



# Study of Policy Equalizing Administrative Positions into Functional Positions

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## ABSTRACT

*The Indonesian government's efforts to achieve changes in the government administration system are through bureaucratic reform by equalizing administrative positions into functional positions. However, this is different from the duties of the village government center in Malang. This research aims to describe and analyze policy implementation and support and inhibiting factors for the policy of equalizing administrative positions into functional positions at the village government center in Malang. The research design uses a descriptive qualitative approach with an inductive method. The research was conducted at the Village government hall in Malang, Ministry of home affairs. The data collection techniques used were observation, interviews and documentation. Data analysis techniques are carried out using data collection, data reduction, and data categories. This research shows that implementing the policy of equalizing administrative positions into functional positions at the Village government center in Malang includes policy content and policy environment/context. The content of the policy consists of positive benefits felt by policy implementers, but there are differences in decision-making between implementers due to a lack of coordination. Meanwhile, the environment/context and the use of power give rise to conflicts of interest. In the future, it is hoped that policy implementers will socialize regarding specific functional positions because the socialization carried out so far has only been general and update the performance assessment system in the Ministry of home affairs' job application by not using officials to assess an employee's performance.*

**Keywords:** Equalization of Position, Functional Positions, Policy.

## 1. INTRODUCTION

Changes to the system of government administration in Indonesia are currently being made through bureaucratic reform, which is expected to make government administration efficient and effective. Bureaucratic reform can improve the government bureaucracy's performance, market performance, and civil society. The bureaucratic reform process must be carried out in a sustainable and structured manner and involve all aspects so that it succeeds in having a real positive impact on the quality of public services and the progress of the Indonesian nation. Simplifying bureaucracy is hoped to spitoon-making in public services and create a professional work culture.

The scope of bureaucratic simplification consists of 3: organizational transformation, position transformation and performance management transformation. Organizational transformation is in the form of simplifying the organizational structure into two levels. Job transformation involves transferring administrative positions in which organizational units are downsized to corresponding functional officials, developing functional positions and equalizing income. Performance management transformation improves work mechanisms and bureaucratic business processes to accelerate decision-making, improve public services, and develop digital-based work systems.

From the results of initial observations at the Village government hall in Malang, a phenomenon occurs due to the equalization of administrative positions into functional positions, namely swelling in the employee expenditure budget due to the equalization of positions to functional officials. The following table shows employee expenditure at the Village government hall in Malang. Most administrative positions are equalized into functional ones at the Village government hall in Malang, filled by Widyaiswara functional positions. This is different from the duties of the Village Government Center in Malang, namely carrying out training in the field of village government for Village Heads, Village Apparatus, Village Consultative Body, Village Community Institutions and Village Traditional Institutions. At the same time, Widyaiswara's functional position is to carry out training for state civil servants.

Decision-making is still tiered, while the principle of bureaucratic simplification is the efficiency of decision-making. This is proven by the fact that a team certificate has yet to be issued as the basis for dividing work teams for

each employee, some of whom serve as team leaders and team members. This has an influence on decision-making for an activity program. Moreover, employees feel that changing to functional officials makes it more challenging to develop their careers.

Functional positions are limited according to the organizational structure. Up to now, there are still proposals to revise the organizational structure of the work procedures of the Village government center in Malang for the organization and management bureau of the Ministry of Internal Affairs, Country. Therefore, it is necessary to carry out further research regarding the Equalization of Administrative Positions into Functional Positions, a study of the Implementation of the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform of the Republic of Indonesia Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions at the Village government hall in Malang.

This research aims to describe and analyze policy implementation and support and inhibit factors in implementing the policy of equalizing administrative positions into functional positions at the Village Government Center in Malang. The practical benefits of this research are expected to provide objective information. They can be used as material for the development of public administration science and for other researchers in the future, especially those related to the implementation of the policy of equalizing administrative positions into functional positions. Practically, the results of this research are expected to be input to the Village government center in Malang in implementing the equalization of administrative positions into functional positions by maximizing supporting factors and minimizing factors inhibiting the implementation of equalizing administrative positions into functional positions.

## **2. LITERATURE REVIEW**

According to Arifin Abdurachman in Enceng (2014: 14), state civil service administration is one branch related to all issues regarding state employees. According to Law Number 20 of 2023, it is stated that the administrator position is a middle-level managerial position that is responsible and plays a role in managing, motivating and supporting the development of state civil servant employees, leading and coordinating the implementation of strategies for achieving organizational goals as well as public and administrative services and functional positions are non-managerial positions responsible for providing services and carrying out work according to specific expertise and skills (Intan et al, 2022).

