


## Implementation of Position Equalization Policy at the Domestic Policy Strategy Agency of the Ministry of Home Affairs

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Article Info	ABSTRACT
<b>Keywords:</b> Implementation, policy, job equalization, functional	This thesis discusses the Implementation of the Job Equivalency Policy at the Domestic Policy Strategy Agency of the Ministry of Home Affairs (BSKDN Kemendagri). BSKDN Kemendagri is an Echelon I Work Unit within the Ministry of Home Affairs that is affected by job equivalency in accordance with the regulation of PermenPANRB Number 17 of 2021 concerning the Equivalency of Administrative Positions into Functional Positions. The purpose of this study is to determine the implementation of the job equivalency policy at BSKDN Kemendagri along with the factors inhibiting the implementation and efforts of BSKDN Kemendagri to optimize the implementation of the job equivalency policy. The theory used in this study is the conception of Merilee S. Grindle (1980) which requires the success of a policy to be seen from two dimensions, namely the content of the policy and the context of implementation. The data obtained were analyzed using a descriptive research method with a qualitative approach with data collection techniques, namely interviews, observation, and documentation. The results of the study indicate that the implementation of the job equivalency policy at the BSKDN Kemendagri has generally been carried out well, but is still less than optimal because the hierarchical structural work pattern and organizational culture are still thick with the structural system. The efforts of BSKDN are to disseminate information and encourage the commitment of leaders to participate in the implementation process, so that employees have clear guidance in carrying out tasks under the work culture after the equivalency into functional positions.
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### INTRODUCTION

This era of disruption has created a new paradigm in the Human Resource Management (HRM) system that emphasizes the strategic value of Human Resources (HR) as an investment and the main driver of the organization in facing global challenges. HRM places HR as human capital which is the key that contributes to the sustainability and competitiveness of the organization. Human Resources are the most important assets owned by an organization. Human Resources are the heart of all organizational activities (Ichsan et al., 2021).

Human resources are the most vital element in driving organizational performance. In facing the dynamics of the ever-evolving environment, organizations need to adapt to the

changes that occur. Human resource management in this adaptation process aims to improve organizational effectiveness, including improving service quality and productivity in order to achieve predetermined goals. The purpose of HR management is to ensure that the organization has the right human resources in the right position (the right man in the right place), so that it can support the achievement of organizational goals in the short and long term.

Developments in the era of the industrial revolution 4.0, advanced technology is the center of attention. In this era, focusing on the integration of digital technology, automation, and artificial intelligence or AI (artificial intelligence) in various aspects of life, including industry, economy, and social. Therefore, as government employees who serve the community, adjustments and fundamental changes are needed through increasing the competence of human resources of the apparatus. This aims for the government to be able to utilize various technological innovations, such as the Internet of Things (IoT), big data, robotics, and artificial intelligence or AI (Artificial Intelligence) to face various challenges in society and solve social problems more effectively and efficiently.

The government system is certainly not free from bureaucracy. According to the Great Dictionary of the Indonesian Language, bureaucracy is defined as a process in the administration of government managed by government employees based on a hierarchical structure and job levels. Various bureaucratic problems that are complex, slow, and less adaptive to change are still a specter in the government system in Indonesia. Bureaucratic reform as stated in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 states that in 2025, it is hoped that good governance will be realized with a professional government bureaucracy, with high integrity, and serving the community, as well as state servants.

One of the main changes in Bureaucratic Reform is the Arrangement of Human Resources of the State Apparatus which is contained in point 5 in the area of change. The purpose of organizing HR is to achieve the composition, quality, quantity, and distribution of employees in accordance with the needs and structure of the organization. As stated in PermenPANRB Number 7 of 2022 concerning the Work System in Government Agencies for Bureaucratic Simplification, considering that in order to realize effective and efficient governance in order to improve government performance and public services, bureaucratic simplification is necessary. Bureaucratic simplification is carried out through simplifying the organizational structure, equalizing positions, and adjusting the work system.

The equalization of employees aimed at simplifying bureaucracy and shortening decision-making at the BSKDN Ministry of Home Affairs has not been implemented optimally. This happened in the Human Resources and Organization (SDMO) Section of the BSKDN Ministry of Home Affairs. For example, a functional official who was the result of the equalization from the Head of the Functional Position Development Sub-Division in the Functional Position Development, Personnel, Procedure System and ASN Performance Evaluation Section of the BSKDN Secretariat who currently serves as a Junior Expert Apparatus HR Analyst still receives hierarchical directions delivered by the Head of the SDMO Section. The staff in the SDMO section said that to submit administration or information to

the Head of the SDMO Section, they must first go through the Junior Expert Apparatus HR Analyst to confirm it. Thus, the decision-making that is expected to be fast in the aim of simplifying bureaucracy has not been achieved, administration is still carried out in stages starting from the junior expert functional official level and then submitted to the Head of the SDMO Section. In fact, the functional official of the Junior Expert Apparatus HR Analyst still assesses and measures the daily performance of employees in the Sikerja Kemendagri application.

