



# Restructuring in the Equalization of Functional Positions in the Department of Education and Culture of Probolinggo Regency

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## ABSTRACT

*Bureaucratic reform in government is a natural step to evaluate and improve the performance of government agencies. Two important aspects in bureaucratic reform are restructuring the organizational structure and changing the mindset of bureaucrats to prioritize public interests over personal interests. This reform includes simplifying the bureaucracy to two levels as well as transferring structural positions to functional positions based on certain expertise, skills and competencies, in accordance with the merit system. The aim of this research is to describe and analyze policy implementation as well as to describe and analyze the driving and inhibiting factors in the implementation policy of restructuring the equalization of functional positions at the Probolinggo Regency Education and Culture Service based on Probolinggo Regent Regulation Number 14 of 2022 concerning Position, Organizational Structure, Duties and Functions and Governance. Regional Apparatus Work. The research method applied is a qualitative descriptive method. The theory used in this research is the theory of policy implementation put forward by George C. Edwards III, which includes indicators of communication, resources, disposition and bureaucratic structure. Data was collected through interviews, observation and documentation. The research results show that equalization of positions at the Probolinggo Regency Education and Culture Service is carried out in accordance with applicable regulations, but there are several challenges in its implementation, such as adjusting duties and functions, as well as increasing the competency of affected ASNs. The implication of this research is the need for a more comprehensive strategy in the management and development of human resources in the government environment to ensure better bureaucratic effectiveness and efficiency. It is hoped that the government, especially the Probolinggo Regency Education and Culture Office, this research can contribute ideas and input into the implementation of the restructuring policy for equalizing functional positions.*

**Keywords:** Bureaucratic Reform, Equalization in Functional Positions, Policy Implementation.

## 1. INTRODUCTION

Bureaucratic reform at the government level is a natural thing to do to evaluate and improve the performance of a government agency. Bureaucratic reform is carried out if government organizations are deemed to be performing less than optimally. There are two important things that can be done in terms of bureaucratic reform, namely first, restructuring the organizational structure and second, changing the mindset of bureaucrats who must prioritize public interests over personal interests.

Bureaucratic reform is intended to simplify the bureaucracy into two levels and replace or transfer these positions with functional positions based on certain expertise/skills and competencies, which refer to a merit system based on Regulation of the Minister for Administrative Reform Number 40 of 2018 concerning Merit Guidelines System. The meaning of the merit system itself is ASN policies and management that are based on qualifications, competencies and performance in a fair and reasonable manner without distinguishing between political background, race, skin color, religion, origin, gender, marital status, age and disability. . The government's strategic steps are realized in the form of meritocracy and bureaucratic simplification.

Meritocracy is carried out by fostering and implementing a personnel management system that is open, fair and equal in accordance with qualifications, competencies and performance. Meanwhile, position simplification is carried out by cutting administrative positions or what is usually called structural positions at the middle to lower level. The consequence that arises from these position cuts is a reduction in the number of existing structural positions.

So that the alternative created by the government so that office holders whose positions have been abolished can continue to work optimally and obtain harmonious employment and welfare rights is that they are transferred to new positions, namely functional positions.

The Probolinggo Regency Government followed up on the central government's policy by enacting Regional Regulation Number 1 of 2022 concerning Amendments to Regional Regulation Number 6 of 2021 and continued with Probolinggo Regent Regulation Number 14 of 2022 concerning the Position of the Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus. This Regent's Regulation discusses the duties, principal and functions of each Regional Work Unit (SKPD) in Probolinggo Regency. Education is a mandatory government matter, educational progress in a region cannot be separated from the role of the regional government itself. The Department of Education and Culture is an agency that is given the authority to manage education under it, so the high or low quality of education in Probolinggo Regency really depends on the officials at the Department of Education and Culture.

In 2022, the Department of Education and Culture will make various adjustments due to the equalization of positions and it must be acknowledged that this will also change the bureaucratic structure. However, in providing services and providing performance by implementing policies that have been made by the government. Therefore, researchers want to research further regarding restructuring in equalizing functional positions in the Probolinggo Regency education and culture service.

