstacles and challenges. One of them is in the context of human resource management. This study aims to see how the Cimahi City Government implements bureaucratic simplification and runs governance with a leaner organizational structure. In this study, the researcher used a descriptive qualitative method using the concept of job structure preparation. The results of the study showed that the restructuring carried out by the Cimahi City Government was not based on an updated job analysis. So there is no definite identification related to the duties, responsibilities, and qualifications needed for each position that will have consequences for the organizational structure after the simplification of the bureaucracy. As a result, ASNs have difficulty adapting after the simplification of the bureaucracy and the emergence of redundancy in the implementation of tasks from ASNs who do not understand their new role.
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## INTRODUCTION

The state administration system in the modern era is based on information, communication, and technology (ICT) that has integrity, is clean, and can be trusted (Hamzah & Yusuf, 2021). The use of information and communication technology in the bureaucracy can encourage the creation of a leaner, more agile, rich-in-function structure. So that it can reduce the bureaucratic flow and create more effective and efficient work productivity.

Bureaucracy is often associated with a hierarchical and authoritarian form of government (Tuohy, 1990). In a study conducted by Karl D. Jackson (1978) on bureaucracy in Indonesia, where the accumulation of power in the New Order era had implications for the bureaucracy in Indonesia which grew uncontrollably both in terms of structural expansion and the number of personnel (Evers, 1987). Thus having an inefficient impact on the bureaucracy (Mattayang et al., 2020). This is counter productive to the Weberian concept adopted by the Indonesian government system where there is specialization of tasks, a clear structure of authority and responsibility, impersonal relationships between members, recruitment based on technical skills, and division of affairs (Hague & Martin Harrop, 2004).

So, simplification in the bureaucracy is one of the focuses of the 5 (five) priority programs of the Advanced Indonesia Cabinet under the leadership of President Joko Widodo and Ma'ruf Amin, as a presidential mandate which is an "executive order" that must be implemented (Bramantyo & Mardjoeki, 2020). The bureaucratic simplification policy implemented is an effort to adapt to changes and environmental demands (Rohman & Rismana, 2021). This is important considering that an organization is an entity that lives and influences its environment. Organizations need to adapt like chameleons that continue to change to adapt to their environment (Hesselbein & Goldsmith, 2009).



Gambar 1. *The Four R's Transformation*  
Sumber : Gouillart dan Kelly (1995)

Referring to the concept of transformation expressed by Gouillart dan Kelly (1995), there are four main dimensions in organizational transformation, namely renewal, which targets the spirit of transformation in the organization, shifting perspectives (reframing) where there is a push to shift the organization's conception of efforts to achieve goals, revitalization as a form of effort to rebuild the organization to align it with the environment and restructuring (restructuring) which is rebuilding the organization that targets parts of the organization's body.

Bureaucratic simplification in Indonesia is one form of organizational transformation with the Restructuring approach, namely a transformation that targets changes to the structure through simplifying the organizational structure and equalizing positions within the scope of the simplified structure. The goal is for the organization to have a leaner body that meets its needs effectively and efficiently. The organizational structure is a

grouping of positions formed based on the similarity of their roles and functions (Shah et al., 1991).

Efforts to streamline the organization through restructuring automatically have consequences for the organization's resources. In essence, an organization is a container for a group of people to achieve common goals through organizing a series of activity processes carried out systematically to build or develop an organization or management foundation (Effendhie, 2019). Therefore, the organizational structure must be distinct from management functions, especially human resource management as the primary occupant of the organization.

The organizational structure defines the roles, responsibilities and patterns of reporting relationships between positions to create a framework for decision-making in an adequate communication flow (Gomathy, 2023). The organizational structure also includes a system design to ensure effective communication, coordination and integration of work between positions and work units (Daft, 2009), that the organizational structure can also be referred to as a job structure which is often represented in the form of an organizational chart (Clawson & Pitts, 2008).

