



**TECHNIUM**  
SOCIAL SCIENCES JOURNAL

[www.techniumscience.com](http://www.techniumscience.com)



**Vol. 70/2025**  
**A New Decade for Social Changes**

**PLUS**  
**COMMUNICATION P**



**International**  
Communication & PR

# **Implementation of the Policy of Equalizing Administrative Positions to Functional Positions in the Development Administration Bureau of the Regional Secretariat of the Province of North Sulawesi**

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**Abstract.** This research aims to find out, describe and analyze the Implementation of the Equalization Policy of Administrative Positions to Functional Positions at the Bureau of Development Administration of the Regional Secretariat of North Sulawesi Province and its determinants. This research uses a qualitative approach. The results showed that: (1) Employee Competencies and Qualifications: the gap between the competencies possessed by employees and the demands of functional positions is the main inhibiting factor; (2) Structure and Work System: the division of tasks and allocation of resources that are not in accordance with the needs of functional positions cause employees to still carry out administrative tasks, not more technical functions; (3) Organizational Culture: organizational culture that prioritizes administrative procedures and rigid hierarchies hinders the process of changing towards functional positions that are more analytical and data-based; Furthermore, Determinant Factors: (1) Supportive Regulations and Policies: the absence of regulations that support and emphasize the implementation of functional duties; (2) Availability of Resources: limited budget, facilities and infrastructure and experts are one of the influencing factors. (3) Evaluation and Supervision System: performance evaluation is not yet relevant to the needs and supervision tends to be more administrative. Overall, the policy has been implemented but not optimized.

**Keywords.** Policy Implementation, Position Equalization, Human Resources, Performance

## **A. Introduction**

The Bureaucratic Simplification Policy is one of the priority policies in the second period of President Joko Widodo's administration which is implemented by cutting administrative positions which are equalized into functional positions. The objectives of the bureaucratic simplification policy are: First, to build enthusiasm in accelerating the political decision-making process in all lines of ministries, institutions to the regional level, because so far there are ego-sectoral. Second, to create government accountability and third, to create a more effective and efficient bureaucracy (Masengi et al., 2023) [1].

Bureaucratic Simplification is part of the bureaucratic structuring process carried out through simplifying the organizational structure, equalizing positions and adjusting work

systems. In this case, the simplification of the organizational structure has established general criteria regarding organizational units that can be maintained and which can be simplified (Lumingkewas, 2006) [2]. In terms of equalization of positions, equalization of positions is carried out without regard to the rank level and space class attached to the administrator and supervisor officials to be equalized. Then in terms of work system adjustments, including work mechanisms and business processes. Work system adjustments are intended so that civil servants understand and know each task and function after equalizing positions.

With the Minister of Administrative Reform and Bureaucratic Reform Regulation Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions, there is a simplification in the transfer of administrative positions to functional positions by providing recommendations issued by the Minister of Administrative Reform and Bureaucratic Reform, one of which is without a competency test in transferring administrative positions to functional positions, whereas if through inpassing or transfer of positions, there are terms and conditions that must be met by each individual who wants to switch positions to functional officials (Pratama et al., 2023) [3].

The process of simplifying the bureaucracy is ideally done by structuring the Organizational Structure and Work Procedures (SOTK) first and then followed by the process of equalizing positions. However, because the SOTK arrangement requires a long process and time, these two processes can be carried out in parallel. Equalization of administrative positions to functional positions, both those affected and those whose administrative positions are projected to be lost as a result of organizational arrangements, are a) Administrator officials become middle experts; b) Supervisory officials become junior experts; c) Executors (echelon V) become first experts (Jubaedah & Agustino, 2023) [4].

Position Equalization is closely related to work system adjustments. The work system will guide State Civil Apparatus (ASN) in carrying out their duties after position equalization. Work system adjustments include work mechanisms and business processes. Work system adjustment is a determining factor for the successful implementation of bureaucratic simplification (Fitrianingrum et al., 2020) [5].