The implementation of hierarchical instructions for functional officials resulting from the equalization is still contrary to the essence of bureaucratic simplification initiated by the government. The existence of hierarchical instruction practices shows that equalization has not been effective in changing work patterns to be more flexible and results-based. The principle of bureaucratic reform is agility (organizational agility), but if a rigid hierarchy is still applied, then bureaucratic simplification is only limited to changes in nomenclature without changes in the work system.

The SDMO Section of the BSKDN Ministry of Home Affairs has conducted socialization regarding job equivalency in 2020 where the Equivalency Decree is in effect. The SDMO Section did not follow up for assistance after conducting socialization regarding functional positions, especially for the main administrative requirements that must be completed by functional officials in order to move up the job level. This lack of socialization is also related to the procedure for submitting credit points through the Credit Point Determination Proposal Document (DUPAK).

In 2020 to 2021, the Human Resources and Organization Division of the Ministry of Home Affairs' BSKDN noted that there were three functional officials who were the result of the equivalency who did not propose credit points, so that the functional officials did not succeed in meeting the annual credit points to move up the job level. This can have an impact on the careers of functional officials. Currently, the credit points for functional positions are sufficient by converting from the Employee Performance Targets (SKP), this makes functional officials who lack functional skills and expertise feel comfortable in their positions. In fact, the fulfillment of credit points can be maximized for more focused employee career development and opportunities to improve self-competence.

The purpose of this study is to collect data, analyze, and describe the implementation of job equalization policies at the Domestic Policy Strategy Agency of the Ministry of Home Affairs (BSKDN Kemendagri). Based on the purpose of the research that has been described, the objectives of this research are: To find out the implementation of the job equivalency policy at the BSKDN Ministry of Home Affairs. To determine the inhibiting factors in the implementation of job equivalency policies at the BSKDN Ministry of Home Affairs. To find out the efforts of the Ministry of Home Affairs' BSKDN in implementing the job equivalency policy.

## METHOD

This study uses a qualitative method that is flexible and interacts between theory and data, so that it can develop theory during the research process. Qualitative research directs the

researcher's perspective to emphasize general and open thoughts. The results of qualitative research emphasize meaning more than generalization.

Based on its purpose, research has three methods, namely descriptive, exploratory, and explanatory research. The research method is used according to the formulation of the problem to be studied along with the final objective of the research. Data sources are useful for finding information related to research. There are two types of data sources according to Kothari (2012:95) that is :

1. Primary data

Primary data is data that is obtained first so that its authenticity can be maintained.

2. Secondary data

Secondary data is data that is already available because it has been collected using statistical methods and processes.

In this study, the selection of informants was carried out using the purposive sampling method to obtain data or information regarding the implementation of job equivalency in the Ministry of Home Affairs' Domestic Policy Strategy Agency. The researcher interviewed certain informants who could provide accurate information related to the problems studied. In this study, informants were sought and found through purposive sampling techniques. In this study, the parties used as informants were considered to have the information needed regarding the implementation of job equivalency in the Ministry of Home Affairs' Domestic Policy Strategy Agency. There were 10 (ten) informants selected using purposive sampling because they were considered the most relevant and had knowledge or experience regarding job equivalency in accordance with the objectives of the study.

In this study, the researcher used data collection techniques through interviews, observations, and documentation (talking notes). According to Please (2015:339-341) The activities carried out in data analysis are described as follows:

1. Data reduction

Data reduction is the activity of sorting data and related information. Data reduction can provide an overall picture and make it easier for researchers to develop research.

2. Data presentation

Data presentation is an explanation of data or information in the form of brief descriptions, tables, and graphs. Data presentation is needed to help researchers explain information so that it is easy to understand.

3. Drawing conclusions

Drawing conclusions is the final result after the process of formulating problems, collecting and processing data in research.

The data analysis technique in this study was carried out starting from data and information collection, then through data reduction stages that focused on the implementation of job equivalency in the Ministry of Home Affairs' Domestic Policy Strategy Agency. Data presentation is carried out in the form of brief descriptions, images, charts, and tables to make it easier to understand, then research on the implementation of job equivalency policies in the Ministry of Home Affairs' Domestic Policy Strategy Agency can be concluded based on the data that has been analyzed and presented.