In the process of compiling a structure, be it a new structure or restructuring, it is important for the organization to understand the working relationships within the organization through a series of business processes (Al-Dosary et al., 2009). The goal is to understand the basis for the formation of organizational structures, whether the structure is based on position, ability or competence (Milkovich et al., 2013). This is in line with the objectives of implementing bureaucratic simplification. At the same time, it is not only done substantially by targeting the simplification of the bureaucratic structure. But also adjust the work system by targeting aspects of work culture and innovation (Marbun, 2020).

RB No. 17 of 2021 concerning the Equivalence of Administrative Positions into Functional Positions. The next stage is

If you look at the policies and stages carried out in the simplification of the bureaucracy, it can be categorized that the restructuring process carried out needs to be based on the Job-Based Structure as depicted in Figure 2 above. The implementation of restructuring needs to be carried out based on the position by going through the stages of job analysis, compiling job descriptions and job evaluations and determining the structure by looking at the organization's internal working relationships as the basis, as expressed by Milkovich dkk (2013).



Figure 3: Determining the Internal Job Structure  
Source: Milkovich et al., (2013)

It should be noted that bureaucratic simplification is not an attempt to eliminate the functional tasks of government affairs but only to shift the implementers of functions to functional positions (Amarullah et al., 2022). With bureaucratic simplification, local governments are encouraged to adjust the work mechanism system and business processes of organizing bureaucracy to be more effective, efficient, agile and able to utilize digitalization by the mandate of the Regulation of the Minister of PAN & RB No. 7 of 2022 concerning the Work System. Cimahi City, as one of the buffer cities for the Capital City of West Java Province, namely Bandung City, has high complexity. With a total population of 571 million people and a city area of 40.36 km<sup>2</sup>, Cimahi City is the second most densely populated city in West Java Province, with a density of 13,549 people/km<sup>2</sup>. Cimahi City has the vision to realize Cimahi City as a smart city by prioritizing effective, efficient and integrated public services to produce good governance with high validity, reliability and timeliness (Bambang, 2021).

Realizing this requires bureaucratic support that is organized effectively, efficiently, agilely, and able to utilize digitalization. Simplifying bureaucracy in the context of bureaucratic reform carried out in Cimahi City can be one step toward achieving the vision that is the ultimate goal of the Cimahi City Government as an organizational entity. However, empirical facts in implementing bureaucratic simplification are not as simple as expected. Various obstacles that arise become a challenge for the Cimahi City Government. The need for organizational and individual adaptation to policy transitions and governance is the main challenge in simplifying the bureaucracy.

In the mapping using the VosViewer application, researchers found that research related to job analysis in the context of bureaucratic simplification and restructuring in the Scopus database has not been widely discussed. The results of the mapping are described below for more details.

Bureaucratic simplification is carried out through several stages, starting from the simplification of the organizational structure based on the Regulation of the Minister of PAN & RB No. 25 of 2021 concerning the Simplification of the Organizational Structure in Government Agencies for Organizational Simplification. The simplification carried out certainly has consequences for the positions that become the "occupants" of the simplified work units. For this reason, the next stage is to equalize the Administrative Position (JA) group with certain criteria and having certain characteristics and task characteristics into Functional Positions (JF). The equalization is carried out based on the Regulation of the Minister of PAN &

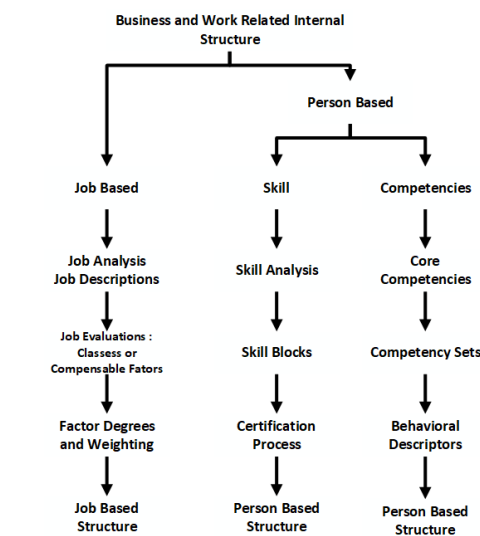


Figure 2: Ways to Create Internal Structure  
Source : Milkovich et al., (2013)



City Mayor Regulation No. 62 of 2021. As well as its role as a leading sector in structuring regional apparatus organizations.

