

IMPLEMENTATION OF THE POLICY OF EQUALIZING STRUCTURAL POSITIONS (JA) TO FUNCTIONAL POSITIONS (JF) IN EFFORTS TO ENHANCE MOTIVATION, PERFORMANCE, AND CAREER DEVELOPMENT OF EMPLOYEES OF THE NATIONAL POLICY STRATEGY AGENCY (BSKDN)

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Abstrak: The purpose of this research is to analyze the Implementation of the Policy of Equalizing Structural Positions (JA) to Functional Positions (JF) in efforts to enhance the motivation, performance, and career development of employees at the National Policy Strategy Agency (BSKDN). The participants in this research are former Structural Officials of Eselon III and IV who were affected by the equalization of positions at BSKDN, totaling 10 individuals. The method used in this research is qualitative descriptive, collecting field data through interviews with informants and participants, observing the research subjects, and studying documentation related to the theme being researched. The study's findings reveal that BSKDN Kemendagri has taken steps to implement the equalization policy by conducting socialization and providing facilitation to all officials impacted by the equalization of positions. In the process of implementing the division of positions at BSKDN, clear communication and available bureaucratic structure have been evident, though further resource management is still required. The disposition has been executed, enabling the implementation of the policy of equalizing positions at BSKDN to proceed smoothly. However, some challenges were identified in the process, requiring further handling and management.

Kata Kunci : Policy Implementation, Functional Officers, Structural Officers, Equalization of Positions

INTRODUCTION

The discourse of simplifying bureaucracy in government agencies has been realized through the signing of Minister of Administrative and Bureaucratic Reform (PANRB)

Regulation No. 28 of 2019 on the Equalization of Administrative Positions into Functional Positions by Minister of State Apparatus Empowerment and Bureaucratic Reform Tjahjo Kumolo on December 6, 2019. This effort aims to

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create a more dynamic and professional bureaucracy to improve the effectiveness and efficiency in supporting government services to the public.

Ministries Governments are required to promptly adjust and simplify their organizational structures and equalize the structural positions affected by bureaucracy simplification. Bureaucracy simplification is conducted through three stages as stipulated in Minister of Administrative and Bureaucratic Reform (PANRB) Regulation No. 25 of 2021: (1) simplification of organizational structure; (2) equalization of positions; and (3) adjustment of work systems.

With the issuance of the Government Regulation of the Republic of Indonesia No. 17 of 2020 concerning Amendments to Government Regulation No. 11 of 2017 on Civil Servant Management, Minister of Administrative and Bureaucratic Reform (PANRB) Regulation No. 17 of 2021 on

the Equalization of Administrative Positions into Functional Positions was also issued, revoking Minister of Administrative and Bureaucratic Reform (PANRB) Regulation No. 28 of 2019. The implementation of Minister of Administrative and Bureaucratic Reform (PANRB) Regulation No. 17 of 2021 has a significant impact on the bureaucracy's system and mechanisms, including the obligation to appoint and inaugurate the equalization into functional positions. The adjustment of administrative positions into functional positions referred to as the equalization of positions, involves appointing administrative officials into equivalent functional positions through adjustments or in passing. The implementation of the equalization of positions, as outlined in Minister of Administrative and Bureaucratic Reform (PANRB) Regulation, governs the scope of position equalization in government agencies, as shown in Table 1.1.

**Table 1.1
Equalization of Functional Positions to Structural positions**

No.	Administrative Position /JA	Functional Position / JF
1.	Administrator (Esselon III)	Associate Member
2.	Supervisor (Esselon IV)	Young Members
3.	Executive (Esselon V)	First Member

Source: Candy PAN & RB No. 17 of 2021

The total number of Civil Servants (PNS) in Indonesia in 2022 as

of July 2022, according to the data from the Civil Servant Statistics of the

National Civil Service Agency (ASN - BKN), is 4,344,552 individuals. This includes 19,796 High-Level Officials (JPT), 94,449 Administrators, 234,127 Supervisors, and 10,881 Executives (Echelon 5). With the implementation of the equalization of positions, there are 339,457 structural positions that have been equalized into certain functional positions.

The National Policy Strategy Agency (BSKDN) under the Ministry of Home Affairs is one of the components at the echelon I level within the Ministry of Home Affairs, as stated in Presidential Regulation No. 114 of 2021 concerning the Ministry of Home Affairs. BSKDN is a new nomenclature, previously known as the Research and Development Agency (BPP). With the issuance of Presidential Regulation No. 114 of 2021, the nomenclature of the Research and

Development Agency (BPP) was changed to the National Policy Strategy Agency (BSKDN). The change in the BSKDN nomenclature is a result of the issuance of Presidential Regulation No. 78 of 2021 concerning the National Research and Innovation Agency (BRIN), which led to institutional restructuring, including the transfer of all Functional Research Officials in all Ministries/Institutions to BRIN, including BPP. BRIN is responsible for research and technology affairs in the government. Consequently, the research functional positions in BSKDN were transferred to BRIN. The total number of research functional positions in BSKDN was 34, with 28 individuals being transferred to BRIN and 6 individuals choosing to remain in BSKDN as other functional positions..

