


Evaluation of Administrative Position Equalization Policy Into Functional Positions at the Institute of Home Government

¹Indriyani, ²Fernandes Simangunsong, ³Eva Eviany

^{1,2,3}Sekolah Pascasarjana, Institut Pemerintahan Dalam Negeri, Jatinangor

Article Info	ABSTRACT
Keywords: Position Equivalency, Functional Position, Policy Evaluation, Bureaucratic Reform, IPDN.	Bureaucratic simplification is part of the national bureaucratic reform that aims to create an effective, efficient, and professional government. One form of implementation is the equalization of administrative positions into functional positions. In the Institute of Domestic Government, this policy began to be implemented in 2020 by equalizing 137 administrative positions into functional positions. However, many functional officials resulting from the equalization still have difficulty in carrying out their new duties. This study aims to evaluate the implementation of the policy of equalizing administrative positions into functional positions at IPDN. In addition, this study also identifies supporting factors, obstacles, and efforts made to overcome them using a qualitative approach and the CIPP (Context, Input, Process, Product) evaluation model developed by Stufflebeam. Data were collected through in-depth interviews, observations, and documentation, and analyzed using NVivo software. The evaluation results show that this policy has a strong foundation and supports the bureaucratic reform agenda and is relevant to IPDN's objectives, but still faces challenges in the input aspect, such as limited resources, lack of training, and inadequate work guidelines. In terms of process, policy implementation is hampered by weak coordination between units, minimal monitoring and evaluation, and low employee involvement in decision making. Although in the evaluation of this policy product it has a positive impact on employee professionalism and satisfaction, the effectiveness of its implementation is still not optimal due to mismatched tasks and increasing administrative burdens.
This is an open access article under the CC BY-NC license 	Corresponding Author: Indriyani Sekolah Pascasarjana, Institut Pemerintahan Dalam Negeri, Jatinangor indriyani757575@gmail.com

INTRODUCTION

The implementation of the job equivalency policy at the Institute of Domestic Government (IPDN) as an educational institution for government cadres faces various complex challenges. One of the problems is the confusion experienced by Functional Officials resulting from the equivalency in implementing the new work system that has been established. IPDN internal data for 2024 shows that of the total 137 officials who have been equalized, 65 people (47.4%) are still carrying out tasks that are not relevant to their new functional positions. This fact indicates a gap between the objectives of the policy and the reality of implementation in the field.

The changes in positions and responsibilities that accompany the equalization process pose their own challenges, both in terms of adjusting to the workload and adapting to the new work environment. This condition has the potential to affect the performance and productivity of officials in carrying out their duties.

One of the main causes of this problem is the lack of accuracy in job analysis during the equalization process. This results in a mismatch between the tasks carried out before and after being equalized into Functional Positions. As a result, this equalization tends to only be a change in nomenclature without providing a significant impact on improving performance.

However, the Chancellor's Decree Number 821.29-03 of 2021 states that employees continue to carry out their duties in their respective fields and report the results of their work to the leadership. Several concrete examples can be explained as follows. First, the Head of the Civil Servant Discipline Section who should have transformed into an Associate Expert Personnel Analyst based on Permenpan RB Number 37 of 2020, in practice still handles civil servant discipline matters as stated in the IPDN Chancellor's Decree Number 821.29-03 of 2021. Second, the Cooperation Sub-Section which should have changed to a Junior Expert Public Relations Officer based on Permenpan RB Number 6 of 2014, in reality still carries out administrative tasks related to cooperation.

Another problem that arises in the implementation of the policy of equalizing administrative positions into functional positions is the lack of competency and job analysis in equalizing administrative positions to functional positions which can hinder the careers of officials who are equalized. The Head of the Domestic and Foreign Cooperation Facilitation Sub-Division, who is now a Junior Expert Public Relations Officer, expressed the difficulty of continuing his career because his background did not match the field of Public Relations.

In addition, the limited formation makes the promotion test unavailable. Lack of conformity between the tasks carried out by officials who are equated with the main tasks of the new functional position. As stated in Chapter II Article 4 of Permenpan RB Number 6 of 2014 concerning the Functional Position of Public Relations Officers and their Credit Points, which explains that the main tasks of public relations officers include information and public relations service activities, which include strategic public relations planning, public information services, management of internal and external relations, communication audits, and development of professional and sustainable public relations services. However, in practice, officials who are equated to the functional position of Public Relations Officers tend to still carry out administrative or ceremonial tasks, as depicted in the Employee Performance Targets (SKP). The following is a picture of one of the SKPs of officials who are equated to the Functional position:

The researcher cites a journal from Research conducted by Rizki Amalia (2023) entitled Implementation of the Policy for Equivalency of Administrative Positions into Functional Positions aims to determine and analyze the implementation of the policy for equivalency of positions and the factors that influence it. This study uses a qualitative descriptive method with the Edward III policy implementation model. The results of the study show that in the Praja Extracurricular Section of the IPDN Jatinangor Campus, there

are two positions that have not received socialization regarding the filling of the DUPAK (List of Proposals for Determination of Credit Points). In addition, there are time constraints in determining the positions that are equalized, and some employees who are the results of the equivalency still have difficulty in carrying out their main duties and functions. Although the implementation of the policy for equivalency of administrative positions into Functional Positions in the Praja Extracurricular Section has been going quite well in terms of resources and disposition, aspects of communication and bureaucratic structure still need improvement.

Based on the identification of problems in job equivalency at IPDN which include mismatch of duties, lack of training, and inconsistency of work systems, this study aims to: Analyze and determine the Evaluation of the Policy for Equivalency of Administrative Positions into Functional Positions within the Scope of the Institute of Domestic Government; Analyze and determine the supporting and inhibiting factors for the Evaluation of the Policy for Equivalency of Administrative Positions into Functional Positions within the Scope of the Institute of Domestic Government; Analyze and determine efforts to overcome inhibiting factors for the Evaluation of the Policy for Equivalency of Administrative Positions into Functional Positions within the Scope of the Institute of Domestic Government.

METHOD

Descriptive research methods with qualitative research approaches are needed because this research requires actual and conceptual field data. In addition, qualitative methods are more sensitive and able to adapt to various influences and value patterns that emerge, and can adjust to changing situations during the research process.

Required Data

These data collection techniques can include interviews, observations, questionnaires, documentation, and other methods that are appropriate to the type and purpose of the research. These various data sources and techniques help ensure that the information obtained is comprehensive and relevant to the research questions. Still according to Simangunsong data Based on its source, research data can be grouped into two types:

1. Primary Data: The primary data in this study was obtained directly from the object to be studied, namely the Institute of Domestic Government.
2. Secondary Data: secondary data in this study was obtained from the results of further processing of primary data presented in other forms or from other people.

Informants and How to Determine Them

In qualitative research, informants play an important role because they not only provide responses or responses, but also function as the right source of information. Informants are expected to provide comprehensive information that can be traced and explored further, thus helping research in gaining a deeper and more comprehensive understanding. The researcher determined that the informants in this study were 34 people. The determination of informants was carried out using purposive sampling, snowball sampling and accidental sampling techniques.

Data collection technique

In this study, the researcher observed by conducting direct observation in the field what factors hindered the Evaluation of the Policy of Equalizing Administrative Positions into Functional Positions at IPDN. Such as obstacles in the form of incompatibility between old positions and new tasks in functional positions, weak socialization, and budget limitations in implementing training. In the implementation process, many functional officials experienced confusion about new tasks and work systems. In addition, the researcher will observe how the performance of the Institute of Domestic Government in implementing the policy of equalizing administrative positions into functional positions.

Research Instruments

In qualitative research, the key instrument in data collection is the researcher himself. In this case, the researcher becomes the main determining factor as a human instrument that functions as a source of data, data collection, assessing the level of data quality, analyzing and identifying data, interpreting data and interpreting data into research results that can be accounted for.

Data Analysis Techniques

In this study, the researcher used a post-qualitative qualitative data analysis model, because the analysis process was carried out flexibly, adjusting to the style, creativity, and interpretation of the researcher. The research was carried out continuously through in-depth exploration and reflection, where information was the main focus rather than just data. Report writing was also carried out while the researcher was in the field and was continuously revised until it reached the point of saturation, which was when no new information was found.

In Data Analysis through the Post Qualitative tradition, researchers also utilize NVivo 12 Plus software as a tool to organize, manage, and categorize previously collected data. The use of NVivo 12 Plus aims to simplify the analysis process without eliminating the subjective and reflective character that is characteristic of the post-qualitative approach. NVivo 12 Plus itself is one of the most reliable software in supporting data analysis in qualitative research. The steps for analyzing data using NVivo 12 Plus can be seen as follows:

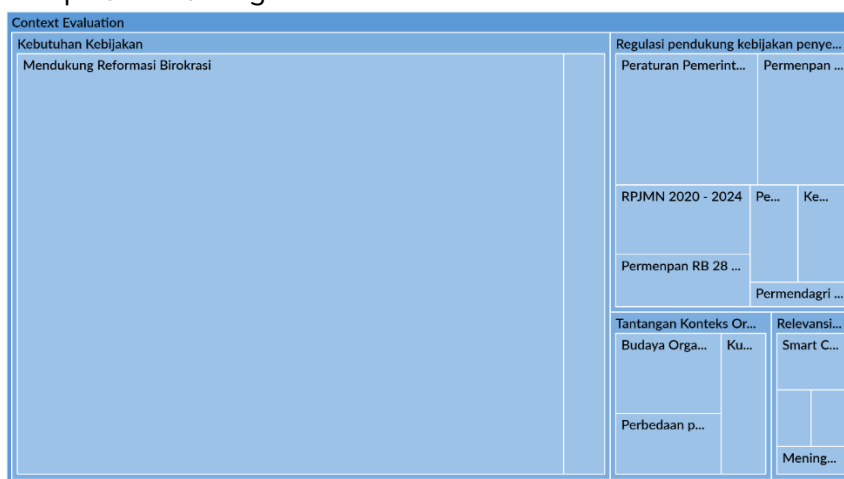
1. Document data management,
2. Data exploration analysis,
3. Performing nodes on data,
4. Coding,
5. Data visualization,
6. Thematic data analysis,
7. Interpretation of data analysis results,
8. Discussion of data analysis results,

RESEARCH RESULTS AND DISCUSSION

Evaluation of the Policy on Equivalence of Administrative Positions into Functional Positions at the Institute of Domestic Government

Context Evaluation

The context evaluation in this policy aims to ensure that the implemented policy is not only in accordance with the needs of the organization but also supports national policies and provides real benefits to all stakeholders. In this study, researchers used Nvivo software to help analyze and interpret complex qualitative data, the research results in the context evaluation are depicted in the figure below:



Source: NVivo Data Analysis Results, processed by researchers (2024)

Figure 1Project Map Nvivo Hierarchy Chart in Domain Context Evaluation

The image is a visual representation of the results of qualitative analysis using NVivo 12 Plus, which focuses on the Context Evaluation of the policy of equalizing administrative positions to functional positions at IPDN. Referring to the data visualization results in the form of a hierarchy chart above, it can be concluded that this research identifies various contextual factors relevant to the implementation and effectiveness of the policy.

Based on the size of the box in the figure, which represents the frequency or significance of themes and subthemes in the research data, the dominant aspect in the context of job equalization policy is “Supporting Bureaucratic Reform”, which is included in the “Policy Need” category. The very large box size compared to others indicates that job equalization is seen as an integral part of the national bureaucratic reform agenda. This strengthens the position of the policy as a strategic need to create a more professional, adaptive, and results-oriented bureaucracy.

Overall, the context evaluation shows that the job equalization policy has a very strong basis of need in supporting bureaucratic reform. However, its success is still influenced by organizational readiness, regulatory consistency, and the relevance of the policy to the direction of national development and the demands of the times.

Further explanation regarding the results of the Context Evaluation Analysis using Nvivo 14 is as follows:

1. Policy Needs

a. President's Directive

Based on the research results, it can be concluded that the bureaucratic reform initiated by President Joko Widodo aims to create a more responsive, efficient, and professional bureaucracy. The informants showed their commitment to support the policy even though they were not directly involved in the decision-making process. The policy of equalizing positions and increasing the professionalism of ASN is a strategic step in achieving the goal of better bureaucratic reform.

b. Creating an Adaptive and Dynamic Bureaucracy

Based on the research results, it can be concluded that the policy of equalizing positions and simplifying bureaucracy is a strategic step that is in line with national regulations. The informants expressed the belief that by reducing the bureaucratic hierarchy, organizations will be better able to focus on results and increase efficiency in decision making. This policy is expected to create better public services that are responsive to the needs of the community.

2. Work Culture Adaptation

Overall, the success of the implementation of the Functional Position Equivalency Policy is highly dependent on the organization's ability to adapt to changes in work culture. Consistent efforts are needed in socialization, training, and management support to ensure that ASN can transition well into new functional roles. Thus, it is expected that the position equivalency can run optimally and provide a positive impact on organizational performance and public services.

3. Policy Background (Supporting Regulations for Equalization Policy)

Functional Position Equivalency is also supported by various regulations, ranging from strategic regulations at the national level to technical regulations at the Ministry/Institution level. Based on the results of the analysis, at least 5 regulations were obtained that support equivalency in the IPDN environment. The following is an explanation of the various supporting regulations.