In research using qualitative methods, it is important for researchers not to separate data collection activities from the process of processing and analyzing data. This is because data collection, data processing and data analysis activities are a connected and inseparable unit (Miles & Huberman, 1994). The data analysis used interactive analysis with the stages of data reduction, data presentation and drawing conclusions and verification

## RESULTS AND DISCUSSION

Simplifying bureaucracy through restructuring is important, as well as meeting the demands of work effectiveness and efficiency in providing services to the community. Restructuring actually attempts to rearrange the components of the organization according to the needs of the organization and the challenges. Restructuring is closely related to the arrangement of human resources in the organization. Given that HR is a resource that plays a role in carrying out tasks that have been formally divided, grouped and organized, The term organizing is a process to organize resources, especially humans, to achieve predetermined goals through the placement of certain positions (Terry, 1972).

The placement and implementation of activities by aligned positions then form the organizational structure (Piffner, 1975). Restructuring by simplifying the organizational structure within the Cimahi City Government is carried out based on the Regulation of the Minister of PAN & RB No. 25 of 2021. The simplification of the organizational structure carried out within the Cimahi City Government targets work units led by supervisory positions or structural positions of echelon IV and implementing positions which are structural positions of echelon V by looking at the characteristics of the tasks, functions and scope of the work unit. The characteristics of the work unit that must be simplified include work units with the following characteristics:

- Work units that carry out analysis and preparation of materials and/or policies, such as compiling studies, analysis or recommendations on decisions, and preparing materials related to formulating or preparing policies in certain fields.
- Work units that have the task and function of carrying out coordination, monitoring and evaluation of policies.
- Work units that have the task and function of carrying out certain technical tasks in the implementation of government affairs, which are the core tasks of the organization, not administrative tasks as part of the implementation of government affairs.
- Work units that carry out tasks that are by functional positions and/or functional technical services in their work processes are technical or administrative and/or can be carried out by certain functional positions.

Meanwhile, the structure of work units that can be maintained must include work units that have the following characteristics:

- Work units that have attributive authorization authority
- Work units that have territorial-based authority
- Work units that function as independent technical implementers
- Work units that function as procurement of goods/services

In implementing the simplification of the organizational structure, the Cimahi City Government needs to map the organizational units based on their characteristics. Then, it should conduct an analysis of the possibility of work units being simplified or maintained by considering their duties and functions, which it will then propose to the Governor of West Java.

In the process, the Cimahi City Government made 4 (four) main models as a guide in implementing the structural simplification process. From 208 work units at the echelon IV level before the bureaucratic simplification, the Cimahi City Government could cut down to only 80 work units. This means that through these four models, the Cimahi City Government

can simplify 128 work units in the post-bureaucratic simplification structure.

