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Abstract

The equalization job policy is one of the implementations of the policy of simplifying the bureaucracy into two levels in government agencies in Indonesia. Problems occur because the equalization of positions is carried out instantly without an academic review. This results in disruption of the career and performance of functional officials from the results of equalization of positions which has an impact on decreasing organizational performance. The purpose of this study was to analyze the process of equalizing administrative positions to functional positions to provide input for improvements in the implementation of these policies in the field. The research method used is a qualitative descriptive approach. Research informants were determined by the snowball technique with key people from Central Government Officials and related functional officials. Research data were collected through in-depth interviews, observation, and literature study. Data analysis techniques include reduction, presentation, and concluding. The data were validated by using the data source triangulation technique. The theory of this research uses the theory of policy implementation. The results of the study indicate that the implementation of the policy of equalizing administrative positions to functional positions in central government agencies needs to take into account the factors of communication, resources, disposition, and bureaucratic structure. Recommendations are in the form of policy inputs to improve arrangements for equalizing administrative positions to functional positions.

Keywords: Position Equalization; Administrative Position; Functional Position; Policy Implementation.


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INTRODUCTION

The bureaucracy is the implementing agency of state policy. Its sections and units aim to serve the purposes of the state and work as intermediaries between government and society. Bureaucracy exists in ministries, institutions, and agencies at the central and regional levels (Ahmed & Aref, 2019). Bureaucracy is a combination of structural and post-structural approaches which can be contradictory (Dischner, 2015). This condition is the driving factor for the implementation of bureaucratic reform in Indonesia today in addition to political, and economic factors (Hayat, H., 2020; Cooper, 2020), corrupt bureaucracy, heavy administrative costs due to high economic costs, weaknesses in institutions and regulations, government, as well as inadequate infrastructure (Rahman, Satiski, & Adiyasha, 2020; Sembiring, & Simaninuruk, 2020; Prasojo, 2020). One of the obstacles to bureaucratic reform is its large structure (Prasojo, & Holdin, 2018). Several main factors can have a significant effect on bureaucratic reform efforts, namely: (1) consensus of key actors on a common reform agenda at the national level; (2) unclear parties responsible for program coordination due to fragmented authority in several Ministries; (3) reform initiatives are still so decentralized that they depend on the leadership of each agency and each agency tends to design and implement its reform program; (4) the design of the program is not appropriate or incomplete and does not directly address the root of the problem because the reforms are carried out individually; (5) consistency; and (6) how much systematic effort was put into documenting, monitoring, evaluating, or learning from the effective implementation of reforms. According to Asatryan et.al (2017), bureaucratic reform can be achieved through technical efficiency improvements which can later be implemented in better or more productive public services, especially when there is an urgent need for fiscal to reduce public spending and the overall tax burden. Angelopoulos, et.al, (2008) suggests that the most important thing for economic growth is not the size of the state government alone but also the efficiency of the country as a whole (McDonell, 2020).

The policy of simplifying the bureaucracy in Indonesia is not a simple matter because it changes the long-standing bureaucratic order. Many regulations must be changed and re-harmonized. According to Rovik (in Storkersen, 2020), the deregulation and streamlining of the organizational structure carried out led to a re-bureaucratization of organizational procedures themselves. Therefore, it is necessary to have proper documentation and auditing so that every step taken can be read and seen as the pattern which then determines what procedures need to be trimmed. Bureaucratic simplification encountered various obstacles, one of which was a bureaucratic disease called bureunomia disease (Pasolong, 2011, Damanhuri and Jawandi, 2017). This disease affects the degree of government policy level or when it is formulated compared to the technical implementation of government operations.

Various countries that have simplified their bureaucracy have used the following strategies: (1) revitalizing the positions, functions, and roles of institutions that are vital for reform; and, (2) structuring the state administration system in the process, structure, human resources, and relations between the state and society. According to Damanhuri and Jawandi (2017), issues and agendas related to bureaucratic reform include streamlining structures, reforming personnel management, engineering government administration processes, performance-based budgeting and participatory planning processes, and new relations between government and society in development and governance. One concrete example of the simplification of the bureaucracy that is happening at this time is the institutional changes and bureaucratic work procedures caused by the use of information and communication technology (ICT) as a form of innovation and consequences in the digital era in various parts of the world today. (Giri, 2020; Purwanto, E.A., 2018; Okunola & Johnson, 2017; Nishijima, et.al., 2017 and Pusptasari & Ishii, 2016; Arson, et.al., 2015). Government organizations are constantly undergoing changes in the form of reorganization and restructuring, such as major mergers, to achieve public goals and to strengthen their position in the public decision-making process (Iqbal & Sandria, 2020; Pollitt & Bouckeart, 2011). In the last few decades, we have seen a public restructuring move from New Public Management (NPM), which brought increased vertical and horizontal specialization, to post-NPM with a focus on
vertical and horizontal integration (Christensen & Lægreid, 2007).

