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# IMPLEMENTATION AND EFFECTIVENESS OF EQUALIZING ECHELON IV STRUCTURAL POSITIONS INTO FUNCTIONAL POSITIONS AT THE BLITAR REGENCY CULTURE AND TOURISM SERVICE

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### **ABSTRACT**

The Blitar Regency Personnel and Human Resources Development Agency has made a new innovation, namely by creating a system of adjustment/Inpassing procedures, carrying out competency tests and determining requirements for Adjustment/Inpassing which are further regulated by the Head of the Functional Position Development Agency. The aim of this research is to determine the implementation and effectiveness of equalizing echelon IV structural positions into functional positions at the Blitar Regency Culture and Tourism Service. This research method is qualitative research. The research location was carried out at the Blitar Regency Culture and Tourism Service in carrying out the functions and duties of the Blitar Regency Culture and Tourism Office. Research data is in the form of secondary and primary data. Primary data was obtained from components related to the implementation of the equalization of echelon IV positions into functional positions. Secondary data is data obtained from various sources within the Blitar Regency Culture and Tourism Service in the form of documents, journals, archival book records, the presence of Blitar Regency Culture and Tourism Service employees, this is adjusted to research needs. Data collection methods used in research are interviews, observation, documentation. This research's analytical method uses qualitative analysis. The results of this research are that equalizing structural positions to functional positions is like a tsunami storm that hits the ranks of Structural Administrator Officials. When the Minister of Administrative and Bureaucratic Reform Regulation Number 28 of 2019 concerning the Equalization of Administrative Positions into Functional Positions was implemented, it gave the impression that the Regional Government was just watching and waiting to take action. So after the deadline appeared on December 1 2021, with limited time, the Regional Government of Blitar Regency inevitably immediately processed the equalization of positions.

Keywords: Effectiveness, Functional Positions, Implementation, Structural Position Equalization

### INTRODUCTION

The Personnel and Human Resource Development Agency of Blitar Regency has introduced a new innovation by creating a system for adjustment/Inpassing procedures, the implementation competency tests, and the determination of needs in the context Adjustment/Inpassing which is further regulated by the Leadership of the Functional Position Development Agency. The appointment of Civil Servants in Functional Positions is based on cumulative credit points for adjustment/inpassing. Civil Servants who are temporarily exempted and have not been dismissed from the Functional

Position can be reappointed to Functional Position in accordance with the position they hold and the last credit points they have. The calculation of credit points for promotion of Civil Servants is at least 2 (two) years after the decision letter of Adjustment/Inpassing of the concerned Civil Servant in the occupied Functional Position has been established. A functional position is a career position where, in carrying out its work tasks, it utilizes specific procedures and work techniques. The mentioned work technique involves developing one's career, each functional official must meet the determined credit point standards to reach a higher career level. The attainment of credit

points is a figure given based on the assessment of the achievements made by the functional position officials in carrying out the detailed activities used as one of the conditions for appointment and promotion in rank/position in the functional position. The policies of the functional position, which have changed several times, become increasingly more significant over time. Likewise, the activity details in the functional position implementation guidelines and their credit points are more dynamic and specific according to the development of job analysis information for new types of positions. The appointment of functional positions at the Blitar Regency Culture and Tourism Office through the inpassing process and requirements requires a firmness in a rule that mandates the Local Government Agency/Organization (OPD) to propose the structural officials of echelon IV to become functional positions. Based on the phenomenon related to the existence of the latest rule, it must simplify the echelon IV positions. The purpose of this study is to the Implementation determine Effectiveness of the Equivalence of Echelon IV Structural Positions into Functional Positions at the Blitar Regency Culture and Tourism Office.

### **Basic Concept of Civil State Officers**

According to the General Dictionary of the Indonesian Language, "Pegawai" means "person" who works for the government (company, etc.) while "negeri" means country or government. Therefore, a "Pegawai Negeri Sipil" is a person who works for the government or state. Etymologically, "Pegawai Negeri Sipil" consists of three words: "pegawai" meaning employee or person working in accordance with the applicable legal provisions, "negeri" implying state or government, and "sipil" often relating to civil or non-military sectors. The term civil servant is not defined in a universally applicable formulation but is rather a specific formulation applicable in relation to the concerned regulations.