The bureaucratic simplification policy, in this case the equalization of positions, applies to central and regional government agencies. The delegation of structural arrangements must be carried out as soon as possible, thus requiring ministries/agencies and local governments to make adjustments to simplify their respective organizational structures and equalize structural positions affected by bureaucratic simplification. This is evident from the appeal of the Minister of Administrative Reform and Bureaucratic Reform that for Provincial and Regency / City local governments that have received approval for equalizing positions, to immediately inaugurate functional officials in each regional apparatus and no later than December 31, 2021.

As a form of implementation of Bureaucratic Reform, the North Sulawesi Provincial Government has de-echelonized by inaugurating administrative officials into functional officials. However, in its application, the equalization of administrative positions to functional positions in the North Sulawesi Provincial Government, which includes the Bureau of Development Administration of the Provincial Secretariat. North Sulawesi caused turmoil. The functional positions carried out as a result of equalization of positions are not in accordance with the duties and functions of the Regional Apparatus as well as the results of equalization have not been in accordance with the new institutions, because the equalization of positions was carried out before the structuring of the Organizational Structure and Work Procedures.

Administrative positions or structural positions are a group of positions that include functions and duties related to public services and government administration and development. Administrative positions are considered a comfort zone both in terms of work, social and welfare. For ASN who have felt this comfort zone, it will certainly feel difficult to leave it. This is what is then experienced by some administrative officials who are equalized because they are worried that comfort and prestige will no longer be obtained as well as the instructional work system that has been inherent to administrative officials, where there is a change in the functional work model that is different from the traditional work model.

This fact confirms that the implementation of the policy of equalizing administrative positions to functional positions in the North Sulawesi Provincial Government, needs to consider the suitability of the field of expertise and educational background with the position previously held. The placement of functional positions should not be done at will, because functional positions are positions that require expertise / and or skills. Ideally, equalization of functional positions should be able to create better conditions, for example in carrying out tasks at the Bureau of Development Administration to be efficient and effective and speed up the decision-making process, but in fact functional officials still carry out the duties and functions of their previous positions.

The implementation of the policy of equalizing administrative positions to functional positions aims to create a more effective and efficient bureaucracy. There are several important things that must be considered regarding competencies and qualifications in equalizing positions 1). Effectiveness of Task Implementation With the right competencies and qualifications, functional employees can carry out their duties more effectively, ensuring that organizational goals are well achieved. 2) Improving Service Quality Competent and highly qualified employees can provide better services to the public, increasing public satisfaction with government services. 3) Accountability and Transparency: Clear competencies and qualifications help in the assessment of employee performance, ensuring that they are accountable for their duties and responsibilities. It also increases transparency in the performance of duties. 4) Adaptation to Change: Employees who have adequate competencies and qualifications are better able to adapt to changes and new challenges, making the bureaucracy more flexible and responsive to the needs of the times (Suartini, 2023) [6].

Based on the results of research related to the equalization of positions at the Bureau of Development Administration which was carried out simultaneously in North Sulawesi Province on December 31, 2021, there were 10 people, including 3 echelon III (Administrators) and 7 echelon IV (Supervisors), all of whom were equalized as Policy Analyst Functional Officials, in its implementation there are still several problems, namely the lack of a work system and procedures in carrying out tasks and functions for functional officials, resulting in new functional officials not knowing and being confused about what to do because the organizational structure and work procedures are not appropriate so that the division of tasks has not been carried out based on the rules. This determination or equalization itself does not look at the educational background or competence of employees, as long as they have occupied echelon IV and echelon III positions, they are automatically equalized into functional policy analysts even though the needs of regional apparatus related to functional positions are different as well as the Bureau of Development Administration in the end functional officials do not carry out their duties and functions as a functional official who has expertise or skills, some of the functional officials need time to adjust to functional positions. One of the technical tasks and functions of the Development Administration Bureau is the Supervision of Development Projects in North Sulawesi which requires technical personnel not only the functional position

of Policy Analyst. The impact felt by functional officials as a result of equalization should have been promoted but constrained by the credit score system that is not too familiar to functional officials and because they have not done what should be done as a functional official in this case Policy Analyst. The determinant factors that influence the successful implementation of the Equalization Policy for Administrative Positions to Functional Positions at the Bureau of Development Administration are the first Supporting Regulations and Policies, the second Availability of Resources and the third Evaluation and Supervision System.