## RESEARCH RESULTS AND DISCUSSION

### **Implementation of the Policy on Equivalence of Administrative Positions into Functional Positions at the BSKDN Ministry of Home Affairs**

Implementation is basically talking about how a policy can achieve its goals. Implementation as one of the most important series of policies from the policy elements, because it is implemented optimally in order to realize the goals of a policy. In its implementation, implementation cannot run by itself or flow without the direct role of the policy formulator and the target group of a rule, reality shows that policy implementation from the beginning involves a very complex rational and emotional process.

The success of policy implementation will be determined by many variables or factors and then each of these variables is interconnected with each other so that the success of policy implementation is very much determined by the implementation model that is able to guarantee the complexity of the problems that will be resolved through certain policies. This policy implementation model is certainly expected to be a more operational model so that it is able to explain the causal relationship between variables related to the policy.(Wahab, 2004:70).

To measure the implementation of a policy, several indicators are needed as a reference in its implementation. In this study, the researcher analyzed the implementation of the equalization of administrative positions into functional positions in the Domestic Policy Strategy Agency of the Ministry of Home Affairs using the policy implementation theory model developed by Merilee S. Grindle. through two major dimensions, namely the content of policy and the context of implementation. The dimensions of implementation are part of the description (about or condition) of the dynamics of the movement of policy implementation. The description/dimensions of policy implementation are described as follows:

#### **Content of Policy**

##### **Interests Affected by Policy**

The policy of equalizing positions from structural to functional is regulated in PermenPANRB Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions as a form of the government's seriousness in accelerating the bureaucratic process. The issuance of PermenPANRB Number 17 of 2021 has an impact on reducing the number of echelon positions in the BSKDN of the Ministry of Home Affairs, namely echelon IV and echelon III. Civil servants who previously had structural authority are now transferred to functional positions with different work systems and work cultures.

The job equalization process from structural positions to functional positions within the BSKDN Ministry of Home Affairs officially began in December 2020. This step was marked by the issuance of Decree of the Minister of Home Affairs Number 821.29-4763 of 2020 concerning Dismissal from Administrative Positions and Appointment to Functional Positions through the Job Equalization Mechanism. This policy is a follow-up to the President's direction in order to simplify the bureaucracy in order to create more dynamic, effective, and efficient governance. Based on this decision, 43 Civil Servants within the BSKDN Ministry of Home Affairs were officially dismissed from administrative positions and appointed to equivalent functional positions. The implementation of this equalization not only has an impact on



changes in job nomenclature, but also requires adjustments to employee duties and functions in supporting the implementation of the main tasks and functions of the organization.

### **Type of Benefits**

Based on the results of the interview conducted with the Secretary of the BSKDN Ministry of Home Affairs, it is known that the mechanism for assigning tasks within the BSKDN Ministry of Home Affairs is still carried out in stages, starting from echelon II officials to echelon III, then continuing to echelon IV, and finally forwarded to the implementing staff. This pattern is actually a reflection of the traditional bureaucratic system that relies on a hierarchical job structure. In fact, with the implementation of the job equivalency policy by the government where structural officials in government agencies have been equated to functional positions as regulated in PermenPANRB Number 17 of 2021 concerning the Equivalency of Administrative Positions into Functional Positions aims to simplify the bureaucracy.

The positive impacts of the existence of PermenPANRB Number 17 of 2021, ideally, are not only administrative in nature, but are also followed by adjustments in organizational governance, including a more flexible, effective task assignment mechanism, and based on the expertise and competence of each functional official. However, findings in the field indicate that the managerial practices that are running are not fully in line with the substance of the changes. The process of assigning tasks by several functional officials who are equal is still carried out hierarchically and this is considered normal in the BSKDN environment.

This reflects the mismatch between formal regulations and implementation practices in the BSKDN Kemendagri. This condition shows that even though job restructuring has been implemented, the transformation of work culture and administrative work patterns still requires serious attention so that the benefits of job equalization aimed at simplifying the bureaucracy, namely creating a more dynamic, adaptive, and professional government system, can be implemented optimally. Thus, fast and agile governance can be achieved.

### **Extent of Change Envision**

Based on an interview with the Head of Human Resources and Organization Section of BSKDN Kemendagri, in 2020 the Bureau of Organization and Administration of the Ministry of Home Affairs targeted a restructuring of the SOTK BSKDN Kemendagri to create a flat organization by reducing the number of fields in BSKDN Kemendagri. This automatically makes officials who occupy positions that are cut into functional officials who are equalized, as explained in Article 6 of PermenPANRB Number 17 of 2021 which explains that the equalization of positions is carried out with the criteria that the officials proposed in the equalization of positions are administrative officials who at the time of the simplification of the organizational structure were in positions affected by the simplification of the organizational structure.