The aim of this research is to find out how the policy is implemented and to find out the driving and inhibiting factors in the policy of implementing the restructuring of the equalization of functional positions. And Work Procedures? The benefits of this research are expected provides theoretical benefits so that it can contribute ideas to the world of education, especially on bureaucratic restructuring, organizational culture and performance. For the Government, especially the Probolinggo Regency Education and Culture Office, it could be a contribution of thought and input into the implementation of the restructuring policy for equalizing functional positions.

## **1. LITERATURE REVIEW**

According to Gouillart and Kelly in (Puspita, 2022) that organizational restructuring is preparing and rearranging all organizational resources and directing them to achieve a high level of competitive performance in a dynamic and competitive environment. Restructuring according to Hasibuan (2001:90) "changes the structure of an organization both vertically and horizontally, so that it more effectively helps achieve goals". According to Stoner (1996:417) restructuring is changing the structure, including rearranging internal systems, such as communication networks, work flows, or management hierarchies.

Sedarmayanti in Hertati (2020:140) stated that in order for an organization to survive and develop, it must continue to grow and make adjustments, innovate and develop something new. Organizational change can occur unplanned or spontaneously and can also occur planned. Planned change is a direct reaction to the real situation of the organization compared with the organization's goals. Organizational change can be caused by internal and external factors. Internally, organizational change involves changes in technology, employees or structure. While externally, it relates to threats and opportunities that occur outside the organization and can influence activities within the organization.

According to the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 1 of 2023, the State Civil Service is a profession for civil servants and government employees with work agreements who work for government agencies. The position of Functional Position based on Government Regulation Number 17 of 2020 is subordinate to and directly responsible to high-level middle management officials, high-level pratama officials, administrator officials, or supervisory officials who are related to the implementation of JF's duties and of course based on the applicable organizational structure.

## **2. METHODOLOGY**

### **3.1 Research Design**

This research uses a descriptive method with a qualitative approach. According to Sugiyono (2015), descriptive qualitative methodology is a research method based on the philosophy of postpositivism used to research the conditions of natural objects (as opposed to experiments) where the researcher is the key instrument . Data collection

techniques are carried out triangulated (combined), data analysis is inductive. /qualitative, and the results of qualitative research emphasize meaning rather than generalization. Qualitative descriptive research aims to describe, depict, explain, explain and answer in more detail the problems to be studied by studying as closely as possible an individual, a group or an event.

### **3.2 Research Informants**

The informant selection technique used in this research was purposive sampling. According to Sugiyono (2015:67) Purposive sampling is a technique for sampling data sources with certain considerations. Those who are the sample data sources are people who are experts in formulating the research problem, so it is not quantity that is of concern but rather the quality of the informants.

### **3.3 Scope and Location of Research**

This research is located at the Probolinggo Regency Education and Culture Service which is located at Jalan PB Sudirman No. 128 Kraksaan, Probolinggo Regency. The reason for choosing the Probolinggo City Education and Culture Office as the research location was because one of the Regional Apparatus Organizations (OPD) with type A in the Probolinggo Regency Government was undergoing restructuring, both equalizing functional positions and changing the bureaucratic structure. OPD is the spearhead of the Probolinggo Regency Government in providing educational services to the community, so it is necessary to study how the policy is implemented.

The scope of this research is a Policy Implementation Study Based on Probolinggo Regent Regulation Number 14 of 2022 concerning the Position of Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus.

### **3.4 Data Collection and Analysis Techniques**

In collecting data and information the author used interview, observation and documentation techniques. Data were analyzed using the Miles and Huberman model of data analysis (in *Qualitative Data Analysis A Methods Sourcebook* Third Edition, SAGE Publication. Arizona State University, USA (2014:14).