Table 1.2
Number of Research Functional Officers transferred to BRIN
According to the rank group level

No.	Jenjang	Jumlah (orang)	Keterangan
1.	Ahli Peneliti Utama	3	TMT Juni 2022
2.	Peneliti Madya	9	TMT Januari 2022
3.	Peneliti Muda	7	TMT Januari 2022
4.	Peneliti Pertama	9	TMT Januari 2022
	Total	28	

Sumber: Data Kepegawaian BSKDN Tahun 2022

Based on the table above, it can be seen that in accordance with Article 35 of Presidential Regulation Number 114 of 2021, BSKDN has the task of formulating, compiling, and providing

policy strategy recommendations in the field of domestic government. Thus, BSKDN requires qualified personnel in the field of policy analysis. After the joining of BSKDN researcher functionals to BRIN, the current functionals are

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Policy Analysts, Personnel Analysts, Functional Planners and Functional librarians. This is the beginning of the emergence of problems in the arrangement of Human Resources Apparatus at BSKDN.

PAN & RB Regulation Number 17 of 2021 was published first before Presidential Regulation Number 114 of 2021.

Table 1.3
List of Number of Functional Positions of Equalization Results according to BSKDN Scope Echelon in 2022

No.	R&D Center / Section	Sum Esselon		Number of Positions Fixed structural
		III	IV	
1.	Otdapolpum R&D Center a. Associate Policy Analyst b. Young Policy Analyst	3	6	1
2.	Adwil R&D Center, Pemdes & Duk a. Associate Policy Analyst b. Young Policy Analyst	3	6	1
3.	Bangkeuda R&D Center a. Associate Policy Analyst b. Young Policy Analyst	3	6	1
4.	Regional Innovation R&D Center a. Associate Policy Analyst b. Young Policy Analyst	3	6	1
5.	Planning Department a. Young Expert Planner	-	3	1
6.	General Department a. Young Expert Librarian	-	1	3
7.	Finance Department a. Associate Policy Analyst b. Young Policy Analyst	-	-	4
8.	PJKSE Section a. Associate Staffing Analyst b. Young Staffing Analyst	-	3	1
	Total	12	31	12

Source : Data from Researchers (2022)

In Table 1.3. The above is an independent assessment of the equalization of 43 people who are equated into functional positions, 12 Eschelon III Structural Officers and 31 Eschelon IV Officials, and have been confirmed on December 30, 2020. Structural officials as many as 43 people are equated into functional positions, most of them are functional Policy Analysts, namely 36 people, the rest are Young Expert Planners 3 people, Expert Librarians

Young 1 person and Young Staffing Analyst 3 people. Analyst Functional Position

Policies are available at each R&D Center or echelon II level.

These personnel carry out the functions of the Line (main tasks and functions) of BSKDN, namely formulating, compiling, and providing strategic policy recommendations in the field of domestic government. The position of BSKDN as a supporting element focuses on the scope of providing recommendations in the field of domestic government, including the formulation and preparation of recommendations.

A derivative of Presidential Regulation Number 114 of 2021 concerning the Ministry of Home Affairs is the Minister of Home Affairs Regulation (Permendagri), which includes the organizational structure and duties and functions of each Echelon I of the Ministry of Home Affairs. However, until

now the Permendagri has not been completed, it is still in process, so for the nomenclature of Echelon II level and below there are further arrangements. This is also an obstacle in the implementation of BSKDN programs and activities for Fiscal Year 2022. In order to anticipate and prepare draft guidelines and institutional arrangements,

BSKDN does not stand still, in parallel it is currently being prepared Guidelines for the Domestic Policy Strategy Agency, in order to welcome the change in nomenclature. BSKDN guidelines are made to facilitate the implementation of domestic policymaking activities within BSKDN in accordance with scientific rules and applicable laws and regulations. Thus the resulting recommendations can be accounted for, both theoretically and at the implementation level. Do not let the current BSKDN task be equated with the previous task of the Research and Development Agency, because it has different contexts of activities and scope. Indeed, at first glance there are similarities in the scope of the field of study, but the context of the output is different. What used to be in the form of research, assessment and engineering results, but the current BSKDN output is in the form of policy briefs, studies and the like.

The policy of equalizing structural positions into functional positions also has an impact on budgeting. The transfer to functional positions makes the amount

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of allowances increase, compared to previous structural positions, especially echelon IV. So the allowance that will be received by the former echelon IV official

who is now a Young Policy Analyst is greater than the previous structural allowance, as shown in the table below.

