Analysis of the Preparation of the Business Process Map of the Republic of Indonesia's Ministry of Education, Culture, Research and Technology

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Abstract. Indonesia has never resolved public distrust of bureaucrats as actors running the government. Bureaucratic reform is an imperative agenda to improve government performance with the goal of effectiveness, efficiency and accountability in order to better serve the public. One of the areas that must be reformed is the management area. Complex and overlapping management will hinder the government's way of achieving the goals and vision and mission of the institution. Therefore, management arrangement is an activity that must be carried out by agencies, one of which is the Ministry of Education, Culture, Research, and Technology. One of the agendas carried out is the preparation of business process maps. This preparation has been regulated in the Decree of the Minister of Education, Culture, Research and Technology Number 55/O/2022 concerning the Preparation of the Ministry of Education Culture, Research, and Technology Business Process Map. This study uses a qualitative approach by collecting data through interviews, field observations, and documentation. The research found that the preparation of the Ministry of Education Culture, Research, and Technology's business process map has been carried out according to Kirchmer and Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 19 of 2018 which consists of preparation and planning, development, implementation and evaluation business process maps. Supporting factors for this preparation are the level of active participation of organizational units and the existence of consultants while inhibiting factors are miscoordination with organizational units and lack of utilization of business process maps.

Keywords: Bureaucracy Reform · Management Arrangement · Business Process Map

1 Introduction

Indonesia is a country that has quite diverse regional and community complexities which is a challenge for the government to be able to provide the equitable service to the public. According to Riyadi [1], the bureaucracy in Indonesia has 2 (two) problems, namely internal and external. The internal problems of the bureaucracy include the substandard

quality of human resources, complicated systems and procedures, rigid leadership, low mentality and morale and a fat organizational structure but not accompanied by clear responsibilities. External factors include the low public trust in the bureaucracy, the existence of public demands for professional bureaucracy, KKN (Corruption, Collusion, Nepotism), the low public awareness and discipline, social inequality, and other things that affect bureaucratic tasks. Therefore, creating a bureaucratic view has its drawbacks and a bad image [2]. The measurement of government governance conducted by the Worldwide Governance Indicators [3] says that Indonesia has won a total of 52.88 points out of a total of 100 points. From this, it makes a lot that must be addressed in terms of bureaucratic practices in order to continue to improve the function of the bureaucracy in Indonesia.

The Indonesian government has reformed the bureaucracy in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform (GDRB) for 2010–2025 as a policy guide for the implementation of the national bureaucracy from 2010 to 2025. The implementation of bureaucratic reforms in government should be effective, efficient, measurable, consistent, integrated, institutionalized, and sustainable. As a follow-up to the GDRB, Regulation of the Minister of Administrative and Bureaucratic Reform Number 20 of 2010 was issued as the operating standard for all ministries, agencies and local governments' bureaucracy. Currently refined to become Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 25 of 2020 on his bureaucratic roadmap from 2020 to 2024. The regulation identifies 8 (eight) areas of change in the form of bureaucracy as targets, namely: a). Change management; b). Policy deregulation; c). Organizational arrangement; d). Management arrangements; e). Arrangement of apparatus human resources; f). Strengthening accountability; g). Strengthening supervision; h). Improving the quality of public services. In that regulation has areas of change that need to be updated to implement the bureaucratic reform agenda, one of which is the management arrangements. Complex and overlapping management will hinder governments from achieving agency goals, visions, and missions. Therefore, management arrangements is an activity that must be carried out by agencies as a creating an effective and efficient bureaucracy. To realize the goal of management arrangements, one of the efforts made by the government is in the form of preparing business process maps. One agency that is required to carry out the preparation of business process maps is the Ministry of Education, Culture, Research and Technology of the Republic of Indonesia.