### **Concepts and Theories of Public Administration**

From an etymological perspective, the term "administration" is derived from the English language, encompassing the words 'administration' or 'to administer,' signifying

the acts of managing or directing. In its narrower definition, administration pertains to office management activities such as and correspondence. Broadly writing defined, administration, as outlined by Siagian and referenced by Pasolong (2011:3), is a sequence of actions related to tasks performed by a group of individuals collaboratively aiming to achieve a specific objective. Drawing from the aforementioned definition, it is inferred that administration is a cooperative activity involving two or more individuals working together to realize a predetermined goal. The concept administration is integral to daily life, reflecting the human condition as inherently social beings who require collaborative efforts to fulfill their objectives.

#### **Concepts and Theories of Public Policy**

In the realm of political science literature, there exists a plethora of definitions or boundaries delineating what is meant by public policy. Each definition emphasizes different aspects, a diversity that stems from the varied backgrounds of the experts in the field. Concurrently, the approaches and models employed by these scholars inevitably influence how public policy is characterized (Winarno, 2007: 16; Syafiie, 2006: 105).).

## **Concepts and Theories of Public Organization**

Generally, an organization represents a form of collaboration among individuals or groups to achieve common (2006:6) goals. Siagian defines organization as a partnership among two or more individuals who work together formally bound in order to attain a predetermined goal, within which there are one or several individuals referred to as superiors and one or a group referred to as subordinates.

According to Rosenweg (Sufian, 2005:31), an organization can be viewed as:

- a. A social system, namely people within a group.
- b. The integrity or unity of the activities of people working cooperatively.
- c. Individuals who are oriented or guided by a common goal.

Concepts and Theories of Human Resource Management

Richard (2006:7)describes management as achieving organizational goals effectively and efficiently through organizing, directing. planning. controlling the organization's resources. There are two important ideas in this definition: first, the four functions, namely organizing, planning, directing, controlling; and second, achieving organizational goals effectively efficiently. Mangkunegara (2013:2) states, "Human resource management is the planning, organizing, coordinating, executing. and supervising of procurement, development, compensation, integration, and separation of the workforce order to achieve organizational objectives."

# **Concepts and Theories of Public Service Management**

Service, according to Sampara (2011:5), is an activity or sequence of activities occurring in direct interaction between individuals or with machines physically, providing customer satisfaction. The quality of public service is closely related to the government, as one of its responsibilities is to provide services to the community. The quality of public services received by the community can be used as a benchmark in assessing the quality of the government. Public service has emerged from the obligation as a process of government activity, both individual and collective. Public services play a crucial role in society today because not all services are provided by the private sector, hence the government has an obligation to fulfill the public service needs not provided by the private sector.

## **Concepts and Theories of the Merit System**

The merit system concept can be based on a combination of lexical analysis, motivation theory, and behavior modification approaches. Based on the lexical analysis and behavior change theory approach, the merit system is defined as HRM based on merit, which is all work behaviors of employees categorized as good or bad, which directly affects the rise or fall of the employees' income and/or career. The broad meaning of the merit system in

modern government, according to Stahl (2001: 31), is "a personnel system in which comparative merit or achievement governs each individual's selection and progress in the service and in which the conditions and rewards of performance contribute to the competency and continuity of the service." The merit system refers to ASN policies and management based on qualifications, competence, and performance in a fair and reasonable manner without discriminating based on political background, race, skin color, religion, origin, gender, marital status, age, or disability conditions. This system is implemented through fair and competitive selection and promotion, applying the principle of fairness, performance-based remuneration, rewards, and punishments, standards of integrity and behavior for the public interest, effective and efficient HRM, and protecting employees from political intervention and arbitrary actions by Hickman and Lee (2001).

### Concepts and Theories of Employee Promotion

Promotion is an activity to move employees from one place to another, according to Sathya and Ambar (2011: 169). The transfer is done to another place or position considered higher than the previous one, a process known as promotion. Promotion is coveted by Civil Servants as it is seen as a reward for demonstrating high job performance in fulfilling their duties in a job or position. While mutation involves transferring a position to another equivalent position. Fundamentally, the implementation of promotion and position mutation is adjusted according to the needs of the organization and the career development of Civil Servants. Civil Servants' career positions can be divided into two, namely structural positions and functional positions.