Table 1. 4
Changes in Functional Position Allowances on Job Participation

No.	Description	Total (Person)	%
1.	Increased (esselon IV)	29	71 %
2.	Decreased (esselon III)	12	29 %
	Total	41	100%

Source: Data by Researchers (2022)

In Table 1.4 above, there is an increase in functional allowances for Young Policy Analysts, while Associate Policy Analysts actually decrease.

RESEARCH METHODS

This research uses a descriptive qualitative method with an inductive approach, namely a case study at *the* office of the Domestic Policy Strategy Agency (BSKDN) of the Ministry of Home Affairs, about the implementation of the position equalization policy. Research is carried out intensively and in detail and comprehensively on the research subject to answer the problems studied. The approach to this type of research is used as the background and focus of research.

In this study, the sampling used was *non-probability sampling*. Not all populations in the study site, namely employees at the BSKDN office, were

sampled. The author took a sample of 10 people as participants in extracting information and collecting primary data through in-depth interview techniques. In this qualitative research, the data collection techniques used are observation, interviews, and documentation studies to collect data, images or other supporting documents. In this study, researchers collected data by conducting techniques that included observation, interviews and documentation (*taking notes*).

RESULTS OF RESEARCH AND DISCUSSION

Research Results

The model used in this study is a theory developed by George C. Edwards III, as in his work "*Implementing Public Policy*" (Edward, 1980). There are four factors that influence the success of the policy implementation process, namely:

communication, resources, disposition or attitude, and bureaucratic structure.

In research activities at the BSKDN Office of the Ministry of Home Affairs, researchers have conducted

interviews with informants and participants, as well as made observations, with the following schedule:

Table 1.5. Schedule of Research Activities at the BSKDN Office of the Ministry of Home Affairs

No.	Activities	Place	Time
1.	Field observation	Office BSKDN	18 January 2023 13 February 2023 28 February 2023
2.	Interview on Informants & Participants	Office BSKDN	27 January 2023 30 January 2023 9 February 2023 15 February 2023 2 March 2023
3.	Advance observations	Office BSKDN	6 March 2023 17 March 2023

Source: Researcher Data 2023

Further explained by Edwards III as follows: George Edward III has the view (in Subarsono, 2011: 90-92) that policy implementation is influenced by four dimensions, namely:

1. Communication, i.e. the success of a policy implementation requires that the implementor knows what must be done, where the goals and objectives of the policy must be transmitted to the target group, thus reducing distortions of implementation.
2. Resources, that the content of the policy has been communicated clearly and consistently, but if the implementor lacks the resources to implement, then implementation will

not run effectively. These resources can be Human Resources, for example the competence of implementors and also financial resources.

3. Disposition, is the character and characteristics possessed by the implementor, such as commitment, democratic nature and honesty. Suppose the implementor has a good disposition, then the implementor can Execute policies well as expected by policymakers. However, if the attitude or perspective of the implementor is different from that of policy makers, then in the end the policy implementation process will also be less effective and on target.

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4. Bureaucratic Structure, The organizational structure that has the task of implementing policies has a very significant influence on a policy implementation. There are aspects related to organizational structure, namely aspects of Standard Operating Procedure (SOP) and aspects of fragmentation. On the other hand, the length of the organizational structure will lead to weak supervisory tendencies, and give rise to *red-tape*, which is complicated and complex bureaucratic procedures, which make organizational activities inflexible and agile.

Of the four dimensions mentioned above, in the discussion of research results in accordance with data processing interviews, observations and documentation studies, researchers can describe them one by one as follows:

Communication Dimension

Edward III has the view (in Budi Winarno, 2008), that the policy communication process can be influenced by three important things, including:

1. The first factor that can influence policy communication is transmission. An official before implementing a decision, it must be realized that a decision has been made and also an order in the technical framework of carrying it out has been issued.

2. The second factor is clarity, in this case the policies are implemented as expected, so that implementation guidelines must not be accepted by those who implement the policies, but also policy communication must be gambling. Clear orders determine the action to be taken.

3. The third factor is consistency, in the implementation of effective policies, the instructions should be clear and consistent. If the order is clear, but conflicts arise, it will be more difficult for the policy implementer himself.

The field findings for the Communication Dimension can be summed up as follows:

1. The Policy of the Minister of PAN & RB Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions which is applied nationally, the equalization of existing positions in the BSKDN of the Ministry of Home Affairs, either socialization or the equalization process, is carried out directly by the Ministry of Home Affairs Personnel Bureau which is the proxy. BSKDN basically only follows up the Central Government's policy by proposing the name of the Structural Officer to be proposed in equalizing the position of Structural to Functional which has been followed up by the Civil Service Bureau with the issuance of a Decree (SK) but has not been followed up with the inauguration of its officials.