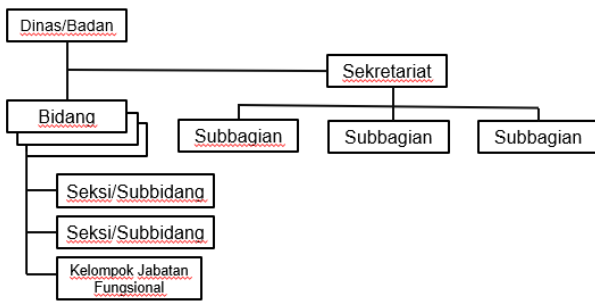


Figure 6 Model 1 Simplification of Organizational Structure

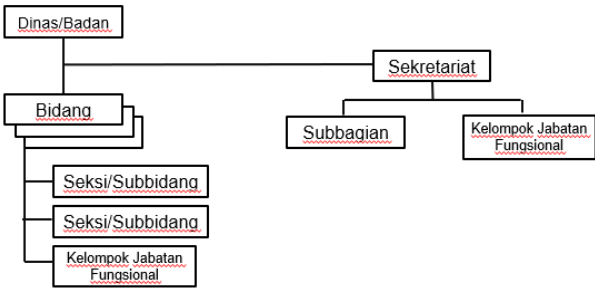


Figure 7 Model 2 Simplification of Organizational Structure

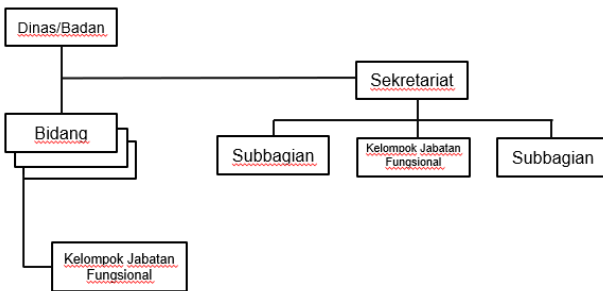


Figure 8 Model 3 Simplification of Organizational Structure

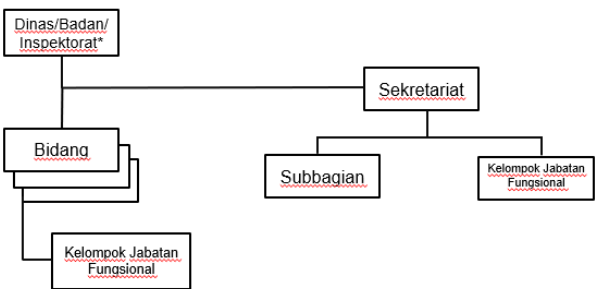


Figure 9 Model 4 Simplification of Organizational Structure

In the restructuring process to simplify the bureaucracy, the Cimahi City Government also must carry out job equalization as a follow-up to the structural simplification. The job adjustment is based on Regulation of the Minister of Administrative and Bureaucratic Reform No. 28 of 2019, revoked by Regulation of the Minister of Administrative and Bureaucratic Reform No. 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. The target for job equalization in this bureaucratic simplification process is at the Supervisory Position level (Echelon IV). However, not all supervisory positions are equalized into functional positions. Equivalency is not carried out for:

- Positions that have duties and functions as Head of Work Unit with authority and responsibility in the use of budget or users of goods/services
- Positions that have duties and functions related to authority, legalization, ratification, approval of documents, or territorial authority
- Positions that have other specific criteria and requirements based on proposals from each Regional Government

The positions that are equalized are 159 positions consisting of 3 positions at the administrator level and 156 positions at the supervisory level.

Table 1 Position Equivalency Matrix in Cimahi City Government

No	Job Title	Before PB	Simplified	After PB
1.	Supervisory Position	366	156	225
2.	Administrator Position	101	3	106
Results		467	159	331
Total Potentially Retained Position Structure				308

Source: Organizational Section of the Cimahi City Regional Secretariat, 2023

### The Role of Job Analysis in the Bureaucratic Simplification Process in the Cimahi City Government Environment

Structural simplification and job equalization are some of the efforts to create a right-sized Cimahi City Government organization according to its duties, functions and scope of work. With this restructuring, it is expected that the business process will run more smoothly and decision-making can be done more quickly. In addition, this restructuring is also expected to reduce the allocation of excess resources in one business process.

Therefore, in compiling an ideal structure, it is important for the organization to conduct a job analysis as the first stage with the aim of mapping out the tasks carried out by each person with certainty. The collection of these tasks is then grouped and stated as one position held by an individual. Meanwhile, a group of positions that have similarities or overlap in efforts to achieve goals are arranged into a job family, which becomes the forerunner of the work unit in the structure.