The organizational restructuring and job equalization process implemented have not been based on an in-depth analysis of the needs and characteristics of positions in each field. The changes in the Organizational Structure and Governance carried out within the Ministry of Home Affairs' Domestic Policy Strategy Agency actually aim to support bureaucratic simplification efforts and encourage the realization of more effective, efficient, and adaptive

governance. However, until now the implementation of this policy has not been fully able to reach the expected substance. The changes that have occurred are more administrative and structural in nature without being accompanied by a renewal of the work system that can accommodate functional work patterns. As a result, functional officials who are equalized as beneficiaries of this policy have not felt a significant difference in the work culture that still uses a hierarchical bureaucratic pattern. This was conveyed by the Middle Expert Policy Analyst and Young Expert Policy Analyst at the Center for Political, Legal, and Domestic Government Policy Strategy. This fact shows that organizational reform should not only stop at the restructuring of SOTK alone, but needs to be balanced with adjustments to the work culture system, employee relationship patterns, and more flexible and participatory decision-making mechanisms so that job equalization can truly have an impact on improving organizational performance.

### **Site of Decision Making**

In response to these problems, the government issued a bureaucratic simplification policy by equating administrative positions with functional positions, as regulated in PermenPANRB Number 17 of 2021. This policy aims to create a flatter and more flexible organizational structure, so that it is expected to accelerate the decision-making process and increase the efficiency of public services. Article 3 of PermenPANRB Number 17 of 2021 states that job equivalency applies to all central and regional government agencies that are government agencies funded by the State Revenue and Expenditure Budget.

However, the implementation of this job equalization policy is comprehensive without considering the characteristics and specific needs of each agency. Agencies that are not related directly with public services may not feel the same urgency in simplifying the organizational structure including the BSKDN Kemendagri. Therefore, evaluation and adjustment of the implementation of the job equalization policy are needed to be more effective in improving public services to support bureaucratic reform.

### **Program Implementer**

Civil Servants are the main implementers in the implementation of the policy of equalizing administrative positions into functional positions as stipulated in PermenPANRB Number 17 of 2021. As technical implementers at the BSKDN of the Ministry of Home Affairs, civil servants affected by the equalization have a strategic role in maintaining the continuity of government services and ensuring that the tasks and functions of the organization continue to run optimally amidst changes in the job structure. After their administrative positions are equalized into functional positions, civil servants are expected to be able to immediately adapt to the new tasks, functions, and responsibilities according to the level of the functional position they occupy. In addition, civil servants are also responsible for improving their competencies according to their respective fields of expertise, because functional positions emphasize more on mastery of technical competencies and work professionalism. BKN facilitates training or training as a form of functional position development for equalization officials. Thus, the role of civil servants as the main implementers is not only limited to carrying out technical tasks, but also supports the creation of a simpler, more agile, and more professional bureaucracy according to the objectives of bureaucratic simplification.

The Personnel Development Officer (PPK) in each government agency plays a central role in the implementation process of the policy of equalizing administrative positions into functional positions. As the highest authority in personnel management within his/her agency, the PPK is fully responsible for all stages of equalization, starting from identifying and mapping the affected administrative positions, preparing equalization proposals, to submitting data to the Ministry of PANRB and BKN through the Ministry of Home Affairs' Organization and Administration Bureau to obtain approval. After the equalization process is approved, the PPK is required to determine the functional officials resulting from the equalization by issuing an appointment decision and carrying out an official inauguration as stated in Article 11 paragraph (1) which reads, "The Personnel Development Officer appoints and inaugurates the Functional Officials who are equalized."

In addition, the PPK is also obliged to ensure that functional officials who have been equalized receive career development, competency development, and facilities in accordance with the provisions of laws and regulations. Thus, the role of the PPK as one of the program implementers greatly determines the success of the job equalization process in each agency, as well as being responsible for the smooth transition and adaptation of civil servants into the new functional position system.

### **Resources Committed**

In the implementation of the policy of equalizing administrative positions into functional positions, the resources used include manpower, budget, and facilities. This budget allocation is useful for conducting socialization to holding training and developing the competencies of functional officials who are equalized. Training and development of functional position competencies is submitted to the Human Resources Development Agency (BPSDM) of the Ministry of Home Affairs as an agency that has the main task and function to carry out ASN competency development within the Ministry of Home Affairs and local governments.