2. BSKDN is quite consistent in accommodating the equalization policy through the facilitation of various information needs, rights and obligations as functional both through facilitation of activities and personal consultation. This means that BSKDN through the Civil Service Department is always open to be asked for information, as conveyed by Hari Prasetyo participants and several other participants.
3. The socialization carried out by BSKDN is quite clear and routine through offline meetings and *Zoommeetings* by inviting speakers from related institutions such as LAN or the Ministry of Home Affairs Personnel Bureau. In one year there are at least 4 meetings/activities related to equalization of positions. As stated by Informant Dida Suhada Iskandar on January 27, 2023.
4. BSKDN always communicates and coordinates with related institutions, such as LAN RI, Ministry of PANRB, BKN etc. This is a challenge in fostering good relations with other institutions, in order to take place the Jabfung Anjak coaching process.
5. Considering that BSKDN is an institution with a new nomenclature, as per Presidential Regulation Number 114 of 2021 concerning BSKDN and followed up with Permendagri Number 137 of 2022 concerning the Organization and Work Procedures of the Ministry of Home Affairs, the current arrangement is still transitional, in order to avoid subjective judgments (whether they like it or not), the similarity of perception between employees and leaders is an absolute thing to do so that communication in the work system can run well.
6. The current obstacle in BSKDN is that the appointment of Policy Analyst Functional Officers in accordance with the Decree (SK) issued by the Bureau of Personnel of the Secretary General of the Ministry of Home Affairs, has not been inaugurated according to the current nomenclature. Another obstacle is the change in mindset from a Structural Position into a Functional Position that has not been followed by a change in leadership mindset. Planning and budgeting support is still structural-based and not functional-based, so strategies are needed in adjusting the administration of its activities in addition to the need for functional officials to understand the deepening of the preparation of administrative technical documents for completeness.
7. While the obstacles experienced from the personal side of employees are communication problems, among others: many employees are not willing to learn the rules related to their new positions, so they are not 'aware' with their rights and obligations such as being in charge

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of preparing policy briefs. In addition, employees who have functional positions still feel they have structural positions because BSKDN activities still require administration carried out by structural officials.

8. In an effort to achieve consistency, what BSKDN does is to facilitate functional position training so that employees who hold new positions can know their rights and obligations and can easily carry out their duties.

Resource Dimensions

Important sources according to Edwards (in Budi Winarno, 2008) include, qualified staff and good skills, to carry out the task load carried by them, authority and facility support needed to be proposed on paper in the context of service to the community. The resources included here include human resources (personnel, employees), budget resources, equipment resources and authority resources. Human resources (HR) are the main assets or capital (human capital) in the organization and one of the variables that affect the success of policy implementation. In Afandi's view (2018: 10), the measure of indicators in Human Resource management includes:

- a. Work duties, are details of activities that must be carried out by employees / personnel / employees.

- b. Quality of work, is the achievement of standardized work results as expected.
- c. Quantity, is the result of the overall work production of employees.
- d. Punctuality, namely the production results produced by employee work in accordance with the schedule.
- e. Cost effectiveness, is the right and efficient financing.

The results of field findings for Resource imitation can be summed up as follows:

1. In terms of quality and quantity, human resources in BSKDN need to be improved. Because many human resources researchers have transferred to BRIN, it is necessary to increase the number of human resources for functional positions of policy analysts, statisticians and others. BSKDN cannot force structural employees who switch to functional positions to perform substantial tasks and functions because it requires a longer process. This is because the current way of working has not changed.
2. Jabfung Anjak mapping needs to be done immediately, because administratively structural officials have functional positions, but the work and workings of coordination and assigned authority have not changed. Currently, many functional positions due to equalization do not want to perform their duties as functional officials.

3. The authority given to Jabfung Anjak is still limited. Dinlai is more dominant when employees serve as structural officials because they have staff and have the power to organize and manage the administration of activities. Meanwhile, functional employees have less authority, on the one hand are required to provide output of thought results.
4. In the realization of the equalization process, it was not easy to change the *mindset* of structural officials at BSKDN who experienced equalization. In functional positions do not know the terminology of leaders and staff, there are colleagues who work together according to the expertise of their functional positions and are directly responsible to the leadership. The current institution demands a paradigm shift in officials who experience equalization.
5. The BSKDN staffing department, which handles Human Resources, has tried to improve services to factoring and other functional officials, including: including policy analyst training, various seminars/activities that add insight to policy analysts, including socialization of related regulations. In addition, information services from the Ministry of Home Affairs' BSKDN personnel section are easily obtained, as well as functional allowances and position classes (remun) that have been adjusted from previous positions.
6. The problem with office facilities provided to Jabfung Anjak still needs to be improved. For example, in fulfilling credit score requirements, Jabfung Anjak requires applications and systems in DUPAK. The internet network and applications must be able to support this, so that tasks can be completed on time.
7. Factoring Functional Officers and other functionals must be able to update knowledge of regulations related to the new position, train to make outputs namely policy *briefs*, staff reviews and others, in accordance with the duties and functions of assisting the BSKDN institution in preparing policy materials to be submitted to the Head of the Institution.
8. With the position equalization policy, there is a change in the work system for Jabfung Anjak and other jabfung, requiring a better understanding and mechanism related to the functional work system of Factoring. The Functional Policy business process map is different from the Functional Researcher, for that the mind set of the current personnel / employees must be able to adjust, it is not easy, this takes time.
9. In collaboration with other policy analysts, as a guideline for the implementation of the work system and management of civil servants,