The preparation of business process maps Ministry of Education Culture, Research and Technology is regulated in the Decree of the Minister of Education and Culture Number 154/P/2018 [4] which has been changed to Decree of the Minister of Education, Culture, Research and Technology Number 55/O/2022. This business process map is the primary representation of the effective working relationships between organizational units within a ministry to create good bureaucracy and achieve performance

in accordance with the goals of the organization. However, the ministry has management problems which are explained in Decree of the Minister of Education and Culture Number 1227/M/2020, namely:

- Not optimal communication between organizational units, there are still compartmentalized work areas so that there is a lack of a complete sense of belonging as one ministry;
- Good communication has not been established between work units and stakeholders; and
- Insufficient Understanding of Employees Regarding the Duties and Functions of the Organization and Job Duties.

These issues are related to the business process map because the business process map will explain all communication flows both internal and external to the organization as well as a clear and complete explanation of what employees will do. Therefore, this study wants to analyze the preparation of the Ministry of Education Culture, Research and Technology business process map in order to create an effective and efficient bureaucracy.

2   Method

This study uses a qualitative approach [5] namely understanding the phenomenon of what is experienced by research subjects such as behavior, perceptions, actions holistically and interpreted descriptively in the form of words in a special natural context. Data were obtained through in-depth interviews, field observations and documentation. Analysis of research results using the interactive model [6].

3   Findings

Ministry of Education and Culture has compiled a business process map with 4 (four) stages explained as follows:

3.1   Preparation and Planning of the Ministry of Education and Culture Business Process Map

Each phase of the Ministry of Education and Culture's business process map was explained by Mr. Aryo Anindito as the Coordinator of Management Department of the Ministry of Education and Culture that the stages of business process preparation and planning evaluated strategic plans, regulations from the previous business process map and interviewed several work units and were asked to redesign the appropriate business process map current situation and conditions. After the draft is formed, socialize the draft business process map all work unit representatives regarding understanding, objectives and the draft process map. The socialization resulted in a lot of input so that meetings were held 3–4 times to get agreement from all work units.

3.2 Development of the Ministry of Education and Culture Business Process Map

The development of this business process map started with the preparation of the sub-process map followed by relationship map, and finally cross-functional map. When compiling the cross-functional map, the ministry experienced an obstacle, namely a change in the organizational structure from the previous Ministry of Education and Culture to the Ministry of Education, Culture, Research and Technology. This change in organizational structure is regulated in Presidential Regulation Number 32 of 2021 which adds a higher education, research and technology section. Based on the interviews, the changes in the organizational structure were also an obstacle where at that time the management section had entered the final stage before approval but had to be postponed because it had to re-accommodate business process maps to match the current organizational structure. In addition, during developing the business process map, there are only (3) three people in the management department as the person in charge of the business process map so that it will exceed the workload because they have to accommodate many work units in the ministry, from here the person in charge uses a consultant, whose goal is to assist of human resources needed to achieve effective and efficient development in this business process map. However, it is undeniable that in this development there are still problems of miscommunication or miscoordination due to keep changing representatives from work units at each meeting so that each representative will also have different opinions that hinder reaching an agreement.

3.3 Implementation of the Ministry of Education and Culture Business Process Map

In implementation, the latest business process map has been updated and approved by the Minister in February 2022 to become the Decree of the Minister of Education, Culture, Research and Technology Number 55/O/2022 and has been distributed to work units and uploaded to the Legal Documentation and Information Network so that it can be accessed or seen directly by the general public. Once approved, the business process map can be used by work units including the Public Relations Cooperation Bureau (BKHM) and the General Bureau of Procurement of Goods and Services (PBJ General Bureau). However, in the interview it was explained that not all employees use it optimally as a reference in carrying out their activities. From this it can be interpreted that the function of business process maps is not fully understood so that employees do work more often according to their usual routine.

3.4 Monitoring and Evaluation of the Ministry of Education and Culture Business Process Map

The assessment of business process maps was carried out by Mr. Yudi Pramudianto as the Internal Coordinator of Bureaucratic Reform Department explained detail in the Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 26 of 2020. Based on the assessment of the ministry bureaucratic reform, especially the management arrangements from 2015–2019, there were fluctuations as explained as follows (Table 1 and Fig. 1):

Table 1. 2015 - 2019 management arrangement assessment.