## **3. RESEARCH RESULT**

The socialization of the first appointment to a functional position based on the table states that 42.8% rated the socialization of the first appointment to a functional position as "Good and Intense". This percentage shows that almost half of the informants felt that the socialization carried out was quite good and regular. The lowest percentage of 1% considered that socialization provided an answer if the socialization carried out was normal and flat, even with the same percentage of informants giving the answer that socialization was very inadequate. This indicates that although most of the outreach is considered good, there is room for improvement in providing more complete and adequate information.

Based on the results of this research, the Department of Education and Culture can make improvements and complete the socialization material so that it includes all the information needed by employees, increase the intensity of socialization, and it is also important to ensure that the quality and clarity of the information conveyed is high. If socialization has been carried out, it can be continued by conducting regular surveys and evaluations to obtain feedback and adjust the socialization strategy according to employee needs.

Technical obstacles occasionally occur, namely 42.8%, meaning that almost half of the informants feel that obstacles occur, but not continuously and these obstacles may be related to technical problems such as tools or procedures used in socialization. The smallest percentage of informants (14.4%) felt that there were obstacles that could not be resolved, indicating that there were more serious challenges in socialization. This obstacle arises because functional positions are something new, especially after the Probolinggo Regent's Regulation Number 14 of 2022 was issued. Functional positions contained in functional position formation vacancies are a forum for accommodating workload analysis of existing positions, not for accommodating people, meaning that these positions exist because there is a workload in the OPD.

The Department of Education and Culture evaluates the tools and procedures used in outreach to identify and correct technical obstacles. It is not excessive if regional apparatus organizations ( OPD ) conduct regular monitoring and evaluation sessions to identify occasional obstacles and find solutions before they become bigger problems.

Provide additional training and support to the socialization team to handle technical and procedural obstacles, for obstacles that are considered unsolvable, look for creative and innovative solutions, and involve related parties to find solutions that can be done by coordinating and consulting with Organizational and Agency Divisions Staffing and Human Resources Development. By following these suggestions, it is hoped that the socialization process for the first appointment to functional positions can run more smoothly and effectively.

The method most often chosen by informants to overcome barriers to socialization for the first appointment to a functional position is to carry out periodic socialization, as proven by 5 informants or 71.4% who chose this. This shows that the majority of informants felt that scheduled and repeated socialization was an effective approach to overcome obstacles. No one chose the answer: socialization and coordination were carried out intensively and socialization was carried out when someone asked, this shows that a more intensive approach has not been implemented or felt by the informants. The importance of periodic socialization can indeed be one way to overcome the obstacles faced, especially now that personnel issues, especially functional positions, have become a trend worth fighting for.

Based on the research results, the highest percentage of first appointments was based on or dependent on formation, namely 4 people or 57.1%. This shows that the appointment process is very dependent on existing formations or quotas, not on specific needs. Meanwhile, the lowest percentage is in the position map requirements which achieve the lowest percentage. This means that the first appointment is not always made based on the needs planned in the position map. The lowest percentage is also in the answer that the first appointment has never been carried out when compared with the other answers, showing that although rare, the first appointment is still carried out in some areas. In conclusion, the majority of informants (57.1%) felt that the first appointment to a functional position depended on the available formations, indicating a high dependence on formations or quotas. A small proportion of informants (28.6%) felt that the number of appointments was very large, while 14.3% felt that appointments were rare. There were no informants who stated that appointments were made according to the requirements of the job map or that the first appointment had never been made, indicating that there were gaps in planning job requirements and implementing appointments.

The majority of informants (42.8%) assessed employees from the first appointment as competent and contributory, indicating that many employees have the ability and make positive contributions. There are no employees who choose the answer that employees from the first appointment are competent, contributive and adaptive and there are also no employees who choose the answer that employees do not understand their main duties, meaning that there are no employees who are assessed as fully competent, contributive and compatible at the same time, or who do not understand their duties and functions. Suggestions that can be given so that employees from the first appointment have competence and contribute to the organization are to create training and development programs to improve employee competence, especially for those who are deemed unable to carry out their duties.

