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POLICY IMPLEMENTATION OF THE EQUALIZATION OF ADMINISTRATIVE POSITIONS INTO FUNCTIONAL POSITIONS

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ABSTRACT. The Ministry of Administrative and Bureaucratic Reform has mandated all Ministries or Agencies to carry out independent position mapping assessments. In the Praja Extracurricular Program at the IPDN Jatinangor Campus, there are 2 (two) positions that have not received socialization in filling out the DUPAK. Time limitations in determining equivalent positions. Some employees resulting from equalization of positions experience difficulties in carrying out their main duties and functions. Have not paid attention to the match between the position name and the job description of a position at the meeting to determine the distribution of positions. Distribution of positions through the factors that influence it. This type of qualitative descriptive research, through factors that influence it in the Praja Extracurricular Section has been carried out quite well in the aspects of resources and dispositions, but there are still obstacles in the aspects of communication and bureaucratic structure.

Key words: Equalization of positions; Policy Implementation; Administrative and Functional Positions

6

IMPLEMENTASI KEBIJAKAN PENYETARAAN JABATAN ADMINISTRASI KE DALAM JABATAN FUNGSIONAL

ABSTRAK. Kementerian PANRB mengamanatkan kepada seluruh Kementerian atau Lembaga untuk melakukan asesmen mandiri pemetaan jabatan. Pada Bagian Ekstrakurikuler Praja Kampus IPDN Jatinangor terdapat 2 (dua) jabatan yang belum memperoleh sosialisasi dalam pengisian DUPAK. Keterbatasan waktu dalam penetapan jabatan yang disetarakan. Beberapa pegawai hasil penyetaraan jabatan sulit melaksanakan tugas pokok dan fungsinya. Belum memperhatikan kecocokan antara nama jabatan dengan uraian tugas dari suatu jabatan pada saat rapat penentuan penyetaraan jabatan. Tujuan penelitian untuk mengetahui dan menganalisis implementasi kebijakan penyetaraan jabatan melalui faktor-faktor yang mempengaruhinya. Jenis penelitian deskriptif kualitatif. Implementasi kebijakan melalui faktor-faktor yang mempengaruhinya pada Bagian Ekstrakurikuler Praja sudah cukup baik dalam sumber daya, disposisi, namun dalam komunikasi, struktur birokrasi perlu ditingkatkan.

Kata kunci: Penyetaraan jabatan; Implementasi Kebijakan; Jabatan Administrasi dan Fungsional

INTRODUCTION

To run a world-class government bureaucracy, the availability of world-class civil servants must begin. There are at least five criteria for a world-class ASN, namely professionalism, integrity, public orientation, high service culture, and global insight. These five criteria need to be carried out by all ASNs on an ongoing basis in order to meet the demands of qualified ASN qualifications.

President Joko Widodo, on various occasions conveyed complaints about the bureaucratic performance system which he considered unable to keep up with the dynamics and developments of the times. According to him, the bureaucracy in Indonesia cannot move in an innovative, adaptive and responsive manner. Even in the context of investment acceleration policies, bureaucracy is considered to be one of the inhibiting factors because the bureaucratic ladder is too long. Therefore, against the background of the spirit to streamline the performance of the bureaucracy, the President sees the need for equalization of positions.

To realize an authoritative and clean government system, it is necessary to realize it in efficient, good and quality services supported by quality human resources for government officials who are competent according to their fields and expertise (J. H. Purwanto, 2020; Supratman, 2018). One of the derivatives of the priority program is equity which is expected to eliminate linear, monotonous, and stuck mindsets in the comfort zone. This equalization is intended to cut the bureaucratic flow which only consists of pratama positions and administrative positions (echelon I and II). In essence, streamlining the government's organizational structure will be efficient and effective and create a range of faster decision-making (Rakhmawanto, 2021).

Even distribution of organizational pruning also has an impact on public services (Marthalina, 2022). According to Tumanggor & Wibowo (2021), this policy is not only for echelon IV and V positions but for positions that also have the same career stages as the career stages of the structural positions previously held by these officials. The abolition of positions is expected to reduce unnecessary costs for providing

service facilities to echelon III and IV officials (Muhlis, 2013).