4. Relevance of equalization policy to IPDN

The functional position equalization policy at the Institute of Domestic Government (IPDN) has several strategic objectives that are in line with efforts to improve the quality of public services and institutional development. The following is a detailed explanation of these objectives along with the underlying sources.

a. Improving the Quality of Public Services

Improving the quality of government human resources is not only aimed at meeting stakeholder expectations, but must also be felt by customers, especially in the form of improving public services and user satisfaction of IPDN graduates. This is in line with the direction of bureaucratic reform that places public services as the main priority in building better governance.

b. Implementation of Smart Campus in IPDN environment

The implementation of Smart Campus at IPDN is not only a strategic step in improving the quality of education, but also an effort to prepare a generation of future leaders

who are able to adapt to technological developments and the demands of society. Through this innovation and digital transformation, IPDN is committed to becoming an excellent and competitive educational institution, as well as making a real contribution to national development.

c. **Implementation of Community Service**

The implementation of community service at IPDN is carried out in the context of utilizing, empowering, and developing government science for the interests of the government, regional government and the community by involving Lecturers, Cadets, Students and Functional Staff and other Education Personnel both individually and in groups, including mentoring rural communities, mentoring urban communities, mentoring border communities, and mentoring coastal communities, as well as the formation of Fostered Villages.

d. **Increasing productivity in research implementation**

The policy of equalizing functional positions in IPDN has strong relevance to various aspects of institutional development, ranging from improving the quality of public services, implementing modern technology, community service, to increasing research productivity. All of these goals support each other and are expected to lead IPDN towards a better vision in the future.

Input Evaluation

Overall, this input evaluation identified several strengths and weaknesses in the provision of resources and efforts to support the job equalization policy at IPDN. Despite support from leadership and training efforts, challenges related to limited resources, incompletely upgraded infrastructure, and lack of understanding and availability of comprehensive work guidelines need to be the focus of attention to improve the effectiveness of policy implementation.

1. Human Resources

Based on the research results, IPDN needs to conduct a thorough evaluation and planning related to HR development. This includes training and capacity building of employees so that they can meet the demands of new tasks well. In addition, it is also important to ensure strong support from leaders in human resource management, so that the Functional Position equivalency process can run more effectively and efficiently.

2. Training Budget

The years 2022 and 2024 were recorded as the periods with the largest number of participants, which reflect there is an intensity of increasing human resource capacity in the two years. However, there are still a number of functional positions that have not received training relevant to their field of work to date.

The data strengthens the field findings that although there has been an increase in the number of participants and training variety, and budget realization that is almost always optimal, this has not fully guaranteed equal access to training among employees who have been equalized. There is still inequality in the distribution of training, which has the potential to hinder the effectiveness of task implementation and the achievement of employee performance as a whole.

Overall, the results of this study indicate that the implementation of post-job equivalency training in IPDN is not yet optimal. The imbalance in training implementation, limited budget allocation, and institutional unpreparedness in supporting the transition are factors that need to be immediately addressed to ensure the success of the implementation of the overall job equalization policy.

3. Supporting Infrastructure

Overall, although the work facilities at IPDN are adequate to support the implementation of Functional Position duties, there are still shortcomings in terms of additional facilities for employee capacity development. In addition, although the information system provides good support, further evaluation is needed to ensure that all employees can access relevant and up-to-date information to support their performance optimally.

4. Job Guide

The results of the review of the applicable SOPs indicate a discrepancy between the written procedures and the actual conditions of the organization after the equalization of administrative positions into functional positions in 2023. In the existing SOPs, the workflow still describes the old organizational structure, where it is stated that the Head of the Legal Section provides direction to the Head of Subsection (Kasubbag), who then assigns tasks to the General Functional Position (JFU) staff. In fact, along with the implementation of the job equalization policy, the position of Kasubbag in the IPDN legal section has been abolished and equalized to become the functional position of Legislative Drafter.

This condition reflects that the SOP adjustments have not been made to the new organizational structure and work system. In practice, the delegation of tasks from the Head of Section to functional employees is still done informally, without a workflow explicitly stated in the SOP document. This has the potential to cause confusion in the implementation of tasks, inaccuracy in assignments, and a lack of administrative legal certainty in the process of harmonization and synchronization of legal products.

Evaluation Process

Process evaluation in the context of the Evaluation of the Policy on Equivalence of Administrative Positions into Functional Positions aims to assess how the policy is implemented from the beginning to the stages of implementation.

1. Implementation Mechanism of Equalization Policy

The job map that has been submitted in the Decree of the Minister of Home Affairs Number 000.9-6269 of 2023 is expected to be a reference in arranging jobs within the IPDN environment. However, its implementation needs to be supported by a more inclusive and competency-based process. This is important so that employees feel involved and have a voice in the equalization process, so that the policies taken can be more in line with their needs and aspirations.

2. Socialization

Overall, to achieve success in implementing job equalization policies, a more holistic and integrated approach is needed. This includes increasing employee involvement in every stage of the process, from planning to implementation, as well as providing adequate

information and support to ensure that each employee can carry out their duties properly. Thus, it is hoped that job equalization policies can provide optimal benefits for employees and the organization as a whole.