Most employees (71.4%) feel that the resources provided are quite complete, but there is still room for improvement so that all employee needs can be met better. Only a small portion of employees considered that existing resources were complete (14.3%) or incomplete (14.3%). No one rated the resources as excellent and complete, or not at all complete. This shows that although the overall situation is quite good, improvements are still needed to achieve optimal conditions. To increase support for newly appointed employees in functional positions, the following are several suggestions that can be considered, including conducting a thorough evaluation of existing resources to identify areas that require improvement. Ensure that all new employees' basic needs are met, providing comprehensive training and development programs to help new employees adapt to their duties and responsibilities. This includes technical, managerial and soft skills training. It can also ensure employees have easy access to all necessary resources, including work equipment, software and technical support, as well as ensuring work facilities, such as work space, stationery and technological equipment, are in good and adequate condition. Good facilities can increase employee productivity and job satisfaction, so it is hoped that the resources provided can more effectively support newly appointed employees in functional positions, so that they can work more optimally and achieve the expected performance.

Commitment to implementation in the first appointment to a functional position, the highest percentage is in the answer of having enough commitment and only carrying out tasks according to orders, meaning that the majority of employees have sufficient commitment in carrying out their duties, although there are those who only carry out tasks according to orders without any extra initiative. The lowest percentages were for very complicated and adaptive



answers and apathetic answers, meaning that there were no employees who showed very high commitment or were apathetic towards their work. It is an obligation that when someone assumes a position they must have commitment, because with good commitment the organization's goals will be achieved, but in reality it is still found that employees only carry out their duties according to orders.

To increase the commitment and implementation of the duties of newly appointed employees in functional positions, the following are several suggestions that can be considered, for example by involving employees in decision making related to their duties. This can increase their sense of ownership and commitment to the job. Provide a mentoring program where new employees can get guidance from more experienced employees. This will help them understand the importance of commitment and provide support in carrying out their duties, as well as by regularly monitoring employee performance and commitment. Provide constructive feedback that can help them improve performance and commitment.

Supervision and control in the first appointment to a functional position. The majority of employees (57.1%) feel that the supervision and control they receive is ordinary and flat, this shows that the majority of employees feel that the supervision they receive is not sufficient and does not have the necessary intensity. While there is none who rated supervision as very good and intense or never carried out any supervision at all, this shows that although there are supervision efforts, the intensity and quality need to be increased.

To increase supervision and control over employees who have just been appointed to functional positions, this can be done by increasing the frequency of supervision by carrying out routine checks on employee performance, which can be done through regular meetings, weekly reports, or monthly evaluations. Conduct regular feedback and evaluation of employee performance. Provide constructive feedback and direct employees to achieve better targets. A personal approach is also very important, namely involving employees in the monitoring process by asking them to report their own progress, identify obstacles, and provide suggestions for improvement. Through this, it is hoped that their sense of responsibility and active participation will increase in achieving organizational goals, supervision and control of newly appointed employees in functional positions can increase, so that they can work more effectively and achieve the expected performance.

The attitude of policy implementers towards the first appointment to a functional position is that 57.1% of policy implementers are considered to be quite committed. This suggests that most implementers demonstrate an adequate level of commitment but may not have reached the expected level. Meanwhile, 42.9% of implementers only carry out tasks according to orders without showing more initiative. There are no policy implementers who are very committed, adaptive, rarely carry out their tasks, or are apathetic. This indicates a moderate level of commitment but a lack of initiative and high adaptability among policy implementers. Suggestions that can be given in this case are through a more comprehensive training program to improve the skills and understanding of policy implementers regarding the importance of commitment and adaptability. Focus on developing leadership skills and initiative.

Distribution of authority and responsibility between departments in the first appointment to functional positions. Most employees (57.1%) feel that the distribution of authority and responsibility is quite good and they are responsible in carrying out their duties. This shows that the majority of employees feel that the existing system is adequate, although there may still be room for improvement. There are no employees who consider the system to be irresponsible or that there is a shift in responsibility. This shows that in general, the system of dividing authority and responsibility is working well, but there is still room for improvement. To further improve the division of authority and responsibility between newly appointed employees in functional positions, here are several suggestions that can be used by the Education and Culture Service by creating clear documentation and SOPs for each task and responsibility.