The policy of equalizing positions is a big step in the world of bureaucracy. Moreover, this policy applies to all Ministries/Institutions both central and regional levels. Responses from various Ministries/Institutions and Regional Governments were quite diverse. Several ministries/institutions followed the instructions of the Ministry of PANRB by doing equal distribution of positions. Equality of position does not equalize the rank attached to Administrative Officers, only for positions occupied by Officials of the same functional level. (Sumarna & Warman, 2022)

The government is seriously trying to change the climate of the state bureaucracy so that this seriousness is embodied in the PANRB Ministerial Regulation Number 28 of 2019 which is then refined by PANRB Ministerial Regulation Number 17 of 2021. Through the PANRB Ministry, IPDN has responded to this by inaugurating several administrative officials to become functional officials in 2020. The details:

Table 1. Equalization Position Results IPDN Campus

No	Name	Equal positions
1	Jatinangor	62
2.	Cilandak Jakarta	3
3.	North Sulawesi	12
4.	South Sulawesi	12
5.	West Sumatera	12
6.	Papua	12
7.	West Borneo	12
8.	NTB	12
	Total	137

Source: Legal, Organizational and Administrative Section, IPDN 2022.

From the table it can be seen that there were 137 employees whose positions were equalized in 2020 consisting of 62 IPDN employees from the Jatinangor Campus, 3 IPDN employees from the Cilandak Campus Jakarta, 12 IPDN employees from the North Sulawesi Campus, South Sulawesi, West Sumatra, Papua, West Kalimantan and West Nusa Tenggara. This research was conducted in the extracurricular section of the IPDN Jatinangor campus because in this section there are 2 positions resulting from the 2020 equalization of positions which until now have not received DUPAK socialization (List of Proposed Credit Score Determination).

In addition to the above problems, another problem that arose was the limited time in proposing the results of equal distribution of positions, bearing in mind that at that time many positions had to be equalized and inauguration had to be carried out immediately. This can be seen from the inauguration

of the IPDN which was carried out in 3 batches in 2020-2021. At the time of proposing staffing positions to functional positions, IPDN still uses the old job descriptions and work procedures, namely referring to the rector Regulation Number 9 of 2018. In addition, some employees who are equated to positions find it difficult to carry out their duties because the job descriptions resulting from the equalization of positions are different from daily description that they do.

The existence of problems in the implementation of equalization policies that occur is an important phenomenon to be studied. Previously, research on the adjustment of structural positions into functional positions had been carried out a lot.

Rohida, Nuryanto, and Sarif (2018) in their research stated that efforts to meet organizational needs have been made. In addition, there is a change in orientation from position-oriented to performance-oriented in carrying out their duties. In line with these findings, Permatasari and Ariani (2021) found that the policy of equal distribution of positions aims to maximize the potential and quality of employees in a merit system.

According to Nguyen (2020), the public interest, including universities, is the scope of public policy. Internal factors such as leadership and involvement, external factors such as predictions and reality influence implementation (Schwarz, 2020; Devaney et al. 2020; Nguyen, 2020; Wallace et al. 2020). To deliver rigorously (Flammer, 2020; Vasylytsiv et al. 2020). According to Rohman (2016), public policy deficiencies or errors are the successful implementation of policies resulting from evaluating the implementation of a policy.

There are 4 stages in policy making (Dunn, 2012:24-25). Policy Implementation is a policy that has been carried out by administrative units by mobilizing their resources, especially financial and human. The process of implementing policy decisions is the understanding of policy implementation (Wahab, 1997:50).

Policy implementation is influenced by communication factors, resources, dispositions, and bureaucratic structures (Edwards III, 1980). In the study of equity through them, it is an interesting thing to study and Edward III's theory is the right theory to answer the objectives of.

METHOD

Descriptive qualitative, namely meanings considered some related to social humanitarian problems (Creswell, 2014). This study uses triangulation

by combining observation, interviews and documentation. According to Moleong (2004), for inspection purposes or as a comparison of data, a data validity checking technique is needed that utilizes something other than data called triangulation.

Informants totaled 12 people consisting of policy makers, policy implementers and target groups, including: assistant archivists in the praja extracurricular field, junior staffing analyst in the civil service sector, junior staffing expert in the field of law, organizational and administrative analysts, equivalent officials and implementing staff in the extracurricular praja field. Researchers determined informants using the purposive sampling technique (Sugiyono, 2018: 218) and data analysis according to Miles and Huberman in silalahi (2012: 339), namely the themes in the implementation of the equal position policy are presented then various pieces of description are arranged and summarized in the report narrative.

RESULTS AND DISCUSSION

a. Communication

Conveying messages from one party to another accompanied by a feedback process is called communication. Communication is a very important part of running a system. The system can run well if there is good communication. For this reason, good and continuous communication is needed. This is done as an effort to elaborate policies so that implementers from the top level to civil servants who carry out the equalization of positions policy have the same thoughts in implementing a policy.