Yudhi and Cahya Supriatna (2021:164) stated that government bureaucratic reform aims to build public trust (public trust building) and eliminate the negative image of government bureaucracy by prioritizing government management, namely public trust management. Based on the Regulation of the Minister for Empowerment of State Apparatus Bureaucratic Reform Number 17 of 2021 concerning equalization of administrative positions into functional positions, Equalization of Administrative Positions into Functional Positions, from now on referred to as Equalization of Positions, is the appointment of Administrative Officials into Functional Positions through adjustments/in passing to equivalent Functional Positions.

Equalization of Positions is carried out without considering the rank levels and spatial groups attached to administrators, supervisors, and implementing officials who constitute echelon V and will be equalized. Suppose administrators, supervisors, and implementing officials who are echelon V and who will be equalized have a rank/space class below or above the highest rank/space class required in the statutory regulations. In that case, the provisions still apply in Functional Positions.

## **3. METHODOLOGY**

### **3.1 Research design**

This research uses a descriptive qualitative approach design and inductive methods. This research chooses a descriptive qualitative approach with an inductive method with the idea that the researcher will have a particular research plan or design that will make it easier for the researcher to answer the questions. in the research room.

### **3.2 Location, Scope and Research Informants**

The research location will be conducted at the Village government hall in Malang, Ministry of home affairs, as the implementing unit for the Ministry of home affairs, which implements the policy of equalizing administrative positions into functional positions. The scope of this research is a study of the implementation of position equalization policies based on the regulations of the Minister for Administrative Reform and

Bureaucratic Reform Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. In determining informants, researchers used purposive sampling techniques for nine informants.

### **3.4 Data Analysis Techniques**

The analysis technique used in this research consists of several stages, namely data collection, data reduction, and data categories, namely choosing which data is coded, which is not used, which data is summarized, and which data is included in a category until the validity of the data is obtained.

## **4. RESULTS AND DISCUSSION**

### **4.1 Results**

Researchers in this study used the implementation of ofMerileeS. Grindle is a reference for carrying out research. There are 2 (two) dimensions, namely policy content and Policy Environment (Context of policy), to determine the success of implementing the equalization of administrative positions into functional positions in implementing policy implementers in making a policy by what is expected. The policy content indicators are the first regarding the type of benefit. Based on the results of the interview, the benefits felt by the policy of equalizing administrative positions into functional positions at the Village government center in Malang are that the organization becomes leaner, increasing the income of equalized officials and increasing retirement time for functional officials, intermediate experts and functional positions that are equalized. To improve performance, one can be involved in other work units in the work team, either internally or across work units.

The second indicator is the location of decision making. Based on the results of the interview above, it can be interpreted that policy decisions are made for equalizing positions administration into functional positions at the Village government hall in Malang starting from the decision on the equalization proposal at the Village government hall in Malang by the Head of the Village government hall in Malang because the Village government hall in Malang is echelon II, it is necessary to make decisions from echelon I, namely Director General of Village Government Development, Ministry of home affairs. This proposal then received a validation decision by the Minister for Administrative Reform and Bureaucratic Reform and produced a letter of recommendation. The letter was submitted to the Minister of Home Affairs as Head of the Ministry of home affairs as a final decision. Several informants stated that there were differences in decisions between the Head of the Village government center in Malang and the implementing decisions policy which other. This is supported by the documentation that the researchers obtained, namely that there is a difference in the decision between the Head of the Village government center in Malang and the final decision to equalize administrative positions into functional positions based on the proposed equalization of positions document.

The third indicator is program implementers. The results of the interview regarding the process of implementing the policy of equalizing administrative positions into functional positions at the Village Government Center in Malang, namely the implementation process according to what is stated in the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 17 of 2021, supported by both clear regulations and resources. However, in its implementation, there needs to be more coordination between policy implementers and minimal socialization, guidance, and direction for target groups. The fourth indicator is the resources involved. Based on interviews, the results showed that resources supported implementing the policy of equalizing administrative positions into functional positions at the Village Government Center in Malang, including human, budget, and infrastructure resources.

Another reference besides the policy content is the policy environment or implementation context. Sadhana (2011:235) stated that the Grindle Model focuses more on the policy context, especially regarding implementers, targets and areas of conflict between implementation actors, and the conditions of implementation resources required. With indicators of power, interests and strategies of the actors involved, it can be seen how much power, interests and strategies the stakeholders have. The actor's power results in decisions made during the implementation of the equalization of positions policy at the Village government hall in Malang.