Communication Indicators on Transfers from other positions As many as 3 employees or 42.8% assessed that transfer socialization was good and intense. This shows that almost half of the employees felt that the socialization process was carried out quite well and provided adequate attention, but also as many as 3 employees also considered that the socialization of transfers was very inadequate. This shows that almost half of employees felt the onboarding process was very inadequate and did not provide enough information or necessary guidance, indicating that there is significant dissatisfaction regarding the transfer onboarding process, with a need for more in-depth improvement.

Transfers from other positions to functional positions can be made from executive positions to functional positions and can also be done from one functional position to another functional position, of course this transfer must go through a Competency Test conducted by the supervisory agency for each functional position being addressed.

Regarding the Competency Test for changing positions, there are also conditions that must be met, for example the age limit for taking the Komsomol Test. If an employee wants to move to a first level functional position, the maximum age for participants is 52 years, for junior level 53 years and so on. There are two types of options that have the same high percentage, for those who answered that the socialization for changing positions was carried out well and intensely because the employee felt they received attention as per the results of the analysis above, and vice versa for those who answered that the socialization was very inadequate.

A total of 4 employees assessed that there were obstacles to technical standards. This indicates that the majority of employees face obstacles related to technical aspects, which may include technical tools, systems or procedures that need to be overcome. Most employees (57.1%) faced technical standard barriers in the transfer socialization process. A small portion of employees (14.3%) occasionally face obstacles, while 28.6% face obstacles that cannot be resolved. There is no employee who does not face obstacles or often feels hampered. This shows that although technical barriers are the main problem, there are also more serious problems that require special attention. Technical obstacles are as per the results of interviews such as the points mentioned above.

The disposition towards transferring from another position was that most of the informants (42.9%) chose the answer only carrying out tasks according to orders and none of the informants who chose the answer were very committed and adaptive, rarely carrying out tasks and apathetic, so this shows that the majority of employees do not have strong initiative or commitment to adapt or innovate in their new position. As stated in the interview conducted above, transferring from another position is a new thing that requires a process of adapting to new things, so that they only carry out their duties according to orders. To increase commitment and adaptability, the Department needs to conduct more intensive training and orientation programs. This program can help employees understand their new roles and adjust to the new work environment. Analyze the reasons why employees who only carry out tasks according to orders may need additional guidance. So the Department needs to provide mentors or supervisors who can provide direction and support to help them become more proactive and committed. Conduct regular evaluations of employees who have been transferred and provide constructive feedback. This can help them know areas that need improvement and ways to improve their performance.

The majority of bureaucratic structures when transferring from another position are in the middle, most of the bureaucratic structures are considered quite complete (28.6%) and incomplete (28.6%). This shows that there are gaps in the provision and management of bureaucratic structures that support position transfers. A small portion of bureaucratic structures have been socialized and accommodate position transfers well (14.3%), and some accommodate all positions (14.3%). This shows that there is an effort to ensure that the transfer of positions runs smoothly in several parts. As many as 14.2% also considered the bureaucratic structure to be very inadequate, indicating serious problems in several areas. Indeed, when someone wants to move from another position, they must look at the available bureaucratic structure. Not all levels of functional positions can be accommodated in the bureaucratic structure of an agency, for example the main level of position functional a source analyst Power Intermediate level human beings do not exist in the bureaucratic structure of the Department of Education and Culture, because they are deemed not to meet the mid-level workload analysis. This is not because the existing bureaucratic structure does not accommodate it but is adjusted to the Decree issued by the Minister of Administrative and Bureaucratic Reform which of course requires a workload analysis.