Based on the observations made, the process of equalizing positions at IPDN begins by proposing nomenclature for types of positions. This was rolled out at the end of 2019. There were 3 (three) requests for proposed functional positions of the Ministry of Home Affairs including IPDN. IPDN carried out in 3 stages the proposal for equalization of positions. Stages 1 and 2 are proposed from July to September 2020 and inauguration will be held on 28 December 2020 with 137 equal positions. Stage 3 was proposed starting in June 2021 and inauguration was held in December 2021 for 4 equal positions.

The main tasks and functions proposed by IPDN at that time were not like those of the local government. The nomenclature of positions proposed by IPDN to the Organizational and Administrative Bureau of the Ministry of Home Affairs amounted to 2 (two) types of nomenclature of functional positions, namely the positions of personnel analyst and policy analyst. However, what was approved and stipulated

by the PANRB ministry through IPDN rector Decree Number 821.29-03 of 2021 are 11 (eleven) types of position nomenclature for IPDN.

The 11 types of equalization of duties and functions of functional positions are:

1. Personnel analyst
2. Goods/services procurement manager
3. Budget analyst
4. Archivist
5. Sports coach
6. Learning technology developers
7. Religious extension
8. Drafter of legislation
9. Planner
10. Institution of public relations
11. Computer institution

Based on observations and existing data, it appears that the communication process has been running quite well, but not optimal. This can be seen from the socialization that has been carried out to employees. Even after the results were determined, socialization was still carried out in the form of socialization for filling in the DUPAK (List of Proposed Credit Scores) by the Personnel Bureau of MoHA. DUPAK socialization is very important for functional positions because it can provide an understanding of filling in credit scores as a basis for proposing promotions/functional positions for future employee career development.

However, of the 11 types of positions resulting from equalization, there were 2 (two) types of positions resulting from equalization in IPDN that had never received socialization for filling out the DUPAK, namely the positions of sports coaches and religious instructors. Both types of positions are in the Praja Extracurricular Section. This is because at the time of determining the 11 types of position nomenclature for IPDN there were 2 types of position nomenclature which at the time the position was given were not in accordance with the main daily tasks of the employee in that position so that the employee in that position had difficulties to carry out optimally, especially in filling out the Sikerja application which he has to fill out every day. The most important and most challenging problem in various government agencies is identifying individual employees who fit the needs of the position (Farida, 2013). This is also experienced in research Timur, Fauzi, Yakup, & Satyawati (2022), where there is a discrepancy between functional positions and work unit assignments, there are still difficulties experienced by employees because they are not in accordance with their previous position or work experience (Puspita, 2022).

Not optimal communication was also experienced by the research conducted (Fitrianingrum, 2020) which stated that, the elements of tiered communication were lacking, and information was not conveyed regarding the substance of equalization to the affected supervisory officials. The scheme for equalizing positions from structural to functional ultimately creates confusion in a number of agencies. (Gelora M, 2022).

Besides that, when proposing equal distribution of positions, there is a time limit for determining equal distribution of positions. This should not happen because career development must have planning with clear career goals (Bernardin & Russel, 1993) so that relevant agencies and employees can develop themselves optimally (Dubrin, 2005). For IPDN, equalization stage 1 was carried out at the end of December 2020 and the positions proposed were general positions (not specific main tasks).

In addition, the clarity of the substance of the distribution of positions is still lacking. The absence of clear information consistently creates its own confusion (Fitrianingrum, Lusyana, & Lallyana, 2020). Based on interviews and available data, it is known that of the 11 types of positions resulting from equal distribution, the average official experiences difficulties, not in accordance with what is done daily so that when filling in the Position of Apparatus Performance Appraisal System Application (Sikerja) only fill in the fields with correct filling. approached and which is already registered.

Then understanding of substance of the equalization of positions is still different both at the level of equalized employees, the proposing agency and Ministry Administrative and Reform. Based on observations, the meeting to determine the equalization of positions has not paid attention to the compatibility between the position name and the job description of a position. The indicators seen in the equalization of positions are the type of position and the background of the official holding the position. However, during the implementation of the results of the equalization of positions, there were several positions that only looked at the old position nomenclature without looking at the job descriptions of each of these positions and without looking at the competence of the employee who would occupy the position. For example, the position of head of sports and arts sub-division in the Praja Extracurricular Section is equated with the position of sports coach, while the job description for the position of head of sports and arts sub-division is much different from the job description of the post of sports coach which refers to the supervisory agency, namely

Kemenpora. One of the duties of a sports coach based on Menpora regulations is to facilitate national athletes, while IPDN does not produce sportsmen. In determining equalization of positions without looking at the educational competence of officials who occupy positions, the results of this equalization make conditions more difficult. This also occurs in research (Timur, Fauzi, Yakup, & Satyawati, 2022), where educational background discrepancies are still found with functional positions.

b. Resource

Resources are determining a implementation that has been made. Without adequate and supportive resources, the implementation of a program or policy will not be successful and will not achieve the expected goals. Daniarsyah (2020), explains that the policy of transforming Administrative Positions generate very comprehensive management in managing human resource and organizational factors. In the policy of equalizing positions, especially Ministry Home Affairs at that time there were 808 positions that had to be equalized in batch 1 including IPDN. With so many positions that must be equalized, of course, it requires sufficient human resources in determining the equalization.