The results of the interview showed that there was an interest in equalizing officials who were not proposed in the list of functional positions, namely the Head of Administration, which has created conflict in the administration department with the absence of a coordinator liaising between the Head of the Center and the implementing position, apart from that, administrative officials who have been equalized to functional positions are still carrying out structural work because the system is not yet supported.

The characteristics of institutions and authorities are good in resolving conflicts over equality of positions. Based on interviews, the expected characteristics of the institution were obtained with the existence of a policy of equalization of positions administration into functional positions, namely institutions with simple organizations, with functional positions filled based on the new position map to create easy and fast service. The researcher observed that the expected characteristics of institutions and authorities differed from those of the authority or institution that is the implementer. Researchers say that authorities and institutions at the Village government center in Malang and the Organization and Administration Bureau of the Ministry of home affairs implemented conflict resolution strategies to equalize positions. On the other hand, other policy implementers decide that the equalization position does not comply with the position equalization rules.

Compliance and responsiveness of policy implementers in implementing the policy of equalizing administrative positions into functional positions at the Village Government Center in Malang, namely implementing the policy of responsiveness and compliance with this policy, is proven by the results of officials who have been equalized and appointed as functional officials.

Based on the interview results, the supporting factors for implementing the equalization of administrative positions into fun positions at the Village government center in Malang are clear regulations, resources and leadership response. Meanwhile, the factors inhibiting the implementation of the equalization of administrative positions into functional positions at the Village government center in Malang are coordination, socialization, and performance assessment systems.

#### **4.2 Discussion**

The content of the policy or program will influence the success of implementation. Controversial policies, policies that are not populist, and policies that require major changes will encounter resistance from the target group and its implementers, who find it challenging to implement the policy or feel disadvantaged. According to Grindle, the content of the policy that can influence implementation is the first type of benefit. The type of benefits obtained from a policy will determine whether its implementation will be successful easily or vice versa. According to Grindle, policies that provide collective benefits or to many people will be easy to implement because they have support from the target group or society. Based on the research results, the benefits and objectives expected by this policy are shortening procedures, increasing employee professionalism and capacity, providing an agile, adaptive and responsive bureaucracy, increasing effectiveness and efficiency in services, and improving decision-making.

These expected benefits result in benefits that are felt by both policy implementers and policy targets, namely, the organization becoming leaner, an increase in income for officials being equalized, additional retirement time for mid-level functional officials, and a flexible work system. By producing positive benefits in implementing a policy towards policy targets, the heart is by Marille S. Grindle's theory. It is proven that policy implementers and target groups have felt the positive benefits of equalizing administrative positions into functional positions at the Village Government Center in Malang.

According to Merilee S. Grindle, the more widespread the position of decision-makers in policy (both geographically and organizationally), the more difficult it will be to implement. Such cases often occur in policies whose implementation involves many agencies. The decision-makers on the policy of equalizing administrative positions into functional positions at the Village government center in Malang are the Head of the Village government center in Malang domiciled in Malang, the Director General of Village Government Development, the Head of the Organization and Administration Bureau of the Ministry of home affairs, the Minister of Home Affairs and the Minister Utilization of State Apparatus Bureaucratic Reform based in Jakarta.

Making policy decisions to equalize administrative positions into functional positions in the village government hall starting from the decision on the equalization proposal at the Village government center in Malang by the Head of the Village government center in Malang because the Village government center in Malang is echelon II, it is necessary to decide echelon I, namely the Director General of Village Government Development, Ministry of home affairs, who accommodates the proposal. Equalization of 3 halls, namely the Village government hall in Lampung, the Village Government Hall. The proposal was submitted to the Head of the Organization and Administration Bureau of the Ministry of home affairs for review. Then, the Minister for Empowerment of State Apparatus for Bureaucratic Reform received a decision for validation. The final decision was made to the Minister of Home Affairs as Head of the Ministry of home affairs. Several informants stated that there were differences in the



decision between the Head of the Village government center in Malang and the decision of the Minister of Home Affairs. Equalized positions are adjusted to the needs and regulations governing the implementation of this position equalization policy. However, in reality, there is a discrepancy between the proposal for equalization of positions proposed and recommended by the Village government center in Malang and the inauguration of the results of the equalization of positions, namely the inauguration of the Head of the Administration Department as a functional official for intermediate expert planning. As a result of inappropriate position appointments, the Village government hall in Malang did not have echelon III. This differs from simplifying the organizational structure, which simplifies the organization into two levels.