The job equivalency that impacts structural officials within the Ministry of Home Affairs, including BSKDN, increases the need for training related to functional positions. Thus, this affects the increase in the training budget at BPSDM. The Bureau of Personnel as the BSKDN Kemendagri personnel supervisor, helps facilitate to propose and act as a contact person to related agencies that organize functional position training that will be attended by functional officials with equivalency at BSKDN Kemendagri. The Bureau of Personnel also helps propose related training according to the type of training that will be attended by functional officials to agencies outside the Ministry of Home Affairs.

Adequate facilities include the readiness of the personnel application system used by civil servants to assess daily performance, namely the Sikerja application website which can be accessed at [www.sikerja.kemendagri.go.id](http://www.sikerja.kemendagri.go.id). The existence of an adequate personnel application system includes readiness to support the implementation of the job equalization policy. Through observation and interviews with the Young Expert Human Resources Analyst in the SDMO BSKDN Kemendagri section, it was found that functional officials, namely the Young Expert Human Resources Analyst (Dida Suhada Iskandar, S.IP) still assess the Office Administration Staff in the SDMO BSKDN Section Ministry of Home Affairs (Bagiyo Eko Cahyono). The daily assessment of all staff in the SDMO Section of the BSKDN Ministry of



Home Affairs should be assessed and approved by the Head of the SDMO Section of the BSKDN Ministry of Home Affairs through the SiKerja application. The following is the SiKerja of the Young Expert Apparatus HR Analyst in the SDMO Section of the BSKDN Ministry of Home Affairs, namely Mr. Dida Suhada Iskandar, S.IP who is still assessing the staff below him:



**Figure 4.7.** Website Screenshots Sikerja Application

Source: Analyst of Human Resources for Civil Servants, Young Expert SDMO BSKDN, 2025.

This problem has been submitted to the Bureau of Personnel of the Ministry of Home Affairs, as the leading sector that manages the Sikerja application website and handles personnel within the Ministry of Home Affairs. However, until now there has been no response and follow-up regarding the assessment problem on the Sikerja application website. This indicates that there are obstacles in the Bureau of Personnel in terms of the readiness of the application system which is one of the sources of infrastructure used in implementing the job equivalency policy.

### Context of Implementation

#### Power, Interest, and Strategy of Actor Involved

In the policy implementation stage, the power, interests, and strategies of the actors involved play an important role in determining the extent to which the formulated objectives can be achieved. In this phase, the policy implementers occupy a strategic position, because the implementers directly interact with various interests in the field. Not only as parties who implement policies, implementers are also the actors who have the most potential to be influenced or influence the implementation process according to existing interests. (Van Meter & Van Horn, 1975:445).

The dynamics of the power relations and interests of these actors can be seen through various activities and decisions taken during the implementation process. Each actor tends to show its interests through actions in the field, both directly and indirectly. The existence of a relationship regarding the role and influence of actor interests can be identified through an analysis of decisions and actions that occur during the implementation of the policy. (Sabatier & Mazmanian, 1980: 538–560).

This phenomenon confirms that policy implementation is not merely an administrative or technical process, but also an arena of contestation where various interests interact, negotiate, and even conflict to influence the results of implementation. As explained Birkland (2019:32) Every policy that is implemented is in a certain socio-political environment, where

actors use their resources and strategies to maintain or fight for their interests. Therefore, to understand policy implementation as a whole, it is important to pay attention to how the power, interests, and strategies of actors work to influence the implementation process that occurs in the field.

Power is a central factor in determining the direction of policy implementation, because actors who have formal authority and strategic resources will have greater influence in the decision-making process and control over the implementation process. (Van Meter & Van Horn, 1975:60-62). In the BSKDN Kemendagri environment, this power is held by the Personnel Development Officer at BSKDN Kemendagri, namely the Head of BSKDN Kemendagri. This PPK has the responsibility and authority to propose, regulate and inaugurate structural officials who will be equalized. The Head of BSKDN Kemendagri has the authority to determine the implementation of the job equalization policy in accordance with applicable regulations, namely PermenPANRB Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. This formal power is strengthened by a strategic position in the bureaucracy, namely as the head of the agency who is an echelon I official in the Ministry of Home Affairs, has access to organizational resources, and the ability to lead and manage his organization.

In addition to power, the interests of each actor involved also play a significant role. Each actor, whether at the leadership level, implementer, or staff directly affected by the job equalization policy, has different interests according to their position and perception of the impact of the policy. For leadership officials, this policy is seen as an instrument to increase organizational effectiveness and strengthen control over human resources. Meanwhile, for BSKDN Kemendagri employees affected by the equalization, there are personal and professional interests related to job status, career opportunities, and new workloads after the job equalization is carried out.