Rapid changes related to organizational adaptation to the environment are increasingly contagious like a virus, including in bureaucratic organizations. Modern organizations will develop their genius, pyramidal, a centralized and complex mechanism known as bureaucracy which is out of line with contemporary reality. The adaptation, problem-solving and interim systems of various specialists are interrelated with each other. This is the original form that will gradually replace the bureaucracy (Rahman, et al., 2020; Styhre, 2007). The phenomenon of bureaucratic simplification appears in several countries. Singapore, for example, has embarked on streamlining its bureaucracy since 1980 and has been named as one of the best countries in terms of an efficient bureaucracy and reliable quality of public services. South Korea laid the foundations for simplifying the bureaucracy through various laws and regulations, such as civil service ethics, the social purification movement, civil servant awareness reform, control of retired civil servants, and recruitment of civil servants (Hwang, 2004). Meanwhile, the simplification of the bureaucracy in China was carried out by reducing the number of ministries, departments, and government agencies from 100 to 61 institutions, and 30,000 party cadres were given early retirement. As a result, Deng created an efficient, clean, anti-corruption, serving and lean bureaucracy that makes China today grow into a strong economic country (Prasojo, 2008). China’s government reforms were implemented three times in the Mao era (1952, 1958, and 1961), followed by four reforms in the post-Mao period (1982, 1988, 1992, and 1998). There were economic reforms that began in the 1980s, at least three important government reforms, accompanied by the slogan of transforming government functions. All reforms occur after the appointment or reappointment of the Prime Minister. The main focus of bureaucratic simplification is: 1) functional separation of Party and government; 2) functional separation of government and business, the transformation of the government’s economic function into a market mechanism; 3) reducing or downsizing (the number of departments and commissions in the central government was cut from 52 in 1982 to 29 in 1998); 4) establishment of a civil service system; 5) decentralization; 6) implementation of legal systems for administration (Xu, 2020; Mao, 1999; Liu, et al., 1998; Mao, 2003).

The policy of simplifying the bureaucracy into two levels in Indonesia is a follow-up to President Joko Widodo’s inauguration speech on 20 October 2019 in the 2019 to 2019 government period. 2024. This bureaucratic simplification policy is intended to shift structural positions (administrative positions), (Hartini, 2010) into functional positions based on competence and expertise. The basis for making this policy is based on the composition of the existing state civil apparatus in 2019 which includes 10.26% or 440,029 people from 4,286,918 people consisting of administrative officials. One form of implementation of this policy is the stipulation of PANRB Ministerial Regulation number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions which is valid until 30 December 2020 and PANRB Ministerial Regulation number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions which is valid until dated December 30, 2021. One of the contents of this ministerial regulation states that equalization from administrative positions into functional positions, hereinafter referred to as equalization of positions, is the appointment of administrative officials into functional positions through adjustment/passing to equivalent functional positions. In implementing the policy of equalizing administrator positions into functional positions in March 2021, several 39,387 administrative positions have been simplified in 70 central government agencies or 38.67% of 181 central government agencies.

In implementing the policy of equalizing administrative positions into functional positions, it is necessary to consider the factors that can influence the policy implementation process which include communication, resources, disposition, and bureaucratic structure (Edward III, 1980; Makinde, 2005). In the public policy cycle, policy implementation is an important stage. Policy implementation is often only seen as the implementation of things that have been decided by decision-makers or the legislature as if this stage of implementation is less influential. But in reality, the stages of
policy implementation are very important because a policy is meaningless if it cannot be implemented properly and correctly. In other words, implementation is the stage of a policy being implemented optimally and can achieve the policy objectives themselves (Putra & Khaidir, 2019). Communication is an activity that causes the communicant to be able to interpret an idea/idea intended by the communicator through a common system in the form of signs, symbols, and behavior (Wardhani, et.al, 2016). Resources in policy implementation can be in the form of human resources, methods, and materials. Without adequate resources, policies will not run effectively and efficiently (Edward III, 1980). Disposition is the character and attitude possessed by the implementers which include commitment, democratic nature, and honesty. If the policy implementers have a good disposition, they will be able to carry out policies well by the wishes of the policymakers. If policy implementers have different perspectives or characteristics from policymakers, the policy implementation process will also be ineffective (Juliartha, 2009; Agustino, 2016). The bureaucratic structure is an organizational structure as a determinant of how work is divided and formally grouped (Alfin, 2018; Robbins, 2012) which includes various aspects such as division of authority, bureaucratic structure, relationships between organizational units, and so on. Policy implementation may not be effective due to an inefficient bureaucratic structure (Hasan, et.al. 2016; Widodo, 2010).