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PANRB Ministerial Regulation No. 7 of 2022 concerning Work Systems in Government Agencies for Bureaucratic Simplification has been issued and supplemented by PANRB Ministerial Regulation No. 6 of 2022 concerning Performance Management of Civil Service Employees.

c. Incentive. Edward III said that the recommended technique to overcome obstacles or problems arising within institutions, is to manipulate incentives. People do something that is basically to fulfill their or personal interests, so that by manipulating incentives by policy makers, policy implementers can be influenced.

Disposition Dimensions

In the third dimension, namely disposition, important things that must be of concern according to Edward III (Leo Agustino, 2016: 139) include:

- a. Disposition effect. The disposition or often referred to as the attitude of the implementers, must be supported by the policy implementers themselves, namely employees or employees, so that there are no real obstacles or obstacles to the implementation of the policy.
- b. Staffing the bureaucracy *is needed*. Edward III required that in this context the implementation of policy should be viewed on bureaucratic arrangements. This is in accordance with the appointment and appointment of staff in the bureaucracy in accordance with their capabilities, capabilities, and competencies. Bureaucratic management also boils down to the 'establishment' of a reliable and professional public service system.

The field findings for the Disposition dimension can be summed up as follows:

1. Commitment to functional tasks is still not running optimally in BSKDN. BSKDN activities are still transitional, until now they have not changed with the previous institutional activities (R&D) so that there have been no demands on functional positions to perform their functions, which are substantial. Likewise, the way of work/system that runs has not changed with the previous institution. There are still many functional officials who still do structural (more administrative) work not substantive.
2. Democratic attitudes in working groups have been manifested through the way groups work. Following the policy analyst workshop, discussions with BSKDN's internal colleagues related to policy analysts and carrying out various duties and functions of policy analysts who

- are willing to listen and accept input from their group members, respect each other's opinions even though they are not appropriate / different, willing and able to admit mistakes if there are differences of opinion, and respect other functions that are made chairmen or coordinators in the group.
3. Increase knowledge about the duties and functions of policy analyst functional positions, learn and explore various theoretical concepts about policy analysts, establish networks of policy analysts, and invite fellow functionals to make outputs together. By doing work according to one's own ability, working fairly, being honest with the results of studies / analysis, not using fictitious information and data in analytical activities, and improving the ability to cooperate with other functionals
 4. BSKDN has provided services in order to improve the quality of human resources for functional positions through training, socialization and other technical guidance so that functional employees (especially equalization results) can work both administratively (which is still required by the institution) and substantively.
 5. Input to the leadership on the main tasks and functions of each Policy Strategy Center in BSKDN and efforts to build narratives and networking with various parties on the importance of BSKDN's presence in the Home Government, as well as explore the direction of BSKDN policy in the future, study *Collaborative Government* (Government Collaboration).
 6. The element of honesty in the process of carrying out duties and functions at BSKDN has been instilled in all employees, including Jabfung Anjak and other functional. Basically, developing work patterns with transparency and accountability, be it in budget needs, disbursement mechanisms and accountability for activities, transparent, complete and accurate, either manually (hardcopy), soft copy or through applications, there is no engineering (fabricated).
 7. Functional positions have clear careers with a longer retirement age limit, but this is not easy to achieve, they are required to collect credit scores every year according to predetermined targets. If you meet the target in less than 3 or 4 new years, it can be proposed to move up to a higher level through a competency test first.

Dimensions of bureaucratic structure.

The fourth dimension is Bureaucratic Structure, in Edward III's

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opinion (in Budi Winarno, 2008) there are two main characteristics, namely Standard Operating Procedures (SOP) and Fragmentation:

Work procedures or SOPs, that basic measures develop in internal response to limited time and resources from implementers and the desire for uniformity in carrying out the tasks of complex and widespread organizations. Then fragmentation stems from pressures outside the bureaucratic units, for example interest groups, legislative committees, executive officers, state constitutions and the nature of policies affecting the organization of the government bureaucracy.

Aspects of this bureaucratic structure include relationships between organizational units, division of authority and so on. The governance of post-equalization functional positions in BSKDN are:

- a. The coordinator is appointed Functional Associate Expert.
- b. Subcoordinators are appointed Young Functional Experts.