### **Concept of Functional Position**

The concept of position refers to a set of jobs containing similar or related tasks, the execution of which requires the same skills, knowledge, abilities, and expertise, even though they are dispersed across various locations. In Law Number 5 of 2014 concerning State Civil Apparatus, Article 1 paragraph 11 states that a Functional Position is a group of positions

that contain functions and tasks related to specific professional and skill-based services. A functional position cluster is a collection of functional expertise positions and/or functional skill positions that have closely related functions and tasks in carrying out one of the general government tasks

# Credit Points Requirement for Functional Position Promotion

The work performance assessment for functional officials is established with credit points by the authorized official. Credit points are the unit value of each activity item and/or the cumulative value of the activity items that must be achieved by the functional official in the context of the respective career development. The assessed activity items are the tasks carried out by each functional official, consisting of primary (main) tasks and supporting tasks, which are tasks that support the execution of the primary tasks. The main tasks are those listed in the job description existing in each position, while the supporting tasks of the main tasks are the activities of the functional official outside the main tasks, which generally are of a communal nature. Equating Administrative Positions **Functional Positions** 

The policy of equating positions is contained in Government Regulation Number 17 of 2020 as an amendment to Government Regulation Number 11 of 2017 concerning Civil Servant Management and Minister of State Apparatus Empowerment Regulation Bureaucratic Reform Number 28 of 2019 regarding the Equating of Administrative Positions into Functional Positions. The Equating of Administrative Positions into Functional Positions, hereinafter referred to as the Position the **Appointment** Equating, is Administrative Officials into Functional Positions through Adjustment/Inpassing to an equivalent functional position, aiming to create a more dynamic and professional bureaucracy as an effort to increase effectiveness and efficiency in supporting the government's service performance to the public.

#### RESEARCH METHODS

This study employs a qualitative research method aimed at systematically, factually, and accurately describing or characterizing the facts, nature, and relationships between phenomena of the object under investigation (Sugiyono, Therefore, this research is 2009:11). expected to elucidate the existing phenomena, particularly those related to the implementation, effectiveness, efficiency of the core duties and functions of functional positions resulting from inpassing, in connection with performance of functional officials postequivalency, which is notably distinct from their core duties and functions when holding structural positions at the Blitar Regency Culture and Tourism Office.

The research location is at the Blitar Regency Culture and Tourism Office, focusing on the functions and tasks of this office. The research data consist of secondary and primary data. Primary data are obtained from components related to the implementation of the equivalency of echelon IV positions into functional positions. The data in this study are derived from informants associated with the core duties and functions of the Blitar Regency Culture and Tourism Office, including the Head of the Office, Secretary, Heads of various departments, and functional officials resulting from inpassing. Secondary data are obtained from various sources within the Blitar Regency Culture and Tourism Office, including documents, journals, archival notes, and the presence of employees, tailored to the research needs.

The data collection method is crucial as the main goal of the study is to gather field information (Sugiyono, 2008:15). Data collection techniques used in this research include interviews, observation, and documentation. This research employs qualitative analysis, a series of activities to obtain data that is natural and unconditioned. emphasizing the meaning. After collecting and classifying the required data, the researcher then analyzes it concerning all researched objects and interprets the existing phenomena. Thus, this interpretation provides a description and overview of the researched issue. Classification in this data analysis technique is intended to simplify

the researcher's systematic problem analysis.