Max. Value	2015	2016	2017	2018	2019
	Acv. Value	Acv. Value	Acv. Value	Acv. Value	Acv. Value
5	3,68	3,76	3,93	3,43	3,64
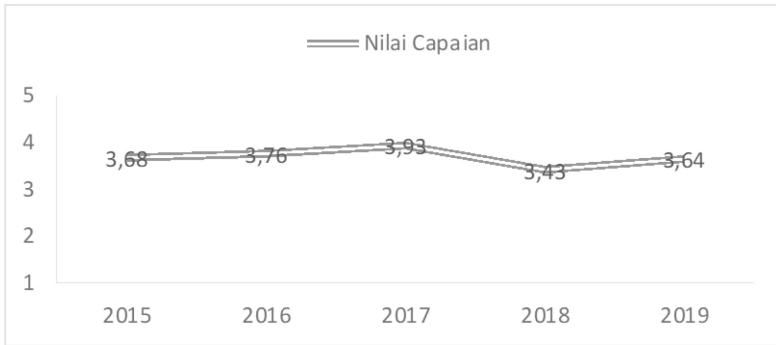
Fig. 1. 2015 - 2019 management arrangement assessment.

Based on these data, it is explained that the management arrangement at ministry has experienced a decline, especially in 2018. This reason was due to the transfer of the program namely the Electronic Based Government System (SPBE) to Management Department so that the assessment indicators increased with the SPBE, but this does not affect the assessment of the business process map.

4   Discussion

According to Kirchmer [7] explaining the business process map is a "stage" for implementing effective management according to organizational goals that are of value to stakeholders. Followed by Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 19 of 2018 explaining the Business Process Map in the form of a document containing diagrams depicting effective and efficient working relationships between organizational units to produce maximum performance. Referring to the data obtained by researchers, business process map with 4 (four) stages according to Kirchmer [7] and Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 19 of 2018 [4] explained as follows:

4.1   Preparation and Planning of Business Process Maps (Design)

The stages of preparation and planning of business process maps in Kirchmer [7] explain that the Ministry of Education and Culture has fulfilled 3 (three) important activities which are described as follows:

- Identification of Organizational Key Maps

The ministry conducted a strategic plan analysis and evaluation of the previous business process map as a form of analysis of the goals and vision and mission of the organization which will be used as the key maps for compiling the current business process map.

- Identification of Goals as Standard Targets for Achievement

After identifying the key maps to be used, the ministry also uses organizational goals as standard achievement targets determined by the drafting team (management department).

- Identifying the Preparation of Business Process Maps

After having the key processes and targets, the ministry can already discuss with the organizational units the provisions of the business process map that will be used through socialization of the business process map.

Continuing from Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 19 of 2018 [4] explaining that there are 2 (two) preparation and planning of business process maps, namely:

- Information Collection

In collecting the data requires several techniques that can be used according to Sugiyono [8] there are 3 (three) types, namely observation, interviews, and documentation. This ministry conducted information gathering by conducting interviews with unstructured interview types and redesigning business process maps. The results of the interviews as well as the redesign of the business process map become important information for the preparation of the business process map concept. The ministry has also fulfilled 2 (two) information that must be obtained, namely primary information and secondary information. Primary information is proven by the process of interviews and redesign carried out by the management department. For secondary information, it is proven from the evaluation process carried out to adjust the alignment between strategic goals and organizational conditions. From this information will include data requirements related to suppliers, inputs, processes, outputs, customers.

- Organizing

Organizing according to Rachmat [9] is the process of managing people, tasks, authorities, and responsibilities in achieving the goals that have been set. Organizing according to Ashfihan [10] has stages of organizing processes, namely a). Organizing refers to management's plans and objectives; b). Determining the main tasks, dividing the tasks to individuals; c). Allocate resources; and d). Evaluation of organizational strategy. Based on this, it explains that the ministry fulfills the stages of organizing processes which include organizing referring to management plans and objectives, determining main tasks, dividing tasks to individuals and allocating resources. The evaluation of the

organizing strategy itself is carried out at the time of the socialization carried out by the management department with all work units and explains directly the results of the draft business process map.