3. Inter-Unit Coordination

Coordination with work units at IPDN is running well, supported by routine communication and clear direction in implementing policies. Each employee continues to carry out their duties while coordinating with related units to ensure smooth work.

Overall, despite challenges in communication and coordination, the efforts made by the Bureau of Personnel, the Ministry of Home Affairs, and the supervising agencies demonstrate a commitment to ensuring the success of the JFT equalization. Improvements are needed in terms of the speed and effectiveness of communication, as well as the provision of clear contact persons to facilitate better information exchange. Thus, it is hoped that the transition process can run more smoothly and employees can carry out their duties more effectively.

4. Monitoring and Evaluation

Overall, to achieve success in implementing the JFT equalization policy, it is necessary to develop a more systematic and integrated monitoring and evaluation mechanism. This will help employees adapt to the changes that occur and ensure that the policies implemented can provide optimal benefits for employees and the organization as a whole.

5. Work system

Most JFT employees feel that the substance of their work has not changed significantly after the equalization, which indicates weak internalization and understanding of the credit-based work system. In addition, unclear coordination between units, minimal socialization, and lack of support from structural officials in changing leadership patterns also become inhibiting factors in this transition process.

Thus, to achieve the goal of comprehensive bureaucratic simplification, it is necessary more systematic follow-up efforts, such as improving the quality of socialization, strengthening a collaborative work culture, and developing employee capacity in managing credit points and technical competencies according to their respective fields. Only with these concrete steps can the job equalization policy provide real benefits for the effectiveness of ASN work and the overall institutional performance of IPDN.

Product Evaluation

Based on the results of the product evaluation visualization, the main focus of improvements in the implementation of the job equalization policy at IPDN focuses on the training and socialization aspects. This is indicated by the size of the "Training and Socialization Recommendations" box which is the largest compared to other categories. This condition indicates that employee understanding of job changes still needs to be improved through training activities and comprehensive dissemination of policy information.

In addition, there are several medium-sized components that describe other important issues in implementation, such as the need to improve the implementation process, strengthen the JFT system, and improve monitoring and evaluation mechanisms. These

three aspects indicate that in addition to HR needs, managerial and technical aspects of the policy also require attention.

On the policy achievement side, medium size is seen in the subcategories “Enhancing professionalism” and “Equalization brings efficiency and effectiveness”, which shows that this policy is considered capable of achieving most of its objectives. Other positive impacts also seen in the aspects of “Career ladder development” and “Providing career motivation”, which shows that this policy contributes to increasing the clarity and direction of employee careers.

1. Policy Impact

The positive impact on employee motivation and job satisfaction, especially related to clearer and more structured career development opportunities, however the implementation of this policy has not provided significant changes to the orientation of employee work results. By Therefore, to achieve optimal results, adjustments are needed in the distribution of more specific and expertise-based tasks, as well as adequate training for employees to understand and carry out functional tasks that are appropriate to their positions. In addition, periodic evaluation of the effectiveness of the implementation of functional tasks is also needed to ensure that the job equalization policy truly has a positive impact on employee productivity and work quality.

2. Employee Satisfaction

Middle Policy Analyst at the Deputy for Institutions and Governance of the Ministry of PAN-RB emphasized that the new work system after the equalization is also designed to improve ASN welfare through incentives based on individual performance achievements. This means that in addition to receiving fixed allowances according to functional level, employees also have the opportunity to receive additional awards based on their performance results, as regulated in PP Number 17 of 2020 concerning ASN Management.

Thus, it can be concluded that the JFT equivalency not only provides a new job status, but also contributes significantly to improving employee welfare, both through fixed allowances and performance reward opportunities. This is one of the factors that drives employee satisfaction with the ongoing job equivalency policy in the IPDN environment and the Ministry of Home Affairs in general.

3. Conformity of Results to Objectives

Overall, although JFT equalization is expected to increase work effectiveness and efficiency, the challenges faced by employees in carrying out their new roles indicate that there are still many aspects that need to be improved to achieve the desired goals.

4. Effectiveness of JFT

The Equivalence of Certain Functional Positions (JFT) at the Institute of Domestic Government (IPDN) is still considered ineffective because it does not provide significant changes in improving the quality of work and coaching in various fields. Many employees have difficulty in carrying out their new roles, because their duties and functions have not been fully implemented properly. Performance Evaluation

The evaluation of ASN to JFT equivalency shows that this policy has a positive impact on employee professionalism and bureaucratic efficiency. The bureaucratic reform that underlies this policy requires stronger regulatory support for its implementation. The solution is more effective. However, in practice there are still various challenges, such as unclear career levels, lack of coordination between units, and weak JFT performance monitoring and evaluation systems. In addition, limited infrastructure, resources, and budget are also major obstacles in supporting employee transition to the JFT scheme optimally.