This study aims to analyze the implementation of equalization policies from administrative positions into functional positions based on the theory of policy implementation which includes aspects of communication, aspects of resources, aspects of disposition, and aspects of bureaucratic structure. The results of the analysis are expected to be used to formulate inputs for improvement in the implementation of the policy of equalizing administrator positions into functional positions that have been carried out so far.

RESEARCH METHODS

This research was conducted with a descriptive approach with qualitative analysis because it involves human resource management issues (Moleong, 2011) with a case study method (Yin, 2011) with a focus on the Ministry of Administrative Reform and Bureaucratic Reform, State Administration Institutions and the State Civil Service Agency.

The focus of the research includes four elements of equalization policy implementation which include: communication, resources, disposition, and bureaucratic structure, which are then made up of questions as the basis for interview guidelines, observation guidelines, and literature study guidelines.

This research is applied with a descriptive explanation. Data were obtained from parties directly related to the research topic. The validity of the data is done by using the triangulation technique of sources and data. Research informants were selected with the criteria of the parties who understand the implementation of the equalization policy. The data in this study consisted of primary data and secondary data. Data processing and data analysis are carried out by data reduction, data presentation, and concluding/conclusions (Sugiyono, 2017; Huberman & Miles, 2009).

RESULT AND DISCUSSION

Policy Implementation regarding Equalization of Administrative Positions to Functional Positions at Central Institutions

The implementation of policies regarding the equalization of administrative positions into functional positions in Central Government Institutions when associated with the concept of policy implementation which includes aspects of communication, aspects of resources, aspects of disposition, and aspects of bureaucratic structure, can be identified as follows:

First, the communication aspect: a) Implementers of the policy of equalizing administrative positions into functional positions in Central Government Agencies are Authorized Officials (Ministry Secretary, Secretary-General, Main Secretary), Officials who receive Delegation (Head of Bureau in charge of Human Resources, Head of Bureau in charge of Personnel), Administrative Officer (Head of Human Resources, Head of Division in charge of Personnel, Head of Subdivision, Implementing and Functional Officers within the Human Resources or Personnel Division. The target groups of this equalization policy are Administrators and Officers There are 39,387 supervisors in Central Government Agencies,
and 2) Socialization of this equalization policy is carried out through lectures, meetings, ceremonies, and circulars of the Authorized Officials. Socialization activities are also carried out by informing through online media and information data networks within the Central Government Agencies. The material for the socialization activity is in the form of Ministerial Regulation of PANRB No. 28 of 2019 and Circulars of the Minister as well as in the form of administrative decisions (service notes) taken at Government Agencies related to this equalization policy. The level of communication intensity carried out at Central Government Institutions is carried out continuously and continuously, although not all employees participate in the activities held to socialize this equalization policy. The Authorized Officer and the Head of the HR Bureau or with other nomenclatures always routinely convey to all employees the policy regarding the equalization of administrative positions into functional positions since October 2019.

The second is the resource aspect. The division of work/tasks must be adjusted to the skills and abilities so that the implementation of the work can run well (Putra & Khaidir, 2019). Therefore, the placement of employees must use the principle of "The Right Man In The Right Place", the division of labor must be rational/objective (Hartini, and Tedi, 2017; Rahayu, & Rahmayanti, 2019). In the results of interviews, observations, and documentation studies, it is known that based on the employee list document at the time of socialization activities and at the time of employee inauguration, it is known that most of the employees carry out well the activities held to implement the policy of equalizing administrative positions to become functional officials even though they are forced by the existence of orders or just participating out of curiosity. All administrators and supervisors as policy targets carry out this policy well even though they are not aware of the consequences they will face such as the uncertainty of their next career or their ignorance to act as functional officials who are obliged to collect credit points for promotion or promotions and a decrease in income. Most of the employees meet the requirements to be appointed in functional positions and only a small part does not meet the requirements for formal education qualifications so they need to carry out competency test activities as their replacement.

Third, is the disposition aspect. The disposition or attitude of the implementer in this case the Authorized Officer, the Head of the Bureau in charge of Human Resources affairs or with other nomenclatures, the Head of the Division in charge of Human Resources affairs or with other nomenclature, All Heads of Subdivisions and all employees within the Human Resources Division or with other nomenclatures to support this policy, considering that this policy is the main agenda of the Central Government Agency Leaders (Employee Guidance Officer) in carrying out the President’s work program as the Highest Personnel Guidance Officer in the state civil apparatus. So in general can be said that the implementation of this equalization policy is running smoothly. To maintain the positive attitude of the implementers and the policy targets to always support the implementation of this equalization policy, the implementing parties as representatives of the institutions have been promised that in the process of equalizing administrative positions to functional positions, the income received so far will not decrease. This is also considering that most of the implementers are Heads of Sections related to Human Resources or with other nomenclatures, All Heads of Subdivisions within the Human Resources Section or with other nomenclatures are also the targets of this policy.