According to the Head of BSKDN Kemendagri, this equalization is a momentum for the government to create a streamlined bureaucratic structure. This streamlined bureaucratic structure has resulted in levels being lost in the organization, but the main tasks and functions of each equalization official continue to run as before. Where, there are only adjustments in the nomenclature and the provision of instructions is more "flexible" because it can be directly to the technical staff without calling the head of the section first. This is in line with the KemenPANRB which enforces job equalization so that the bureaucratic process and decision-making including providing instructions or tasks can be carried out without going through a hierarchical process.

The strategies used by each functional equalization official in dealing with the implementation of this policy vary, depending on the position of power and interests they have. As expressed by Sabatier & Mazmanian (1980:42) Actors with power tend to use top-down strategies by emphasizing procedural and regulatory control, while actors at lower levels use more adaptation or negotiation strategies to adjust to job equalization policies.

In BSKDN Kemendagri, the implementation strategy is carried out through socialization held by the Bureau of Personnel of the Secretariat General of the Ministry of Home Affairs to provide an understanding of changes in job nomenclature, the creation of SKP, the collection

of credit points, and the new work culture in the BSKDN Kemendagri Environment. On the other hand, administrative officials who are equated to functional positions use compromise strategies and informal communication to convey their aspirations or concerns regarding changes in job status, the duties of each civil servant, and performance allowances as administrative officials who have been equated.

Overall, the process of implementing the job equalization policy at the BSKDN Kemendagri shows the existence of conflicting interests and the use of power attached to the position of each actor. This dynamic is in line with the view Birkland (2019:6) which states that policy implementation is a political process involving the interaction of various actors with certain interests and strategies in a dynamic social and bureaucratic environment. Therefore, understanding the relations of power, interests, and strategies of actors is important to ensure that policy implementation can run according to the objectives that have been set.

### **Characteristics of Institutions and Regimes**

In the process of implementing a policy, it is almost inevitable that there will be potential conflicts between groups with related interests. When a policy is implemented, there will be parties who feel they are benefiting and parties who feel they are being harmed. This conflict of interest is inevitable in the dynamics of implementing public policy. The way to resolve this conflict does not only determine who gets the benefits of "who gets what, when, and how" as stated by Lasswell (2018:24) but also indirectly describes the characteristics of the implementing actors, both individuals and institutions. This includes the bias of policy makers, negotiations, and leadership styles applied in responding to problems that arise in the field.

In the context of the job equalization policy in the BSKDN Kemendagri environment, based on interviews and observations by researchers, the dynamics of these interests also occur. It can be seen that the characteristics of institutions and rulers greatly influence the implementation process. Structurally, although there has been a change in administrative positions to functional positions, the hierarchical bureaucratic culture remains. The hierarchical initialing process and layered control carried out by functional officials resulting from the equalization show that the old work system is still maintained, due to the character of the BSKDN Kemendagri which is not yet fully ready to adapt to the principles of flexibility and efficiency carried out in the bureaucratic simplification policy through job equalization.

In addition, the commitment of the leaders of the BSKDN Kemendagri also plays an important role. The direction of the remaining structural officials, namely the Head of Section and Head of Center to continue to enforce the hierarchical coordination initials shows resistance or rejection of changes to the new, more flexible work system, which is contrary to the essence of job equality. This condition is in line with Grindle's view that policy implementation often faces internal obstacles due to weak support or the lack of consistent commitment of bureaucratic actors in translating policies into real actions in the field. On the other hand, the capacity of BSKDN in understanding the technical implementation of functional positions is also not fully optimal. The socialization carried out by the Bureau of Personnel is indeed important, but without being followed by a transformation of work culture and strengthening of the new governance system, policy implementation will tend to be

purely administrative without any essence that changes the work culture of BSKDN Kemendagri.

### **Compliance and Responsiveness**

Grindle (1980:53-54) reveals that in the process of policy implementation, implementers are required to have responsiveness to the conditions and needs of the community, while maintaining consistency (compliance) to the provisions and procedures that have been set so that policy objectives can be achieved as they should. In reality, policy implementation in practice often faces various obstacles that cause a gap between the formulation normative policy with its implementation at the operational level. This phenomenon proves that policy implementation does not always run in line with the regulations that have been formulated, because in practice there is potential for negligence, neglect, or even deviations by the implementer, either intentionally or unintentionally.