Coordinators and Sub-Coordinators of Functional Positions are Functional Officers who carry out additional duties in addition to carrying out their main duties as Functional Officers in accordance with the provisions of laws and regulations. As per the Decree of the Minister of Home Affairs Number 897.4-352 of 2022 concerning the Credit Score Assessment

Team for Functional Positions of Policy Analysts within the Ministry of Home Affairs, there are 2 (two) attachments, namely:

- a. Credit Score Assessment Team for Functional Positions of Policy Analysts within the Ministry of Home Affairs. The task of the Assessment Team is to assess the functional positions of the First Expert Policy Analyst of the Young Supervisor Rank (III/a) to the Associate Expert Policy Analyst of the Supervisory Rank (IV/a) within the Ministry of Home Affairs.
- b. As the Jabfung Factoring Credit Score Assessment Team of the Ministry of Home Affairs, it has the task of coordinating the implementation of filing, examination, assessment and determination of credit scores. Verifying the DUPAK and its completeness.

Discussion

Organizational Streamlining

Streamlining Government Organization through Bureaucratic Simplification is necessary, this is in order to capture an effective and efficient State Civil Apparatus (ASN) order in providing fast and quality public services. In addition, the policy of simplifying the government bureaucratic structure aims to change the mindset and mindset of civil servants who have been tending to only pursue office, rather than carrying out their main

duties and functions as public servants, namely to the wider community.

This Bureaucratic Simplification Policy is essentially a step to adjust the work system fundamentally that is able to transform government business processes to be more dynamic, agile and professional. Bureaucratic simplification is carried out, among others, by identifying administrative positions in work units, mapping positions and administrative officials affected by bureaucratic simplification, mapping functional positions that can be occupied by affected officials, adjustments to functional position allowances with administrative

allowances, and finally adjustments to functional position classes with administrative position classes. This equalization of positions has a purpose, namely in the framework of employee career development systems and income or welfare adjustments.

In Afrianto & Prasajo, 2020 states that Civil Servants or Civil Servants are bureaucratic actors and are determinants of the good and bad of the bureaucracy, as implementers who carry out policies from the government. The term echeloning at the civil servant level is no longer used after Law no. 5 of 2014 was issued.

Tabel 1.6. Komposisi Jabatan Struktural (Administrasi) Pasca Penyetaraan Jabatan Lingkup BSKDN Tahun 2023

No.	Jenjang	Esselon	Jumlah
1.	Jabatan Pimpinan Tinggi Madya	I	1 Orang
2.	Jabatan Pimpinan Tinggi Pratama	II	5 Orang
3.	Jabatan Administrator	III	4 Orang
4.	Jabatan Pengawas	IV	9 Orang
	Jumlah		19 Orang

Sumber: Data Kepegawaian BSKDN 2023

In Government Agencies, it is known as 2 (two) types of positions, namely Structural Positions (Administration) and Functional Positions. The two positions have different characteristics, this has an impact on the implementation of the position equalization policy in the BSKDN of the Ministry of Home Affairs. The term for Structural Officers, which is an Administrative Position, is a cluster of positions whose functions and duties are

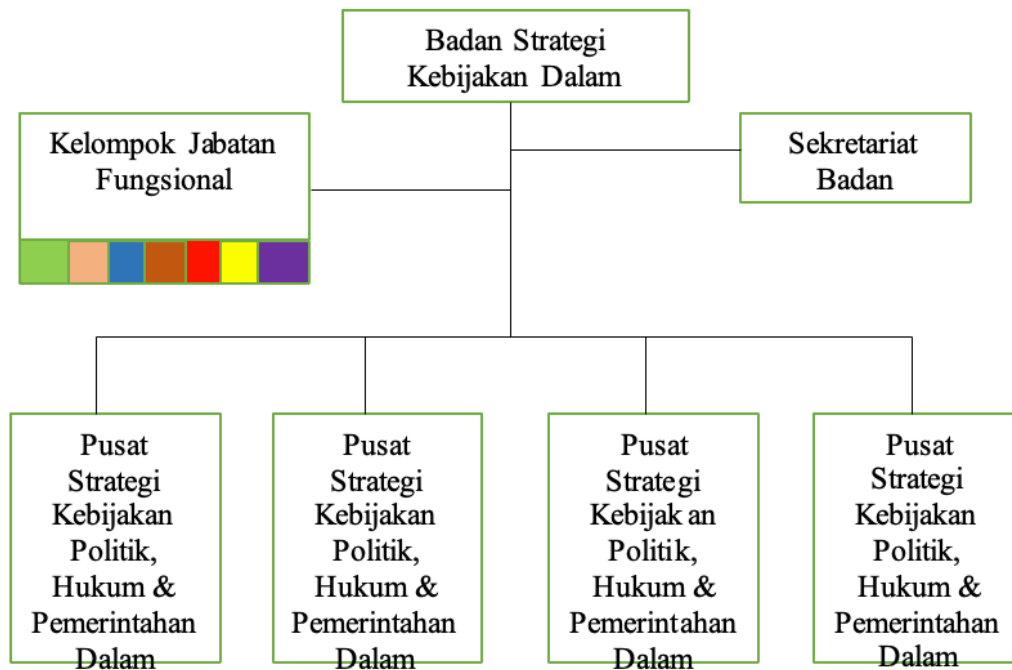
related to public or community service activities, as well as government administration and development (according to Government Regulation Number 17 of 2020 concerning Civil Servant Management). As for the Functional Position itself is a cluster of positions whose functions and duties are related to functional services based on certain skills and expertise. In the BSKDN organizational structure, functional position groups are not listed one by