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Obstacles and Efforts to Overcome Barriers to Implementing Equalization Policy

Constraints that affect the implementation of equalization policies at Central Government Institutions and efforts to overcome obstacles are that human resources are the potential possessed by humans to realize their roles both as adaptive and transformative social beings who can manage themselves and all the potential that exists in nature. Towards achieving a level of well-being in a balanced and sustainable life. However, in a practical sense, everyday human resources are interpreted as an integral part of the system that makes up an organization. Human resources are related to the adequacy of the quantity and quality of implementation of public policies, which can cover all target groups. On the other hand, financial resources are related to the availability or adequacy of funds for a policy or program (Edward III (1980) Nugrono, 2009). In this study, the ability of human resources in terms of quantity is seen from the adequacy of the number of employees in the Human Resources Department or with other nomenclatures at the Central Government agencies in implementing the activities of implementing this equalization policy, while the capacity of resources is viewed from quality, which includes the level of education and level of understanding of the duties and work skills of employees.

As for outside the implementer, the obstacles faced in the implementation of the policy of equalization of positions within the Central Government Agencies are: First, there is a change in the position of functional positions with the promulgation of Government Regulation no. 17 of 2020 concerning Amendments to Government Regulation No. 11 of 2017 concerning Civil Servant Management. This condition affects the activities of the preparation and determination of needs and their procurement; Second, the rank and position for functional positions have not yet been determined considering that the applicable rank provisions are still waiting for the Government Regulation concerning Salaries and Benefits to be stipulated; Third, the career pattern and career development for functional positions still require implementing regulations for the Regulation of the Minister of PANRB regarding functional positions, especially on policies for placement, certification and competency testing when equalizing positions; Fourth, promotions and transfers for functional positions still require implementing regulations for the Regulation of the Minister of PANRB regarding functional positions, especially on policies for placement, certification and competency testing when equalizing positions; Fifth,
performance appraisal for functional positions still uses the employee performance target assessment pattern (SKP) with the old provisions based on the PP Implementation Regulation Number 46 of 2011 concerning PNS Performance Assessment; Sixth, the salary and allowances as well as awards received by functional positions are lower than the equivalent structural positions prior to the equalization of positions; and Seven, the provisions regarding discipline, dismissal, old age insurance and pension insurance as well as protection for functional positions are still the same as the provisions before the equalization policy was implemented.

This research used qualitative methods using primary data obtained through depth interviews (in-depth interviews). Limitations in this study include the subjectivity of the researcher. This study relies on the researcher's interpretation of the implied meaning of the interview results so that the tendency for bias to occur is still possible. To minimize bias, the triangulation process is carried out on sources and methods. Triangulation of sources is carried out by cross-checking data with facts from different informants and from the results of studies or other research, while triangulation of methods is carried out by several data collection methods in the form of in-depth interviews and observation methods.

CONCLUSION
The results of this study indicate that aspects of policy implementation affect the success of implementing policies regarding equalizing administrative positions into functional positions in Central Government agencies. The influence of aspects of policy implementation on the process of equalizing positions includes communication aspects, namely effective communication between policy implementers and policy target groups that affect the acceptance of the policy by the target group and the realization of activities that have been planned by the targets both time and quality that have been determined; 2) the resource aspect, namely the availability of materials, instruments, equipment and activity budgets affect the smooth implementation of activities in the field; 3) Aspects of disposition, namely the selection of implementers and the provision of incentives for implementers and target groups to facilitate acceptance of the policy; and 4) Aspects of the bureaucratic structure, namely clarity of position, roles and responsibilities as well as technical instructions for implementing activities, can reduce conflicts between fellow implementers and policy target groups. Finally, it can be stated that the aspect of policy implementation is very influential on the success of the implementation of the equalization policy before, during, and after the equalization of positions.

From the results of the study, it is known that the implementation of policies regarding equalization of administrative positions into functional positions in Central Government agencies is still experiencing obstacles, among others from the communication aspect, namely communication is still one-way; from the aspect of resources, there is the unpreparedness of implementers and policy target groups in implementing the new policy; from the aspect of disposition, the policy for equalization of positions has not yet been fully and voluntarily received by the implementer and by the policy target group; and from the aspect of the bureaucratic structure, the unclear role of policy implementers who are also the target group causes obstacles to implementation in the field due to the emergence of conflicts of interest.

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