This situation demands an active role from the Ministry of Empowerment of State Apparatus and Bureaucratic Reform as the party that issued the Regulation of the Minister of PANRB Number 17 of 2021 concerning the Equivalence of Administrative Positions into Functional Positions. In addition, the Ministry of PANRB also supervises and controls the implementation of policies in other government agencies. Without strict supervision and periodic evaluation, policies have the potential to not achieve the targets that have been set, and can even cause new problems that have an impact on the decline in the quality of public services. In line with this opinion, Grindle (1980:54) emphasizes that the success of policy implementation is not only determined by the clarity of the policy content, but is also greatly influenced by how implementers respond to socio-political conditions and their ability to maintain compliance with applicable procedures in various dynamic situations in the field.

In implementing the policy of equalizing administrative positions into functional positions within the Ministry of Home Affairs' Domestic Policy Strategy Agency, the administrative compliance process has been carried out properly. Based on the research results, it is known that the Organizational Structure and Work Procedures of BSKDN have been simplified in accordance with the provisions, and the equalization of administrative positions into functional positions has been realized through the Decree of the Minister of Home Affairs regarding changes in the nomenclature of positions that have been received by each Civil Servant affected by the equalization policy. Administratively, the implementation of this policy shows compliance with applicable regulations, as mandated in PermenPANRB Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions.

However, Thus, the results of observations and interviews conducted with the Head of the SDMO Section and the Young Expert Human Resources Analyst of the BSKDN Ministry of Home Affairs, researchers found problems in the organizational culture after the equalization. Although formally structural positions have been abolished, the old work culture based on hierarchical bureaucracy is still maintained. This is reflected in the discovery of internal documents that use coordination initials and hierarchical instructions from functional officials to implementers, a work pattern that should be eliminated along with the implementation of functional positions. In this context, policy implementation has not fully

touched on substantive aspects, namely changes in mindset and organizational culture patterns, as expected from the goal of simplifying the bureaucracy to accelerate the decision-making process and public services (Ministry of PANRB, 2021).

Moreover, the statement of the Head of the BSKDN Ministry of Home Affairs considers that giving hierarchical instructions is a leadership style. a leader in assessing the capacity of his subordinates to receive direction, orders, and work instructions that are oriented towards the command structure and hierarchy of authority. This instruction is given considering the capacity, competence, and responsiveness of employees in completing tasks. In addition, a leadership style that prioritizes a hierarchical instruction mechanism also functions as a means of control and supervision so that the implementation of tasks in the field runs effectively and in line with organizational goals.

This condition is in line with the findings Grindle (1980:54) which states that the success of policy implementation is not only determined by administrative compliance, but also by the ability of the implementer to adjust practices in the field in accordance with the spirit and essence of the policy. If the implementation is only administrative without being accompanied by changes in work culture, then the policy is at risk of experiencing obstacles in its operation, where the structure changes but the work pattern does not change. Therefore, it is important for the BSKDN Kemendagri not only to emphasize administrative compliance, but also to carry out a bureaucratic cultural transformation that is adaptive to the spirit of bureaucratic simplification that has been initiated by the government.

So in essence, commitment is needed from all parties, namely the Ministry of PANRB, BKN, Bureau of Personnel, and BSKDN of the Ministry of Home Affairs to properly implement Permen PANRB Number 17 of 2021. and in accordance with the proper essence. A policy will not run well if the parties involved do not comply with and implement it. The policy is in accordance with applicable regulations, so a high level of awareness is needed, not sectoral ego or prioritizing the interests of certain groups only.

### **Factors Inhibiting the Implementation of Equivalence of Administrative Positions into Functional Positions at the BSKDN Ministry of Home Affairs**

In implementing a policy, there will definitely be obstacles or constraints after the policy is implemented. the implemented. Based on the results of interviews and observations at the BSKDN Kemendagri, there are several inhibiting factors in the implementation of the job equalization policy at the Domestic Policy Strategy Agency of the Ministry of Home Affairs. These inhibiting factors are:

#### **1. The structural, hierarchical work pattern is still in effect**

One of the main obstacles faced in the implementation of job equalization is employee resistance to change. Some employees still show a tendency to maintain old work patterns and feel comfortable with the previously applicable structural system. This condition has an impact on the low willingness of employees to adapt to new work patterns based on functional positions. Based on the results of interviews and observations, it is evident that there are still hierarchical instructions and administration from functional officials resulting from the equalization to the implementing staff in completing daily work.