As a result, policy decisions do not meet expectations, and this is to Merille S. Grindle's theory, namely the distribution of decision-making positions in the policy of equalizing positions in the Village Government Center in Malang, namely geographically the Head of the Village government center in Malang is located in Malang City, the Head The Organization and Administration Bureau of the Ministry of home affairs, the Director General of Village Government Development, the Minister of Home Affairs, and the Minister of State Apparatus Empowerment are located in Jakarta, causing discrepancies in implementing it because it involves many agencies so that there are differences in decision making which results in differences in the list of proposals for equalization of positions with the results of equalization.

When program implementers have the capabilities and support the policy requires, the success rate will also be high. Competent policy implementers provide support in implementing a policy or program for the success of a policy. Likewise, policy implementation will run well if the policy implementer implements the policy with appropriate provisions. In implementing the policy of equalizing positions, the Village government center in Malang is guided by the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. The implementation of equalization of positions is carried out through 5 stages: proposed list of equalization of positions, review, validation, letter of recommendation, appointment and inauguration.

The policy implementers are a team of implementers who already understand their respective functional duties well enough to guarantee the policy's implementation. However, it is found that in the field, the position equalization policy needs to be better prepared, such as a lack of coordination between the policy implementers because they are all required to work quickly, so there are functional positions, which is inappropriate. The civil service bureau in carrying out socialization was considered very lacking because it was general and via Zoom because there was still the coronavirus at that time. This caused the target group at the beginning of the policy implementation to need clarification about the new job descriptions. Until now, guidance and direction from the Civil Service Bureau, especially from officials who experience minimal equalization of positions, have been required to be active and adapt quickly. The support for the Sikerja application, which has yet to be adapted to the new job descriptions, has resulted in equivalent officials still filling out administrative job descriptions; they should do more functional work because they have been functional officials since being appointed.

Implementing the policy of equalizing administrative positions into functional positions at the Village government center in Malang has carried out the stages of equalizing positions according to their respective functional duties, supported by rules and resources. However, in practice, there needs to be more coordination between policy implementers, and there is minimal socialization, guidance and direction to the target group. This aligns with Marilee S. Grindle's opinion, which states that when program implementers have the abilities and support required by policy, the success rate will also be high, and vice versa. If program implementers lack the capabilities and support required, the success rate will be low.

Running a government must be connected to government apparatus, infrastructure and budget availability. Resources are needed to facilitate the implementation of policies. This is in line with the opinion of Merilee S. Grindle, who states that the availability of the resources needed to implement policies will make implementation easier.

The research results found that the resources provided for implementing the policy of equalizing administrative positions into functional positions at the village government center in Malang are human, budget, and infrastructure resources. These three resources are considered to support the implementation of this policy. This is proven by human resources fulfilling the criteria and requirements for officials and administrative positions, which will be equalized by the Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 17 of

2021. Budget resources are provided to implement the policy equalization of administrative positions into functional ones at the Village Government Center in Malang. These include an employee expenditure budget for equalized functional employee allowances and a training budget to increase competency. Facilities and infrastructure resources are also provided and are complete to support the Widyaiswara, especially in teaching trainees.

It was concluded that this is in line with the Grindle theory, namely the policy of equalizing administrative positions into functional positions at the Village government hall in Malang, supported by the availability of the required resources, including human resources, budget resources and infrastructure resources, making it easier to implement the policy of equalizing positions. Administration into functional positions.

The context of implementation will also influence the level of success because whether the policy is easy or supported by the target group, implementation results still depend on its implementation. The implementation's character will influence the implementer's actions in implementing the policy because the implementer is an individual who cannot possibly be free from the beliefs, aspirations and personal interests of what he wants to achieve. In implementing a policy, the implementer can divert something determined for his or her sake to distance the goal from the actual policy. The implementation context that influences the success of implementation, according to Grindle, is the power, interests and strategies of the actors involved.

From the actor's power implementing the position equalization policy, interest emerged in equalizing officials not proposed in the list of proposals to become functional positions, namely the Head of the Administration Department. The appointed officials and positions must comply with the proposed equalization list signed by the Head of the Village Government Center in Malang. This is due to the need to fulfill the Ministry of home affairs' presentation of 82% of positions that must be equalized. The Organization and Administration Bureau continues to urge and pressure echelon 1 components to maximize the list of proposals for equalization of positions, thereby causing conflict at the Village government center in Malang due to the interests of the Village government center in Malang as the Technical Implementation Unit of the Directorate General of Village Government which is affected.