4.2   Development of Business Process Maps (Implementation)

The stages of developing a business process map are mapping the business process map of the representative organization after the process map has been agreed upon which is explained in the following Fig. 2:

- Process Map

The preparation of the process map starts with the identification of the process map and is then translated into a list of activities whose results will become the main business process map. The management department carries out activities to compile process maps by brainstorming with work units and then immediately identifying the core processes that are directly related to organizational goals.

- Subprocess Map

In the next stage, the management department carries out the elaboration of the main business process map into a sub-process map that describes the derivative activities in more detail and technically from each of the main activities that have been prepared.

- Relationship Map

In the elaboration of this sub-process map, the management department simultaneously compiles a relationship map that describes the names of the work units involved in the process map and sub-process maps by directly writing each work unit involved in each business process.

- Cross-Functional Map

This cross-functional map is discussed according to the work units involved in the process. At this stage, obstacles were found, namely the change in the organizational structure from the Ministry of Education and Culture to the Ministry of Education, Culture, Research and Technology so that the management sector was obliged to re-accommodate the process maps of the higher education, research and technology sections. This has an impact on delays in validating and implementing it.

During the development of the business process map, the management department used the services of a consultant as an external actor to help facilitate a lot of input from
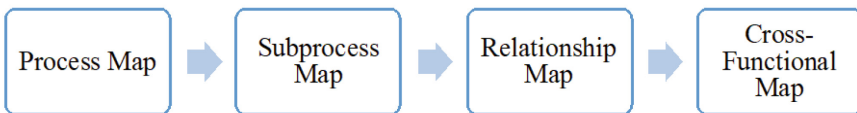

Fig. 2. Stages of business process map development based on map image types.

all organizational units in the preparation of the business process map due to the lack of the number of employees who would become a team to compile this so as to make the preparation of the business process map more effective and efficient.

Participation in the preparation of business process maps is inseparable from the development of business process maps. Participation according to Jalal and Supriadi [11] is a person's participation in the delivery of suggestions, opinions, goods, skills, materials and services. According to Cohen and Uphoff in Kalesaran [12] there are 4 (four) types of participation, namely as follows:

- Participation in decision-making, this participation relates to determining alternatives for ideas or ideas that concern common interests.
- Participation in implementation, this participation includes mobilizing funding resources, administrative activities, program coordination and elaboration.
- Participation in taking benefits, this participation is taking benefits that have been achieved both in terms of quality and quantity.
- Participation in evaluation, this participation relates to the achievement of program implementation.

The type of participation in the preparation of this ministry's business process map includes participation in decision making as seen from the form given by employees by actively contributing opinions, discussions and meeting attendance and helping to provide additional opinions or input after the implementation of the business process map so that it very supportive to assist in determining flow decisions processes.

In discussing the development of this business process map, there was miscoordination or miscommunication that could occur considering the size of the organization in this ministry and discussions that were carried out online, thus slowing down the progress of preparing the business process map. According to Stoner in Dann [13] coordination is the process of integrating goals and activities from separate units of an organization to achieve organizational goals efficiently. According to Hasibuan [14] there are 4 (four) factors that affect coordination, namely:

- Unity of action, it requires the awareness of each member of the organization to adjust to their duties or not to run separately.
- Communication, from this communication will notify the roles of tasks and information and attitudes conveyed by one person to another.
- The division of labor, basically coordination exists due to the division of labor so that a clear division of labor is needed.
- Discipline, so that the activities of the parts are completed and maximum effort is needed, discipline is needed.

Based on research, coordination in the preparation of business process maps in the ministry has not met the factors of unity of action and discipline as evidenced during the discussion on the development of this business process map there is a change of representatives from several work units at each meeting so every meeting this business process map is represented by a person who different from the previous meeting. From this, it is considered that with differences of opinion from representatives of organizational units who attend business process map discussion meetings they do not have a

unitary action factor and with the change of representatives it is also an illustration that representatives the employees do not yet have the discipline factor.