2. Organizational culture that is still thick with structural systems

Organizational culture that is still thick with structural systems also becomes an obstacle in the implementation of job equalization. The organizational orientation that has been formed for years with the existence of hierarchical SOTK emphasizes structural positions as a benchmark for employee career success. This condition causes the adaptation process to the functional position system to run slowly, because most employees still have the perception that structural positions are more prestigious and offer more promising career prospects than functional positions.

3. Lack of commitment of the leadership of BSKDN Ministry of Home Affairs

Leadership commitment plays a strategic role in driving the success of policy implementation in government organizations, including in ensuring employee readiness and strengthening a work culture that is adaptive to change. Based on the results of interviews conducted, it was found that some work unit leaders have not fully demonstrated a strong commitment to supporting the transition from structural positions to functional positions. This is indicated by the use of tiered coordination initials for administration, to the lack of encouragement to build an adaptive work environment based on daily functional performance. If leadership commitment is not strengthened, then the implementation of job equalization is at risk of not running optimally and the main objectives of this policy, namely simplifying bureaucracy and increasing performance effectiveness, cannot be achieved optimally.

4. Lack of socialization and readiness of resources from the Personnel Bureau

The process of socializing the job equivalency policy at the BSKDN Ministry of Home Affairs is still limited and is only carried out at the beginning of the equivalency. Information related to the job equivalency mechanism and new tasks in functional positions has not been conveyed evenly to all employees. In addition, technical assistance that should be carried out periodically to assist employees in the transition process is still minimal, so that many employees experience difficulties without adequate technical guidance. The assessment of the Sikerja application for functional officials who are still assessing implementing staff to date proves that the Bureau of Personnel is less prepared and less responsive to handling job equivalency issues.

**Efforts made by BSKDN Ministry of Home Affairs in Implementing the Equivalence of Administrative Positions into Functional Positions**

In order to overcome various obstacles faced and ensure the implementation of the job equalization policy runs effectively, BSKDN Kemendagri has made a number of strategic efforts. Some of the steps taken are as follows:

1. Carrying out socialization and dissemination of information

BSKDN Kemendagri gradually and continuously organizes socialization activities in collaboration with the Bureau of Personnel related to the policy of equalizing positions to all employees. This activity aims to provide a comprehensive understanding of the legal basis, objectives, implementation mechanisms, and duties and functions of each new functional position. Through this effort, it is hoped that it can reduce employee resistance

and build collective awareness of the importance of equalizing positions in supporting bureaucratic effectiveness.

2. Providing technical assistance and consulting guidance

As a form of technical support to employees, BSKDN Kemendagri provides assistance and consultation services related to the preparation of credit points and administrative procedures for functional positions. This assistance is carried out through technical consultations provided by the SDMO Section of BSKDN Kemendagri. With this assistance, it is expected that employees can carry out their duties in accordance with applicable provisions.

3. Proposing budget adjustments and procurement of infrastructure facilities

To support the smooth implementation of functional position duties, BSKDN Kemendagri seeks to propose adjustments to budget allocations to meet the needs of work facilities and infrastructure. Some of the proposed needs include the procurement of work equipment, as well as training costs and training related to functional positions. This effort aims to ensure that functional tasks can be carried out effectively, without being constrained by limited facilities.

4. Encourage leadership commitment in the implementation process

Realizing the importance of the role of leaders in supporting the success of job equalization, BSKDN Kemendagri seeks to encourage increased commitment of work unit leaders through direct direction, coordination meetings, and active involvement of leaders in daily socialization and work culture activities. It is hoped that with the involvement of leaders, employees will be more motivated and have clear guidance in carrying out tasks under the work culture after the equalization into functional positions.

## CONCLUSION

Based on the results of the research and discussion based on the theory of policy implementation by Grindle, the following conclusions can be drawn: The implementation of the job equalization policy in the Domestic Policy Strategy Agency of the Ministry of Home Affairs has generally been carried out well, but is still less than optimal because there are still obstacles in the implementation of job equalization in the BSKDN Kemendagri environment. The inhibiting factors that are obstacles in the implementation of the job equalization policy in the BSKDN Kemendagri come from internal employee factors and external organizational conditions. The obstacles identified are as follows: The structural hierarchical work pattern is still in effect, Organizational culture that is still thick with a structural system, Lack of commitment from the BSKDN Kemendagri leadership, Minimal socialization and readiness of resources from the Bureau of Personnel. The efforts made by BSKDN Kemendagri to overcome problems in the implementation of the job equalization policy are as follows: Implementing socialization and dissemination of information, Providing technical assistance and consultation guidance, Proposing budget adjustments and procurement of facilities and infrastructure, Encouraging leadership commitment in the implementation process

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