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one, but also cannot be separated from their existence in the organization. In contrast to structural positions, which are listed one by one in the

organizational structure. As shown in the following table.

Table 1.7. Functional Position Structure in BSKDN Year 2023 (In accordance with Permendagri 137 of 2022)



In table 1.7. above it can be illustrated that the equalization functional position group in BSKDN is under the guidance of the Head of the Agency as the User Agency. Its position is not in the Central Strategic Center, but is centralized for its working system, in accordance with its background expertise and competence, to support the performance of the BSKDN institution.

In order to motivate Functional Officers, the institution improves the quality of work, with good assistance through training, bimtek and other trainings. In ASN Law No.5 of 2014 concerning ASN Management, where the merit system is based on qualifications, competencies and performance fairly and reasonably

without distinction of political background, race, gender, age, religion, ethnicity, culture, disability conditions. This merit system aims to ensure that the position of civil servants in the government bureaucracy meets the qualifications and competencies, including functional positions.

With the current downsizing policy, of course, it is expected to reduce and reduce costs that have been given through official facilities and positions to echelon III and IV officials (Administrator Officers and Supervisory Officers). In practice, echelon officials exist up to 4 levels resulting in long service procedures. At the decision-making stage, with many echelon levels making the time longer from minister to kaban, kaban to kapus, kapus to kabid, kabid to

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kasubbid, and so on, this takes a long time. which should be done by one or two people only, Problems like this are seen as a waste of state expenditure, and it is considered that the performance of the apparatus becomes ineffective and efficient.

Bureaucratic Restructuring and Equalization of Positions

The Bureaucratic Simplification Policy is essentially a step to adjust the work system fundamentally that is able to transform government business processes to be more dynamic, agile and professional. Bureaucratic simplification is carried out, among others, by identifying administrative positions in work units, mapping positions and

administrative officials affected by bureaucratic simplification, mapping functional positions that can be occupied by affected officials, adjustments to functional position allowances with administrative allowances, and finally adjustments to functional position classes with administrative position classes. This equalization of positions has a purpose, namely in the framework of employee career development systems and income or welfare adjustments. The following can be seen the results of a survey of research participants for career development of employees affected by equalization.

Table 1.8. Implementation of Employee career development Impact of equalization of positions

No.	Description	Agree	Disagree	Percentage
1.	Make Training	10	0	100 %
2.	Opportunities to attend training	8	2	100 %
3.	Willingness of employees to attend training	7	3	100 %
4.	Scholarship program available	5	2	70 %
5.	There are opportunities to take part in scholarships	5	0	50 %
6.	There is an opportunity to follow the rotation	10	0	100 %
7.	Have the opportunity to attend education outside of work	6	0	60 %
8.	The existence of relationships between colleagues	9	0	90 %
9.	The existence of senior employees provides input to junior employees	10	0	100 %
10.	Opportunity to attend training outside the office	6	0	60 %

	Total	76	7	83 %
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Source : Data from Researchers in 2023

From table 1.8 above, it can be concluded that in the context of career development for employees affected by the equalization of positions, their participation in training activities and inter-colleague relationships is relatively high. However, opportunities for further education outside of work and off-site training show low figures (disagree). This is because some participants (Middle Policy Analysts and Junior Policy Analysts) are nearing retirement age, resulting in decreased motivation for career development.

In a study by Situmorang (2019) on the Analysis of the Civil Servants Law (Aparatur Sipil Negara), in the context of moving towards Bureaucracy Simplification through a descriptive approach, it was found that there is a significant gap between structural and functional positions in the field. The study identified seven points:

1. Efforts to ensure Civil Servants have high competency, integrity, neutrality, and professionalism, free from political party ties, and do not engage in nepotism, corruption, and collusion.
2. The bureaucracy simplification process seems to be stagnant after approximately 5 years.
3. The reduction of the bureaucratic echelon levels to only 2 levels.

4. All employees should be informed about their rights, ranks, and benefits.
5. The issuance of the policy of equalizing Administrator and Supervisor positions by the government is an attempt to address the impact on affected Civil Servants.
6. The initial solution is to optimize the existing functional positions in their original agencies.
7. The second solution is to add new functional positions.