4.3 Implementation of the Ministry of Education and Culture Business Process Map (Execution)

The implementation of the business process map in this ministry is in accordance with the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 19 of 2018 [4] which is explained as follows:

- Validation of Business Process Map

The latest business process map was established on February 10, 2022 with the title of the document, namely Decree of the Minister of Education, Culture, Research and Technology of the Republic of Indonesia Number 55/O/2022.

- Distribution of Business Process Maps

The ministry distributes it to all work units and uploads business process maps into Legal Documentation and Information Network so that users can access or view it directly. This business process map will be the main reference in the continuity of all work unit activities within the Ministry of Education and Culture, two of which are the Public Relations Cooperation Bureau (BKHM) and the General Bureau and Procurement of Goods and Services (PBJ General Bureau).

- Storage and Utilization of Business Process Maps

Hard copy storage of the business process map is placed on the management section shelf in each organizational unit so that it is visible and easy for users to find and also been uploaded to Legal Documentation and Information Network which will make it easier for all users who need it to access it.

Kirchmer's opinion [7] explains that functional organizational units in charge of management must support and assist employees involved in the process so that they can ensure the flow of activities according to the business process map. The ministry as long as the utilization of the implementation of this business process map is controlled directly by the management department as coordinator and facilitator if there are inputs for changes from organizational units. However, there are obstacles in the use of business process maps, namely the understanding of the importance of business process maps by employees is not yet high so that there are several work units that do not properly use business process maps as a reference for activities.

- Changes to Business Process Map

Changes to the business process map can occur if there is a change in function assignments, a change in strategy or policy and others that result in a change in the business process map being required.

4.4 Monitoring and Evaluation of the Ministry of Education and Culture Business Process Map (Monitoring and Controlling)

According to Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 19 of 2018 [4] it explains that monitoring and evaluation of business process maps is carried out by organizational units that have duties and functions in the field of management at least once a year. Furthermore, based on Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 26 of 2020 concerning guidelines for evaluating the implementation of bureaucratic reform, specifically on the Business Process Map and Standard Operating Procedures, it consists of:

- Business process maps have been prepared in accordance with the guidelines for the preparation of ministries/institutions/regional government Business Process Maps.
- Business process maps are available according to the tasks and functions.
- A business process map has been prepared in accordance with the strategic plan document and the organization's work plan.
- Have a business process map that is in accordance with the duties and functions and aligned with Organizational Performance in stages.
- Business process maps have been translated into fixed operational procedures (SOPs).
- The cross-functional map (level n map) has been translated into SOP.
- Fixed operational procedures (SOP) have been implemented.
- Map of business processes and operational procedures have been evaluated and adapted to developments in demands for efficiency and effectiveness of the bureaucracy.
- An evaluation of the business process map has been carried out in accordance with the effectiveness of work relations between organizational units to produce performance in accordance with the goals of the organization.

So far, the ministry has conducted monitoring and evaluation of the business process map by asking each management section in the organizational unit to carry out this monitoring which is coordinated directly by the team drafting the management department. Monitoring and evaluation is carried out not only once but flexibly several times, such as when there are meetings involving the relevant organizational units. After the business process map has been evaluated and assessed, the results of the assessment are submitted to the Internal Bureaucratic Reform department to be reported as one of the assessment indicators of 8 (eight) areas of agency bureaucratic reform.

4.5 Supporting Factors

The supporting factors in the preparation of the Ministry Education, Culture, Research and Technology business process map include:

Active Participation of Employees in the Preparation and Development of Business Process Maps. In preparing the business process map, employees in organizational units have high enthusiasm to participate in the preparation and development of business process maps. This makes the development and implementation of business process maps more dynamic and has many changes in each process with the common goal of creating an effective bureaucracy that will support the preparation of business process

maps. According to Cohen and Uphoff in Kalesaran [12] there are 4 (four) types of participation, namely as follows:

- Participation in decision-making, this participation relates to determining alternatives for ideas or ideas that concern common interests. The manifestation of this participation is contributing ideas or thoughts, attending meetings, discussions and responding or rejecting ideas offered.
- Participation in implementation, this participation includes mobilizing funding resources, administrative activities, program coordination and elaboration.
- Participation in taking benefits, this participation is taking benefits that have been achieved both in terms of quality and quantity.
- Participation in evaluation, this participation relates to the achievement of program implementation.