In this case, the Human Resources owned have been optimally empowered. This can be seen at the joint meeting to equalize the position between IPDN as a work unit, MoHA and Ministry Administrative and Reform. Terms of the budget, the Praja Extracurricular Section does not have a problem because officials resulting from equity still receive office allowances. It's just that the allowances given still refer to the benefits while holding structural positions. This is because performance allowances at IPDN still use structural allowances because their main duties and functions are still carrying out their daily duties as structural officials. The same thing also happened in research (Marthalina, 2021). Regarding the compensation or income of structural officials affected by the process of moving structural positions, they have tried to maintain income levels by referring to previous income so that there is no decrease in income. Irfan (2013) and Rakhman (2020) in their research found that the amount of employee income received each month has an impact several amount benefits given has not been calculated based on the weight of the position.

Apart from human resources, there are also equipment and infrastructure resources. In the Praja Extracurricular Section, equipment and infrastructure resources have greatly supported the performance of equalized officials in carrying out their daily tasks coupled with digitalization support.

c. Dispositions

In order for the implementation to run optimally, it is necessary implementers who have the ability to implement policies. According to Djakaria & Rahmat (2019), individual factors which include employee abilities and skills, must be a concern. Policy implementers ranging from equalized employees to proposing agencies including the Praja Extracurricular Section have implemented the policy, even though there are weaknesses in its implementation. From existing observations, IPDN and MoHA have socialized filling DUPAK and conducted training for equalized employees as a form of competency improvement. This is also done through the research of Ramadani & Sofyaningrum (2020), which is a communication strategy in the form of outreach to unit heads and administrative positions that are affected by the equal distribution of these positions. Employees must be given the opportunity to improve their skills through courses and training as well as opportunities to continue their education for the process of growing and developing according to their career plans. (Williams, 2015).

In addition, IPDN always coordinates and attends meetings related to equalization of positions that have been held. This was also carried out by the City Government of Bukit Tinggi in an implementing attitude that fully carried out in accordance with the directives regarding Bureaucratic Simplification (Nalien, 2021).

d. Bureaucratic Structure

Policy implementation can also be seen from the bureaucratic structure. Organizations need a structure to assess the results of the performance of its members (Juru, 2020). Legitimacy in carrying out policies politically is called authority (Afandi & Warjio, 2015). This authority relates to the bureaucratic structure **5**tached to individual and institutional positions. **The results of observations at the time the equalization of positions carried out at that time were not accompanied by changes in structure so that officials who were equalized in carrying out their daily work had not carried out activities in functional positions and the benefits received still used structural allowances.**

In connection with this, when there is a bureaucratic reshuffle, of course, when there is a reform of the bureaucracy, it should start from changing the Organizations chart (organization structure) first. Restructuring will have implications for the new human resource management process (Mangkunegara, 2015). When there is a structure, it means that there will be a division of tasks and functions there so that when someone is transferred to a place, that person knows their duties and functions. The process of

dividing tasks is very important because it can increase organizational effectiveness (Amalia, 2020).

CONCLUSION

Through the factors that influence it at the Extracurricular Praja IPDN Jatinangor Campus has been carried out quite well in terms of resources and disposition, but in terms of communication and bureaucratic structure there are still obstacles. From the Extracurricular side Praja already has the human resources, budget and equipment to support them in carrying out their daily tasks. In terms of disposition, the Praja Extracurricular Section has implemented a policy of equalization of positions by involving employees from equalization of positions to take part in socialization for filling out the DUPAK and training as a form of competency improvement. However, in the communication aspect, there are still 2 (two) types of nomenclature as a result of equal distribution of positions in the Praja Extracurricular Section which have not received socialization for filling in the DUPAK (List of Proposed Credit Score Scores). Then the aspect of bureaucratic structure, during the implementation of equity, changes to the organizational structure functional positions have not been carried out by IPDN including the Praja Extracurricular Section. Research suggestion is that when you are going to equalize positions, you must first prepare a new structure as a new organizational container that regulates the job descriptions of new positions, namely functional positions, preceded by making a workload analysis. According to Robbins and Coulter (2007:284) is called the organizational structure.

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