Although JFT has provided benefits in improving the professionalism and career motivation of employees, various improvements are still needed in the implementation and evaluation system. Increasing training and socialization, strengthening regulations, and improving the performance evaluation system are important steps that must be taken. With a more structured strategy and more mature policy support, the equivalence of ASN to JFT can be an effective instrument in creating a more professional, efficient bureaucracy, and in accordance with the demands of public administration reform in Indonesia.

Supporting and Inhibiting Factors in the Evaluation of the Implementation of the Policy on Equivalence of Administrative Positions into Functional Positions at IPDN

Evaluation of the implementation of the policy of equalizing administrative positions to functional positions within the IPDN environment cannot be separated from various factors that influence the effectiveness of its implementation. As with any policy change, the success of its implementation is influenced by a combination of supporting and inhibiting factors that arise from both internal and external organizational aspects, including regulatory readiness, employee understanding, leadership capacity, and the work systems implemented.

Supporting factors play an important role in facilitating the adaptation process and strengthening acceptance of new policies, such as regulatory support, increased welfare through functional allowances, and leadership commitment in encouraging changes in work culture. Meanwhile, inhibiting factors also cannot be ignored, including the unclear work coordination system, lack of understanding of the credit point system, and minimal training or technical provision for employees who are equalized.

By identifying and analyzing these two aspects in depth, the evaluation of the implementation of this policy can provide a more complete picture of the challenges and opportunities in realizing a more professional, adaptive and competency-based bureaucratic transformation in the IPDN environment

Supporting Factors for the Evaluation of the Implementation of the Policy on Equivalence of Administrative Positions into Functional Positions at IPDN

Based on the results of qualitative data analysis obtained through NVivo software and supported by field findings, a number of key factors were identified as important elements in supporting the implementation of this job equalization policy. These factors are not only present as technical conditions, but also reflect institutional dimensions, communication, individual motivation, and integrated system support. In the context of IPDN, the synergy between these elements allows the implementation of the policy not only to run according to regulations, but also has an impact on improving the quality of service, ASN

professionalism, and strengthening institutional governance. These factors are explained in the Mind map below:

Supporting Regulations,

There are a number of legal bases that strengthen the implementation of job equalization, such as:

- a. IPDN Chancellor's Decree Number 821-29/03 of 2021: specifically regulates the implementation of job equivalency within IPDN, as a follow-up to the national policy of bureaucratic simplification.
- b. Government Regulation (PP) Number 17 of 2020: provides a legal basis for ASN management, including strengthening functional positions.
- c. Minister of Home Affairs Regulation Number 2 of 2021 and Minister of Home Affairs Regulation Number 140 of 2022: regulate in more detail the technical aspects of implementing job equivalency within the Ministry of Home Affairs and its subordinate institutions.
- d. Regulation of the Minister of Administrative and Bureaucratic Reform Number 17 of 2021 and Number 28 of 2019: establishes the mechanism, criteria, and procedures for job equivalency, and encourages the transformation of ASN to be more professional through functional positions.
- e. RPJMN 2020–2024: this national strategic planning document strengthens the direction of bureaucratic reform, where simplifying the bureaucratic structure and strengthening functional positions are among the main targets.

Positive impact of policy,

The implementation of JFT equalization is not only an administrative obligation, but has also shown significant positive impacts for employees and organizations. Some of these impacts include:

- a. Increasing ASN career motivation, because functional positions provide a more open career ladder based on performance and competence, not just a hierarchical structure.
- b. Increased income, especially for employees who successfully meet performance targets and credit points, because the functional position system provides output-based performance allowances.
- c. Increasing work professionalism, with demands to meet functional position performance indicators, such as publications, training, or periodic competency development.

Relevance to IPDN Institutional objectives,

The JFT equivalency policy is also in line with the institutional vision and mission of IPDN as a civil service higher education institution that is oriented towards developing the competence and professionalism of state civil servants. Some forms of relevance include:

- a. Contribution to improving the quality of public services, because ASN who hold functional positions are required to produce real and measurable output.
- b. Increasing productivity in the field of research and community service, especially for lecturers and education staff, because functional positions encourage scientific and social activities on an ongoing basis.

- c. Supporting the realization of a professional and adaptive work environment, in accordance with IPDN's transformation towards a smart campus, where technology, innovation, and HR quality are the main pillars.