The type of participation in the preparation of this ministry's business process map includes participation in decision making as seen from the form given by employees by actively contributing opinions, discussions and meeting attendance and helping to provide additional opinions or input after the implementation of the business process map so that it can run maximum where this type of participation is very supportive to assist in determining the process flow decisions that will be made in the business process map so that an effective and efficient business process map can be realized.

There is Government Consultant Assistance. According to Pratiwi et al. [15] government consultants are a group of experts who provide consulting and advisory services to government agencies to compile or implement programs that the government wants to implement. These consultants can be contracted to provide services and assist government performance more effectively and efficiently at local and central government levels. Evidence of the supporting impact of this consultant can be seen from the existence of time efficiency and minimizing errors in the preparation of business process maps which in the preparation and development of the preparation of business process maps are currently somewhat faster than only being done by management staff so as to support time efficiency and suitability of the map. Ministry of Education and Culture business processes.

4.6 Inhibiting Factors

In preparing the business process map, the Ministry of Education and Culture has the following inhibiting factors:

Coordination with Organizational Units That Have Not Been Maximized. Coordination is the process of integrating goals and activities from separate units of an organization to achieve organizational goals effectively and efficiently (Stoner in Dann [13]. There are 4 (four) factors that influence coordination according to Hasibuan [14], namely:

- Unity of action, it requires the awareness of each member of the organization to adjust to their duties or not to run separately.
- Communication, from this communication will notify the roles of tasks and information and attitudes conveyed by one person to another.

- Division of work, basically coordination exists because of the division of labor so that a clear division of labor is needed.
- Discipline, so that the activities of the parts are completed and maximum effort is required, discipline is needed.

All stages of preparing a business process map require good coordination and communication. However, in general there are coordination problems, one of the reasons is the size of the organization within the ministry and the discussion of business process map meetings is carried out in a limited manner and online, so there is a very high possibility of flow miscoordination which hinders the progress of the business process map preparation. The problem of miscoordination at the stage of developing business process maps often occurs due to providing different representatives at each meeting so that each representative who comes has a different view from his views which has been arranged. At the implementation stage it will also have an impact on inconsistency between one work unit and another if the coordination between work units is not one way then it will not be in accordance with the business process map that has been prepared so that when other organizational units have followed the preparation of the business process map, it is very possible activities overlap or do not run according to the business process map flow. Based on the factors that affect coordination, according to Hasibuan [14], the preparation of the Ministry of Education and Culture's business process map has not met the factors of unity of action and discipline. Using business process maps as activity guides.

Lack of Understanding from Employees Regarding Business Process Maps. According to Kirchmer [7], achieving an understanding of business process maps must be aligned with all organizational units because if there are differences from the understanding of business process maps, then business process maps are not used properly by organizational units. It can be said that the understanding of the business process map among employees is not aligned, so that several processes in the business process map have not been used as a reference for activities in the unit. Even though many work units are actively involved, from the implementation there are still many employees who do not understand and use proper and good business process maps.

5   Conclusion

Based on this research it can be concluded:

- This research shows that the preparation of the Ministry of Education, Culture, Research and Technology business process map has been carried out in accordance with Kirchmer and Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 19 of 2018 to the maximum which consists of preparation and planning (design), development (implementation), implementation (execution) and evaluation (monitoring and control). However, there are still some problems that occur in the preparation directly or indirectly.
- The supporting factors for the preparation of the Ministry of Education, Culture, Research and Technology business process map are active participation from organizational units and the assistance of consultants as well while the inhibiting factors

are miscoordination with organizational units and the lack of use of business process maps.

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