Regarding socialization for adjustment, the analysis that can be given based on these data is that the majority of civil servants consider socialization for adjustment to be good and intense (42.8%) or very inadequate (28.6%). Although there are those who feel good and intense, there are also those who feel that the socialization provided is incomplete or even very inadequate. The majority of civil servants answered that adjustments to functional positions depend on formation (71.4%), meaning that the number of employees affected by adjustments largely depends on existing formations, indicating that position adjustments are made based on position availability. Meanwhile, 28.6% of civil servants think that position adjustments are in accordance with the needs of the position map, which means they think that the adjustments are made in accordance with the needs of the position map, indicating that there is strategic planning in the adjustments. Based on PermenPANRB Number 1 of 2023 which has been explained as mentioned above, this only happens once and then there are no further adjustments to positions. So the number of employees affected by the adjustment is based on the existing formation, even though according to the position map there are still vacant positions that do not yet have custodians, but because the adjustment process is being carried out, only those who occupy the affected positions are taking part in the adjustment.

The phenomenon that occurs in the field is in accordance with the data that there are employees who have abilities with the same high percentage results as employees who do not understand their main duties and functions after equalization is carried out with each percentage reaching 28.6%. Not a single informant gave an answer about employee abilities that come from competent, contributive and compatible adjustments. The fact that is often seen is that if a person has been appointed to a functional adjustment position, they no longer want to carry out their main duties on the grounds that they are functional staff, they are no longer PPTK (Technical Implementation Officer for Activities) so that the activity plans that were previously their responsibility are abandoned. According to Probolinggo Regent's Regulation Number 14 of 2022 in article (70) states that functional position groups carry out the task of assisting Administrator officials in preparing plans, implementation, control, monitoring, evaluation and reporting in one substance group in each functional description grouping.

The majority of the resources provided to support adjustments, namely 71.4%, considered the resources to be quite complete, this shows that the majority of employees felt that the resources provided were sufficient to support their adjustments. Indicators of the disposition towards adjustment can be seen that the majority, namely 4 employees or 57.1%, stated that the employees resulting from the adjustment carried out tasks only according to orders, in other words they only carried out the tasks given without more initiative or commitment or they tended to work in limits that have been determined without showing initiative or adaptation to existing changes, there are no employees who are very complicated and adaptive, rarely carry out tasks, or are apathetic. This shows that although all employees carry out their duties, initiative and adaptation to change are still lacking.

A total of 5 employees or 71.4% felt that the bureaucratic structure accommodated all positions. This shows that the majority of employees feel that their needs have been accommodated by the existing structure. However, none of the employees felt that this structure had been socialized well and was complete enough. A small portion of employees (14.3%) felt that this structure was incomplete, and another 14.3% felt that it was very inadequate. This shows the need to increase socialization and completeness of the bureaucratic structure. Data shows that the majority of employees (71.4%) feel that the bureaucratic structure accommodates all positions, while 14.3% of employees feel that the bureaucratic structure is quite complete and another 14.3% feel that the bureaucratic structure is incomplete. There are no employees who feel that the bureaucratic structure has been socialized and accommodated completely or is very inadequate. This shows that although the majority of employees feel that the bureaucratic structure is adequate, there is a need for increased socialization and refinement of this structure. The bureaucratic structure has an important role in a position, because employee appointments, position transfers, adjustments and promotions really depend on the existing bureaucratic structure. Likewise, in the case of promotion to this position, even though someone has been declared to have passed the competency test, and the position has received a recommendation from the supervisory agency, if the organizational structure is not accommodated, the position cannot be filled.

#### **4. RESEARCH DISCUSSION**

The Probolinggo Regency Education Office is located at Jalan Panglima Besar Sudirman No. 128 Kraksaan Probolinggo and formed from Probolinggo Regent's Regulation number 65 of 2018 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Probolinggo Regency Education Service and refined into the Education and Culture Service based on Probolinggo Regent's Regulation Number 14 of 2022 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus. Based on the applicable regulations, the Education and Culture Service has a position as an implementing element of the Regional Government in the field of education and culture and the Education and Culture Service is led by a Head of Service who is responsible to the Regent through the Regional Secretary.