Inhibiting Factors in the Evaluation of the Implementation of the Policy on Equivalence of Administrative Positions into Functional Positions at IPDN

For To understand more clearly what the inhibiting factors are, they are explained in more detail in these points:

Challenges in Organizational Context

- a. Organizational culture that is less supportive, Organizational culture that is not inclusive or less adaptive to change creates an environment that is not conducive to equalizing Functional Positions, resulting in minimal encouragement to improve existing structures and processes;
- b. Leadership does not provide sufficient support, leadership does not actively support equalization initiatives, implementation processes are hampered. This includes lack of resource allocation, attention, and communication about the importance of the process;
- c. Differences in Perception and resistance, there are different views on Functional Positions, some officials who are equalized have different perspectives on the benefits and objectives of the policy, thus causing resistance to change. This is important to address so that every employee can see the value of the equalization.

Implementation Mechanism for Equalization

- a. The analysis of employee needs has not been maximized, employee needs have not been identified properly, an in-depth analysis of employee needs related to competency and job functions has not been carried out, so that the equalization process is not in line with the reality in the field.
- b. Career ladders have not been optimally facilitated, Although functional positions theoretically have a clear and structured career ladder, consisting of first, junior, middle, to main levels, in practice there are still various obstacles that hinder the sustainability of employee careers in the IPDN environment. One of the main obstacles is the limited formation of functional positions, especially for higher levels such as middle and main. This occurs because job mapping and HR needs analysis based on qualifications and competencies are not yet optimal as a whole. As a result, many employees who have met the qualitative and administrative requirements to move up to a higher level cannot continue their careers vertically because there is no suitable job formation available.
- c. Employees Not Involved in Equivalency Procedures, low level of employee participation in the planning and implementation process of the policy. Many employees feel that the equalization policy was implemented in a top-down manner without adequate communication or consultation forums, both in the early stages of policy formulation and in the implementation process. This lack of involvement has led to the perception that the policy is unilateral and does not take into account the real conditions and aspirations of employees.

- d. Mismatch between JFT and Employee Qualifications, One of the main problems that arise in the equalization process is the placement of employees in functional positions that do not always match their educational background, experience, or competencies. Some employees who are equalized feel that the new positions given do not reflect their areas of expertise, so they have difficulty in carrying out functional tasks optimally. This mismatch causes job dissatisfaction, as well as hinders the individual's professional development process.
- e. No performance evaluation was conducted, The implementation of the functional position equalization policy at IPDN has not been fully followed by a routine and systematic employee performance evaluation and monitoring mechanism. The absence of this evaluation makes it difficult for the institution to determine the extent to which the policy is effective, as well as to identify areas that need improvement. Periodic performance evaluations are very important, not only to provide constructive feedback to employees, but also as a basis for developing further policies and increasing ASN capacity. Without evaluation, the opportunity to revise the equalization process or design appropriate training is very limited.

Resources (Input)

- a. Lack of budget for training, Inadequate budget support is an obstacle in efforts to improve the competence of employees who have moved to functional positions. Training and professional development require sufficient funding allocation, starting from curriculum preparation, facilitators, to implementation of activities. Budget limitations cause many capacity building programs to not be able to be run optimally, thus slowing down the process of employee adaptation to their new roles.
- b. There are no facilities for developing functional positions, The lack of physical and digital facilities that support learning and development of functional positions also poses a serious obstacle. Facilities such as work laboratories, learning management systems, and access to professional learning resources are still limited, making it difficult for employees to develop skills relevant to their functional areas.
- c. Work guidance is not yet available in its entirety, Most functional officials who are equated admit that they still have difficulty understanding the details of their duties, responsibilities, and performance indicators in their new positions. This is because the job manual is not yet available in full and operationally in all work units, causing confusion and inconsistency in the implementation of tasks.
- d. There has not been any socialization carried out evenly, Socialization and training related to functional position equalization have not yet reached all employees evenly. Most activities are only attended by certain groups of employees or are carried out on a limited basis. As a result, understanding of policies and technical implementation of functional positions is not uniform, which ultimately gives rise to gaps in the implementation of tasks and a sense of injustice among employees.

Employee Understanding of JFT Performance Process/Work System

- a. Lack of understanding of responsibility, Many employees who have been equated to functional positions do not yet understand the details of the tasks, work targets, and

outputs that must be achieved. This causes some functional officials to work suboptimally or even perform tasks that do not match their job descriptions.

- b. Unsustainable communication and training, Training and technical guidance are generally only conducted once at the beginning of the equalization, and do not continue periodically. As a result, employees have difficulty following developments or adjustments to the functional position work system. Lack of communication and information updates have an impact on delays in understanding and implementing tasks that are in accordance with the new role.
- c. Understanding the Assessment System, The assessment mechanism in functional positions uses a credit point system that is quite technical and requires in-depth understanding. However, many employees are still confused by this system due to the lack of training and simulation of credit point calculations. This lack of understanding makes it difficult for them to prepare performance reports, plan self-development, and meet promotion targets.