From the perspective of human resource management, job analysis in the process of forming a structure is part of a series of planning in the human resource management function, as expressed by George R. Terry. More specifically, job analysis is the initial stage in the series of structure formation mentioned by Milkovich dkk (2013), namely the job analysis stage, job description stage and job evaluation stage, before finally determining the form of a new simplified structure with positions that are equated to other positions.

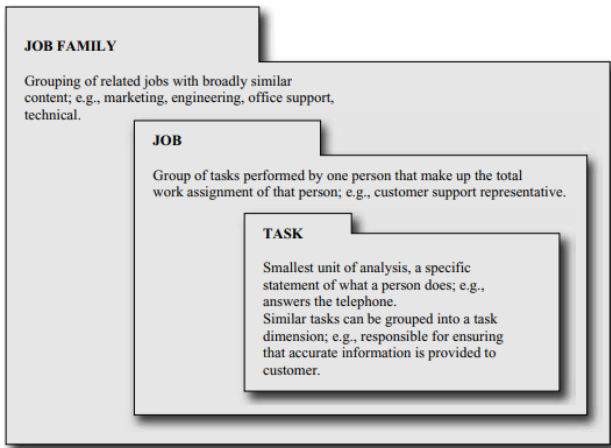


Figure 4: *Job Analysis Terminology*  
Source : Milkovich et al., (2013)

In conducting job analysis, several types of data need to be collected and then analyzed in depth. The data consists of job identification, job content, needed characteristics of workers, qualifications needed, internal organizational relationships and external organizational relationships. The organization can then compile a job description from this collection of data. The job description itself needs to describe the job being analyzed by including a job summary, job correlation, job qualifications and essential responsibilities.

Data Related to Job		
<b>Job Identification</b>	<b>Job Content</b>	
Title	Tasks	
Department in which job is located	Activities	
Number of people who hold job	Constraints on actions	
	Performance criteria	
	Critical incidents	
	Conflicting demands	
	Working conditions	
	Roles (e.g., negotiator, monitor, leader)	
Data Related to Employee		
<b>Employee Characteristics</b>	<b>Internal Relationships</b>	<b>External Relationships</b>
Professional/technical knowledge	Boss and other superiors	Suppliers
Manual skills	Peers	Customers
Verbal skills	Subordinates	Regulatory
Written skills		Professional industry
Quantitative skills		Community
Mechanical skills		Union/employee groups
Conceptual skills		
Managerial skills		
Leadership skills		
Interpersonal skills		

Figure 5: *Typical Data Collected for Job Analysis*  
Source : Milkovich et al., (2013)

In the final step, after the job description is compiled, it is important to verify the document to review how accurate the data that has been compiled is. In a restructuring pattern, verification is often carried out by job holders, work unit supervisors and top-level managers to determine whether the job description is appropriate and complete. It is important to verify each point in the job description and provide clarification notes for any deficiencies. This becomes even more important, considering that the job description is correlated with efforts to achieve goals. So, even though the content is general, the job description cannot be duplicated between periods. Given the dynamic goals of the organization, they are always changing according to developments.

After conducting a job analysis and compiling a job description, the next sequential stage is to conduct a job evaluation. Job evaluation itself is the process of systematically determining the relative value of a job to create an ideal structure for the organization. In the job evaluation process, there are several stages that must be carried out based on the job description document. Information related to job identification, job content, characteristics of workers needed, qualifications needed, internal organizational relationships and external organizational relationships are the basis for job value.

In the process of determining job value, an analysis of various determinant factors is carried out. Among them is the role of the position in the business process of achieving organizational goals, responsibilities, span of control, managerial competence, job complexity, qualifications, work results, influence and contribution of the position to achieving goals. Each determinant factor will be converted to a certain score and added up to get the job value. Then, the job value is converted to the predetermined job grades. Based on the calculation of the job value and its conversion to the job class, a job map will be seen both vertically and horizontally, showing the position of the position in the work unit as the basis for compiling the organizational structure.