#### RESULTS AND DISCUSSIONS

The findings of this research discuss human resource management, specifically regarding the equivalency of Civil Servant structural positions of Echelon IV to functional positions, based on the Minister of Administrative and Bureaucratic Reform Regulation Number 17 of 2021 concerning the Equivalency of Administrative Positions into Functional Positions. The provisions in the Regulation include, succinctly:

- Equivalency of positions is conducted as follows:
  - 1. Administrators are equated with Functional Positions of expert associate level.
  - 2. Supervisors are equated with Functional Positions of junior expert level.
  - 3. Structural officials of echelon IV are equated to Functional Positions of junior expert level, which are established in legislative regulations.
- b. The equivalency of Structural Positions is carried out irrespective of the rank and grade levels associated with the Administrators, Supervisors, and echelon IV structural officials being equated. In this case, Civil Servants holding the Section Head position, which is echelon IV, are equated regardless of their rank or grade level in relation to the highest required rank or grade level stipulated in the legislation.
- c. The implementation of Structural Position Equivalency into Functional Positions is done with criteria:
  - 1. The officials proposed for position equivalency are Structural Officials who, during the organizational structure simplification, held positions impacted by the simplification.
  - 2. The tasks and functions of the Administrative Position are closely related to technical functional services.
  - 3. The tasks and functions of the position can be carried out by Functional Officials.
  - 4. Positions that are based on specific expertise or skills.
- d. The equivalency of Positions is conducted with the following requirements:

- 1. Civil Servants still performing duties in Administrator Positions, Supervisor Positions, and executive positions, which are echelon IV, based on the decision of the Personnel Development Official or other authorized officials.
- 2. Possess at least a Bachelor's or Diploma IV degree for equivalency into Functional Positions requiring a minimum educational level of Bachelor's or Diploma IV.
- 3. Have a job, function, experience alignment, or have previously undertaken tasks related to the Functional Position tasks.

Employee Needs Analysis Indicators

The analysis of Civil Servant needs is the basis for the job formation setup. It is a detailed, logical, and organized process from all considered aspects to determine the required number and arrangement of Civil Servant ranks needed by a local governmental unit to properly perform its core tasks and functions effectively, efficiently, and sustainably. This analysis is based on:

- a. The type of Work entails various tasks that a local governmental unit needs to perform to fulfill its core tasks and functions, particularly related to tourism and cultural services at the Culture and Tourism Office.
- b. The nature of Work impacts the formation setup, viewed from the time perspective needed to complete the tasks.
- c. Estimated Workload is the average frequency of each type of work over a certain period.
- d. Estimated Employee Capacity is the average ability of a civil servant to complete a type of work within a specific period, with workload and capacity estimates needed for each type of work.
- e. The level and number of positions and ranks, where the determination of levels, positions, and ranks in a local government unit should be viewed from the entire organization's perspective and not from individual units.

The interviews conducted with the head of the Blitar Regency Culture and

Tourism Office and other officials highlighted the importance of a job map for each Local Government Agency, the adjustment/inpassing implementation for appointing Civil Servants to Functional Positions based on needs, and the strategic decision-making involved in Human Resource Planning (HRP). HRP focuses on analyzing organizational goals requiring resources to fulfill those goals, aligning with theories that consider the organizational/institutional goals resource needs in relation to HR's role in achieving organizational targets.

### **CONCLUSION**

The equivalency of structural positions has positions to functional impacted the structural Administrative Officials like a tsunami. With the enactment of Ministerial Regulation PAN-RB No. 28 2019 on the Equivalency Administrative Positions into Functional it seemed that the Positions, government was only observing and waiting to act. Therefore, faced with the deadline of December 1, 2021, and time constraints, the Blitar Regency local government had to promptly process the position equivalency. The readiness of agencies to implement bureaucratic simplification varies greatly, especially at the regional level. This was evident from the last-minute appointments in 2021, filling functional positions according to the available formation. Essentially, these positions only changed their names to functional ones according to the nomenclature established by the central government, while the nature of their work remained like that of structural positions. Referring to the five variables discussed, Employee Needs Analysis, Competency Standards, Job Analysis and Workload Analysis, Employee Performance Targets, and Credit Score Determination, it is evident that the appointment of Civil Servants in functional positions through the inpassing pathway is hindered by the Employee Needs Analysis indicator.

For the Blitar Regency Culture and Tourism Office, as part of the human resource management, especially for Local Government Agencies (OPDs), there is a need to reorganize the State Civil Apparatus.

An evaluation and re-assessment should be conducted for each OPD within the Blitar Regency Government, through job analysis, workload analysis, and calculation of employee needs. This approach is essential to align the function and competency of the workforce with the organizational objectives and to ensure that the transition to functional positions is meaningful and enhances the effectiveness and efficiency of public service.

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