The Probolinggo Regency Education and Culture Service based on Probolinggo Regent Regulation Number 14 of 2022 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus, consists of the Head of the Service; Secretariat, in charge of General and Personnel Subdivisions, Functional Position Groups, Early Childhood Education (PAUD) Development Sector; Non-Formal Education (PNF) oversees the PAUD Institutions and Infrastructure Section, the PAUD Students and Character Development Section, Functional Position Groups; The Elementary School (SD) Development Sector oversees the Elementary School Institutions and Infrastructure Section, the Elementary School Students and Character Development Section, Functional Position Groups; The Junior High School (SMP) Development Division oversees the SMP Institutional and

Infrastructure Section, the SMP Student and Character Development Section, and the Functional Position Group. The Manpower Development Sector oversees the Functional Position Group; The Culture Sector oversees the Functional Position Group; Functional Position Group.

Restructuring Policy for Equalizing Functional Positions at the Probolinggo Regency Education and Culture Service Based on Probolinggo Regent Regulation Number 14 of 2022 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus, which is a follow-up to PermenPANRB Number 1 of 2023 concerning Functional Positions. Restructuring in Probolinggo Regency, especially in the Education and Culture Office, has led to the simplification of the structure and the adjustment of several administrative positions to functional ones. This step is expected to increase effectiveness, efficiency and professionalism in public services, respond to demands for change, and improve overall organizational performance.

Based on the results of research by several informants regarding the implementation of the Restructuring Policy in Equalizing Functional Positions at the Probolinggo Regency Education and Culture Service. Based on the Probolinggo Regent's Regulations Number 14 of 2022 concerning the Position of the Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus, it was found that the success or failure of a policy comes from from a person's ability to communicate what is his goal. Communication in implementing the Restructuring policy for Equalizing Functional Positions at the Probolinggo Regency Education and Culture Service is carried out through transmission, clarity and consistency.

Transmission in this communication has been carried out at the top level and has not been conveyed at the level of implementation of the applicable policies. Clarity and consistency of communication regarding Restructuring in the Equalization of Functional Positions at the Education and Culture Service is known in the implementation of Probolinggo Regent Regulation Number 14 of 2022, restructuring functional positions which can be carried out using 4 methods starting from first appointment, adjustment, transfer to another position and promotion. Regarding vacancies for the first appointment formation, up to position transfers have been communicated clearly and carried out consistently.

Resources are an important factor in implementing restructuring policies in functional positions. The resources referred to can be staff, information, authority and facilities. The staff aspect in this case explains human resources who have competence and contribute to analyzing workloads, creating job maps, bureaucratic structures and proposing formations for appointments and promotions. The information aspect in implementing restructuring policies explains how employees can obtain information about first appointments, position adjustments, position transfers and promotions for functional positions. However, several things need to be improved so that information can be received in its entirety so that it does not harm employees.

The aspect of authority in implementing the restructuring policy explains that in the transition period with a new organizational structure, the same position in a different place, the authority held is appropriate to the place. This is shown by the division of tasks between fellow functional positions and the division of tasks between the head of the General Civil Service sub-division and the functional position of human resources and personnel ( SDMA ) . The facility aspect in implementing restructuring policies explains how these facilities become a medium for policy implementation. The facilities in question can be in the form of position maps, bureaucratic structures, recommendations from supervisory agencies and determination of the MenPANRB.

Disposition reflects the inherent characteristics of policy or program implementers. In the implementation of restructuring policies, commitment and well-being are demonstrated. Commitment must be shared by all employees, with good commitment the organization's goals will be achieved. The welfare obtained by employees is something that needs attention because it will have an impact on commitment.

Bureaucratic structures are created as a means for organizations to achieve their goals because each structure has different main tasks and functions. Each office holder must carry out his role according to his position within the existing bureaucratic structure. Each task handled has different standards. These standards should be stated in an SOP, so that there is clarity in the flow and requirements. The SOP in question will be created after clear information is obtained from the relevant information.