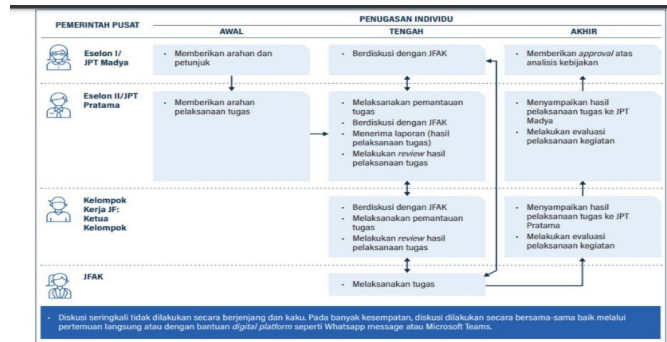
In BSKDN, the existing functional position was the research functional position. However, with the establishment of the BRIN institution, there was institutional restructuring which involved the transfer of all Functional Research Officials from various Ministries/Institutions to the National Research and Innovation Agency (BRIN). Consequently, almost all Functional Research Officials in BSKDN were reassigned to join BRIN. The current functional positions in BSKDN include Policy Analysts, Personnel Analysts, Planning Specialists, and Librarians.

The streamlining of managerial positions now will result in the addition and development of functional positions, with a definite increase in slots. By developing new functional positions, such as the Policy Analyst position, it is hoped that BSKDN can

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perform more optimally in its duties. The business process of the Policy Analyst functional position is shown in figure 4.5.

Figure 4.5. Business Process Map Functional Positions of Policy Analysts in Central Government



Source: JFAK - LAN RI Optimization Guide 2022

The opinion of Gouillart and Kelly, that restructuring is a concept that is part of organizational transformation called "The Four R's Transformastion" (Aneta, 2015). Restructuring means preparing and organizing all resources in the organization and is directed to achieve high performance and competitiveness progress by creating a dynamic and competitive environment. This means that reform with several steps all rely on change and renewal of the organization.

The implementation of equalization of positions in the BSKDN of the Ministry of Home Affairs was conveyed by informant Rachman Kosasih (Deden) in this study, who currently serves as a functional planner. Deden's position was previously the Head of the Data and Performance Evaluation Sub-Section in the Planning Section. Deden said that BSKDN in

particular and the Ministry of Home Affairs in general, should before transferring structural to functional positions, should create a new structure that supports the careers of functional positions. The new structure is first adjusted to the vision and mission of the Ministry of Home Affairs contained in the Strategic Plan (Renstra). The existence of the old structure does not support the performance of the current functional position. Especially for BSKDN, which has changed the nomenclature of the organization, it was previously the Research and Development Agency.

This equalization of positions should be a planned agenda, not partial and separate. "The inauguration of the Functional Officer yesterday only looked at the old structure / nomenclature," continued Deden who used to serve as Head of the Functional Position Development Sub-Division of the PJKSE Section (Functional Position Coach,

Personnel and System and ASN Performance Evaluation).

The implementation of the equalization policy in the Ministry of Home Affairs itself has equalized as many as 808 structural officials who switched to functional, consisting of 95 echelons III and 713 echelon IV from all components within the scope of the Ministry of Home Affairs. While BSKDN itself has 43 people who are equated into functional positions, 12 Esselon III

Structural Officers and 31 Esselon IV Officials. It is realized that the implementation of this position equalization policy aims to improve the performance of institutions whose estuary is to realize the progress of the nation with public services. As in the table below, the equalization of administrator officers to functional officials.

Tabel 1.9. Jumlah Pejabat Hasil Penyetaraan

No.	Jabatan Administrasi / Struktural	Penyetaraan ke dalam Jabatan Fungsional	Jumlah
1.	Pejabat Administrator	Analisis Kebijakan Madya	12
2.	Pejabat Pengawas	Analisis Kebijakan Muda	24
3.	Pejabat Pengawas	Perencana Ahli Muda	3
4.	Pejabat Pengawas	Kepegawaian Muda	3
5.	Pejabat Pengawas	Pustakawan Ahli Muda	1
	Total		43

Sumber: Data olah Peneliti (2023)

Conclusion

The implementation of the Position Equalization Policy at the BSKDN (Domestic Policy Strategy Agency) of the Ministry of Home Affairs, is a follow-up to the issuance of PAN-RB Ministerial Regulation (Permen) No. 17 of 2021, concerning Job Equalization. Administration into Job. Functional by PANRB Minister Tjahjo Kumolo. This is an effort by the government to produce a dynamic and professional bureaucracy to support the performance of government services to the community.

The impact of bureaucratic simplification encourages Ministries /

Institutions / Local Governments to immediately simplify their respective organizational structures and equalize impactful structural positions.

Bureaucratic simplification is carried out by mapping positions, identifying positions in work units and administrative officials affected by bureaucratic simplification, alignment of benefits, and class of positions.

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