Figure 12 Example of Position Map  
Source: Minister of PAN & RB Regulation No.34 of 2011

### Empirical Analysis of the Implementation of Bureaucratic Simplification in Cimahi City Government

The process of bureaucratic simplification in government institutions has become an important aspect of governance reform around the world (Hania Cholily, 2023). According to existing sources, bureaucratic reform aims to improve governance by simplifying administrative processes and improving service delivery (Hidayat, 2022). One of the key strategies in bureaucratic reform is job analysis. The role of job analysis in the process of bureaucratic simplification in the Cimahi City Government includes systematic examination and evaluation of the duties, responsibilities, and qualifications required for each position in the organization. By conducting job analysis, the Cimahi City Government can identify redundant or unnecessary positions and roles in its bureaucracy. This will allow the Cimahi City Government to simplify and restructure its organization, eliminate redundancies in task execution and increase efficiency. Through job analysis, the Cimahi City Government can also identify the skills and competencies needed for each position and ensure that the right people are in the right positions (Veres et al., 1987). Job analysis will help identify skills gaps or training needs and allow the Cimahi City Government to develop appropriate training programs for equalized positions. In addition, job analysis in the bureaucratic

simplification process can also help determine the appropriate classification and compensation scale for each position (Aziz & Roziqin, 2020). By conducting a comprehensive job analysis, the Cimahi City Government can ensure that its bureaucratic structure is aligned with the needs and goals of the organization, prioritizing fairness and effectiveness in job allocation and compensation (Hidayat, 2022).

In the process of simplifying the bureaucracy in the Cimahi City Government empirically, the reconstruction was not based on job analysis. Although the Cimahi City Government actually has a document of the results of the job analysis conducted in 2019, the level of accuracy of the document is no longer precise, considering the dynamics that occur in the organization. The inaccuracy of the results of the job analysis is due to changes in regional leadership and the organization's strategic plan, which have implications for the duties, functions, and roles of each position. Changes in the duties, functions, and roles of the position automatically have an impact on the activities of the individual positions that change. Without a comprehensive and precise job analysis, the Cimahi City Government is constrained in identifying redundant or unnecessary positions in the bureaucracy. This can lead to inefficiencies in the process of simplifying the structure and equalizing positions. In addition, without a job analysis, the Cimahi City Government has difficulty ensuring that equalizing positions is carried out on the right person to be in the right position. This results in a mismatch between skills and competencies for a position,

resulting in decreased productivity and effectiveness in service delivery. This can lead to dissatisfaction and demotivation of ASNs whose positions are equalized. The simplification of the bureaucracy that is not based on a proper job analysis also results in redundancy in the implementation of bureaucratic business processes. An example is the implementation of the business process for making invitation letters to discuss regional apparatus programs and activity plans. Table 1 illustrates how the implementation of the business process is carried out in two Regional Apparatus Organizations (OPD). From both of them, it can be seen that there is inefficiency in the business process and overlapping decision-making. How the process of drafting the letter is actually no longer needed considering that the drafting itself can be done while typing. On the other hand, initialing, which is done twice, is one form of inefficient decision-making. This shows that not conducting job analysis before the formation of the organizational structure can give rise to the risk of redundancy of business processes and inefficiency instead of increasing productivity, effectiveness and efficiency of bureaucracy.