This research identifies several supporting factors in implementing the Restructuring Policy in Equalizing Functional Positions. This analysis uses Edward III's theory, which provides indicators to assess the success of implementing a policy. The first indicator is clear communication and consistency in providing outreach which is an



important factor so that the policy can be implemented. Clarity and consistency can make it acceptable for government employee formation with a work agreement (PPPK).

The second indicator is resources, from this indicator human resources/staff have an important role besides information itself. Information obtained that cannot be received and processed by competent human resources will become appropriate information. The third indicator is disposition, a disposition that is closely related to the character of the implementer. Commitment is owned by those who have good character and strong dedication to work. This will have a positive impact if you understand the character of the implementer well and comprehensively. The fourth indicator relates to the bureaucratic structure where understanding of the restructuring policy mechanism has been implemented in accordance with applicable regulations.

The factors inhibiting the implementation of the restructuring policy in equalizing functional positions in the Probolinggo Regency education and culture service which has been studied by Edward III's theory are firstly communication, transmission in communication is not conveyed in detail to the implementers of this restructuring policy, several technical obstacles are still found due to inadequate communication. delivered well. The second factor is resources, information which is part of resources is an inhibiting factor in implementing restructuring policies in functional positions. Difficult and confusing access to information will be detrimental to policy implementers. The third factor is disposition, welfare that has not been fulfilled will indirectly have an impact on a person's commitment. Good work commitment comes from good character. The fourth factor is the bureaucratic structure, the unavailability of the required standard operating procedure ( SOP ) will be an inhibiting factor in policy implementation, with SOPs all information will be transparent, accountable and fit for purpose.

## **5. CONCLUSIONS**

Based on the research results previously described regarding the implementation of equalization restructuring policies in functional positions, it can be concluded that instructions for implementing the policy must be consistent and clear to ensure effective implementation. Inconsistencies in instructions can cause confusion and hinder the performance of tasks by employees. Equalizing functional positions requires intense information to avoid misunderstandings.

Several functional officials resulting from equalization no longer want to carry out their main duties on the grounds that they have already become JF. Clarity in conveying policy objectives and how to implement them is very important. This is to avoid incorrect interpretation or conflict with the initial objectives of the policy. Delivering clear and complete information helps employees understand their duties and responsibilities better. Good and intense outreach to employees regarding the formation of government employees with work agreements (PPPK) that can be followed has proven effective, with several employees successfully qualifying for their first appointment to functional positions. Periodic outreach helps employees obtain the latest information and prepare themselves for the promotion process. There are several levels of positions that are not accommodated in the position map based on Probolinggo. Based on Probolinggo Regent Regulation Number 14 of 2022 concerning the Position of Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus.

Supporting factors for the implementation of the restructuring policy in equalizing functional positions (JF) in the Probolinggo Regency education and culture service are the existence of socialization regarding the first appointment that is clear and implemented consistently every time there is a change in information, implementing staff (human resources) and information, good commitment, physical facilities for several positions functional in the form of an organizational map, and recommendations from supervisory agencies and the establishment of the Ministry of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia (MenPANRB) , a bureaucratic structure that accommodates several levels of positions.

Factors inhibiting the implementation of policies are less effective information transmission, namely that it has not been technically conveyed to policy implementers, especially regarding position adjustments, physical facilities for several JFs in the form of organizational maps, recommendations from the Guiding and Determining Agency (MenPANRB) , the absence of standard operating procedures ( SOP) Functional JF Personnel Management, and there are several JFs who cannot be accommodated in the position map.

Based on the conclusions above, there are several recommendations that are suggested to the parties involved in implementing the policy, including that the Education Department should immediately create SOPs for the

management of Functional Positions and immediately socialize them to policy implementers, communication between personnel, administrator officials and employees needs to be improved to ensure that all employees understand the purpose and importance of the adjustments made, and can carry out regular performance evaluations and provide constructive feedback to employees. This will help employees understand areas that need improvement and increase their commitment.

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