The strategy for implementing the policy of equalizing administrative positions into functional positions at the Village government center in Malang is proposing and revising the position map at the Village Government Center in Malang, proposing changes to the organizational structure, developing work mechanisms by forming a Team Decree, and shortening Standard Operating Procedures. Thus, this is in line with Merilee S. Grindle, who states that the implementer's strategy, sources and position of power will determine the level of success of the policy it implements. The power possessed by policy-implementing actors is by their respective portions, with the highest power held by the Minister of Home Affairs. This power has created a conflict of interest at the Village government hall in Malang. Therefore, the Village government hall in Malang has prepared a strategy to implement the policy of equalizing administrative positions into functional positions so that they run well without causing new problems that could hamper organizational performance.

The characteristics of institutions and authorities in implementing the policy of equalizing administrative positions into functional positions at the Village government center in Malang influence the policy's success. The characteristics of good and competent institutions and authorities can increase employee work productivity. According to Merilee S. Grindle, implementing a program can cause conflict for those whose interests are influenced by conflict resolution strategies regarding "who gets what." this can indirectly indicate the characteristics of the authority or institution that is the implementer.

The characteristics of institutions and authorities in implementing the equalization of administrative positions policy, namely the Village government center in Malang and the Organization and Administration Bureau of the Ministry of home affairs, are responsive in resolving conflicts over equalization of positions but not with other policy implementers. The Village government center in Malang and the Organization and Administration Bureau of the Ministry of home affairs implemented a conflict resolution strategy to implement equalization of positions. On the other hand, other policy implementers who make decisions on proposals for equalization of positions must comply with the rules. This is in line with Grindle's theory, which states that the implementation of a program can cause conflict for those whose interests are influenced by conflict resolution strategies regarding "who gets what," which can be an indirect indication regarding the characteristics of the authority or institution that is the implementer.

Another thing that is considered necessary in the process of implementing a policy is compliance and response from implementers. We want to explain at this point the extent of compliance and response from implementers in responding to a policy. The results obtained from the extent of compliance and responsiveness of policy implementers

in implementing the policy of equalizing administrative positions into functional positions are by the rules. Implementers are responsive and obedient to this policy, as evidenced by the seven officials equalized promptly. The same thing is that the target group of the policy has complied with this policy, and their responsiveness is improving; only at the beginning of the policy is the responsiveness less due to the lack of information. It was concluded that the level of compliance with the response from both the policy implementers and the policy group for equalizing administrative positions into functional positions at the Village government center in Malang had complied and responded well to the implementation of the equalization of positions policy by the rules.

Supporting factors are a reference needed to implement a policy so that it runs well. The following are the supporting factors for the implementation of the equalization of administrative positions into functional positions at the Village Government Center in Malang, namely clear regulations in the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform, which are made in stages and updated, resources, and the responsiveness and response of implementers who directly implement This policy is by the duties of each function. Factors inhibiting implementation are a lack of coordination, socialization, and the need for updates to the performance assessment system.

## **5. CONCLUSIONS**

Based on the results of research that has been carried out regarding the policy of equalizing administrative positions into functional positions at the Village Government Center in Malang, the following conclusions have been obtained, namely that implementers and policy groups have felt positive benefits supported by the required resources, but there are differences in decision making between implementers, due to lack of coordination. The target group feels there needs to be more socialization of guidance and direction from policy implementers. The use of power creates conflicts of interest. Therefore, strategies are prepared to minimize obstacles. Policy implementers and target groups comply and respond according to mechanisms and timeliness.

Supporting factors for implementing the policy of equalizing administrative positions into functional positions at the Village government center in Malang are clear regulations, available resources and power. Responsive. The response of implementers who directly implement this policy is by their respective functional duties. Meanwhile, the factors inhibiting policy implementation are a lack of coordination and socialization, and the performance assessment system needs to be updated.

From the descriptions above, the researcher provides suggestions for policy implementers, in this case, the Ministry of home affairs' Civil Service Bureau, to hold socialization regarding specific functional positions because the socialization carried out so far has only been general and to update the performance assessment system in the Ministry of home affairs' employment application by not making the officials who apply to assess an employee's performance and also to establish intensive communication and coordination between policy implementers in order to produce policy outputs that comply with the rules.

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