Table 2 Business Process Activities in an Effort to Produce Output (Invitation Letter for Discussion of Regional Government Program and Activity Plans)

SECRETARIAT OF REGIONAL PERSONNEL AND HUMAN RESOURCES DEVELOPMENT AGENCY				SECRETARIAT OF THE DEPARTMENT OF TRADE, COOPERATIVES, SMALL AND MEDIUM ENTERPRISES, AND INDUSTRY			
Output	Work Results	Time	Actor	Output	Work Results	Time	Actor
Typing	Letter of invitation	5 Minutes	General Administration	Drafting	Letter of invitation	120 Minutes	Analisis Rencana Program dan Kegiatan
Initialing	Letter of invitation	5 Minutes	Head of Program and Finance Sub-Division	Initialing	Letter of invitation	5 Minutes	Secretary
Initialing	Letter of invitation	5 Minutes	Secretary	Signing	Letter of invitation	5 Minutes	Head of Department
Signing	Letter of invitation	5 Minutes	Head of Agency	Numbering	Letter of invitation	5 Minutes	General Administration
Numbering	Letter of invitation	5 Minutes	General Administration	Distributing	Letter of invitation	5 Minutes	General Administration
Stamping	Letter of invitation	5 Minutes	General Administration				
Filing	Letter of invitation	5 Minutes	Archiving Institution				
Copying	Letter of invitation	5 Minutes	General Administration				
Distributing	Letter of invitation	5 Minutes	General Administration				

Source: Cimahi City Job Analysis and Workload Analysis Team, 2023

In addition, bureaucratic simplification that is not accompanied by efforts to improve competency for ASNs whose positions are equalized causes ASNs to have difficulty adapting to their new roles and responsibilities, causing ASNs to continue carrying out their duties and functions as before the bureaucratic simplification. This tendency is counterproductive to the purpose of bureaucratic simplification itself and can lead to decreased productivity and job satisfaction from individual employees, organizational leaders and the community as

recipients of bureaucratic output. The demotivation that occurs can result in increased errors, inefficiencies, and decreased service quality. In addition to having an impact on work results, this also has a major impact on the Cimahi City Government's efforts to achieve. Demotivation causes ASNs within the Cimahi City Government to feel that they are not receiving the support they need to excel in their new positions, resulting in decreased involvement and commitment to their new duties and functions. In the long term, this can result in higher turnover rates and

difficulties for the Cimahi City Government in maintaining its achievements.

In addition, the existence of negative sentiments on bureaucratic simplification causes ASN to have an inaccurate understanding. Most ASNs do not fully understand the changes caused by bureaucratic simplification, resulting in confusion and resistance to new processes and procedures. This can create a negative organizational culture and hinder the success of the overall reform effort. It is important for the Cimahi City Government to provide comprehensive understanding and attention to improve ASN motivation after the bureaucratic simplification process. Among other things, by providing relevant training and development opportunities, the Cimahi City Government can ensure a smooth transition for employees, minimize disruptions in service delivery, and ultimately achieve the desired efficiency and effectiveness in bureaucratic restructuring.

## CONCLUSION

The simplification of bureaucracy implemented in the Cimahi City Government environment is carried out by restructuring the organization through a process of simplifying the structure and equalizing echelon IV positions to functional positions. Unfortunately, the restructuring carried out in the Cimahi City Government environment is not based on an updated job analysis. So, there is no definite identification related to the duties, responsibilities, and qualifications needed for each position, which will have consequences for the organizational structure after the simplification of the bureaucracy.

As a result, the Cimahi City Government is currently experiencing difficulties in adapting after the simplification of the bureaucracy. ASNs in the Cimahi City Government environment tend to continue to carry out the same activities in the business process of organizing bureaucracy even though their units and positions have changed. This actually raises the risk of redundancy in the implementation of tasks instead of increasing effectiveness and efficiency. The inefficiency that occurs can lead to decreased productivity and job satisfaction among individual employees, organizational leaders, and the community as recipients of bureaucratic output.

Mapping the business process of organizing government can be a practical solution that can be carried out by the Cimahi government to prevent redundancy in the implementation of tasks. Meanwhile, to overcome the difficulties in adapting ASNs to their new duties and functions. The Cimahi City Government can carry out a Competency Development Needs Analysis (AKPK) and provide competency development training according to the deficiencies or difficulties faced by ASNs in carrying out their new duties.

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