Efforts to Overcome Inhibiting Factors

The following is an in-depth description of the efforts that can be made to overcome these obstacles:

- 1) Organizational Context Challenges (Context),
 - a. Conduct intensive internal socialization and communication to all employees, including management, regarding the urgency and benefits of the JFT equalization policy.
 - b. Instilling adaptive and collaborative values through new work culture training and strengthening internal communication.
 - c. Encourage leadership commitment through socialization of policy benefits and active involvement in monitoring and evaluating equalization.
 - d. Conducting participatory approaches, discussion forums, and open dialogue sessions to align perceptions and build employee support.
- 2) Implementation Mechanism for Equalization (Process),
 - a. Adjustment of JFT mapping with employee educational background, experience, and technical competency.
 - b. Establish a periodic monitoring and evaluation (monev) mechanism for equalization, accompanied by feedback (feedback loop) for continuous improvement.
 - c. Implementing the principles of transparency and participation by involving employees in the policy planning and consultation process.
 - d. Prepare detailed SOPs for implementing equalization so that implementation is more systematic and does not give rise to multiple interpretations.
- 3) Resources (Input),

Constraints in the aspect of resources are also a major concern, especially related to budget limitations, shortage of human resources in several units, lack of training or education and training, and suboptimal supporting facilities and infrastructure. To answer this challenge, IPDN:

- a. Propose additional budget in DIPA and establish cooperation with related training institutions or ministries.
 - b. Procurement of blended learning-based training facilities (online and face-to-face) and optimization of the use of existing IPDN facilities.
 - c. Compile and disseminate specific job manuals for each JFT in a systematic and easily accessible manner.
 - d. Design a socialization and training schedule that touches all work units periodically and inclusively.
 - e. Conducting needs-based recruitment and employee redistribution according to competency and structured career development.
- 4) Understanding the JFT System and Work Process (Process),
- a. Provide ongoing technical training and coaching directly from senior functional officials.
 - b. Conduct regular workshops on performance assessment and credit scores in a practical and structured manner.
 - c. Providing digital modules and specific technical assistance regarding the preparation of DUPAK and calculation of credit points.

CONCLUSION

Evaluation of the Implementation of the Policy of Equivalency of Administrative Positions into Functional Positions at IPDN using the CIPP Evaluation Theory from Stufflebeam

Overall, the policy of equating administrative positions into functional positions at IPDN shows positive potential in context and product, but faces significant challenges in terms of input and process. The evaluation dimensions referred to are as follows: Context Evaluation, the policy of equating administrative positions into functional positions at IPDN has a strong basis and is relevant to the needs of the organization and supports national bureaucratic reform. This policy is considered a strategic step to create a more professional, adaptive, and results-oriented bureaucracy. Existing regulatory support also provides a clear legal basis, although challenges in organizational readiness and work culture still need to be considered. Overall, the context of this policy is considered positive and in line with IPDN's vision and mission. Input Evaluation, Process Evaluation, Product Evaluation. Supporting and inhibiting factors for the evaluation of the policy of equalizing administrative positions into functional positions at IPDN include: Supporting Policy Factors: Strong regulations; Positive impact of policies on employee motivation and income; Relevance of policies to IPDN objectives. Overall, this policy not only improves employee welfare, but is also in line with IPDN's vision to create a more professional and quality work environment. Inhibiting Policy Factors include: Organizational Context Challenges: Organizational culture that is less supportive; Leaders do not provide sufficient support; Differences in employee perceptions and resistance to change. Resources (Input); Lack of budget for training and education and training. JFT development facilities are not yet available. Work guidelines are not yet available in their entirety. Socialization has not been carried out evenly. Lack of human resources in some functional positions. Efforts to overcome Inhibiting Factors for the

Evaluation of the Policy of Equalizing Administrative Positions into Functional Positions at IPDN: Mismatch between JFT and employee qualifications. Performance evaluations are not carried out regularly. Employee understanding of the performance process/work system. Lack of understanding related to new task items. Inadequate understanding of the assessment system. Several Functional Officials do not yet understand the credit point mechanism. Efforts to overcome Inhibiting Factors in the Evaluation of the Policy on Equalizing Administrative Positions into Functional Positions at IPDN: Organizational Context Challenges (Context), Intensive socialization to all employees and leaders; Adaptive and collaborative work culture training; Leadership involvement in monitoring and evaluation.

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