Based on the description of the background of the research problem, the researcher is interested in conducting research by raising the title of “Implementation of the Equalization Policy for Administrative Positions to Functional Positions at the Bureau of Development Administration of the Regional Secretariat of North Sulawesi Province.”

### **B. Method**

The research approach used by researchers is qualitative research methods. This method is considered good and can help researchers in describing and analyzing problems regarding the Implementation of the Position Equalization Policy at the Bureau of Development Administration of the Regional Secretariat of North Sulawesi Province. Based on the formulation of the problem, this research includes qualitative research, namely observing aspects related to the Implementation of the Position Equalization Policy. To focus the discussion in this study, the researchers will collect data in accordance with the aspects studied, namely the Implementation of the Position Equalization Policy.

The focus of this research is the Implementation of the Equalization Policy for Administrative Positions to Functional Positions at the Bureau of Development Administration which includes: 1) Employee Competencies and Qualifications; 2) Structure and Work System; 3) Organizational Culture and Determinants of the implementation of the position equalization policy which includes: 1) Supporting regulations and policies; 2) Availability of Resources; 3) Evaluation and Monitoring System.

The data collection technique used is a triangulation technique: observation, interviews and documentation studies. The data analysis technique uses the interactive model of Miles and Huberman (1984) in Sugiyono (2017), namely: data collection, data reduction, data display, and conclusion/verification [7]. Testing the validity of the data, researchers used 4 (four) main criteria proposed by Lincoln and Guba in Moleong (2013), namely credibility, transferability, dependability, and confirmability [8].

### **C. Result and discussion**

#### **Implementation of the Equalization Policy for Administrative Positions to Functional Positions at the Bureau of Development Administration of the Regional Secretariat of North Sulawesi Province**

Policy implementation is related to the implementation of policies that have been determined and there are various efforts in the form of activities directed at realizing policies through certain programs that have objectives to be achieved, even making policies and programs is also present as a solution to problems that occur in society and even in government organizations (Tumbel, 2024) [9]. One of the problems that still often occurs in Indonesia, both at the central and regional levels, is that services for the community still seem convoluted or too long a process. To prevent these problems, one of the breakthroughs made by the government is the Simplification of Bureaucracy which then in the process leads to Position Equalization in an effort to solve public service problems. The Bureau of Development

Administration of the Regional Secretariat of North Sulawesi Province as one of the Regional Apparatus of local government agencies which is also affected by Position Equalization which is carried out in the context of the mandate of the Minister of Administrative Reform and Bureaucratic Reform Regulation Number 17 of 2021 concerning Equalization of Administrative Positions to Functional Positions. The description of the research focus is related to Employee Competencies and Qualifications, Structure and Work Systems and Organizational Culture.

The following are the results of research where researchers examine this first research focus with indicators: 1) Employee Competencies and Qualifications; 2) Structure and Work System; 3) Organizational Culture obtained from observations and interviews in Langapan which have been processed by researchers.

### ***Employee Competencies and Qualifications***

In facing the challenges of implementing the policy of equalizing administrative positions to functional positions, the Bureau of Development Administration of the Provincial Secretariat. North Sulawesi encountered a number of significant obstacles that impacted operational effectiveness and employee performance. This policy, which is regulated in the Minister of Administrative Reform and Bureaucratic Reform Regulation Number 17 of 2021, aims to create a more efficient and effective bureaucratic structure through equalizing administrative positions to functional positions.

The following are research results based on indicators of employee competencies and qualifications obtained through interviews in the field.

**Table 1.** Research Findings on Indicators of Employee Competence and Qualifications

<b>Indicator</b>	<b>Findings</b>
Employee Competencies and Qualifications	Unpreparedness of employees who have not met the Competencies and Qualifications required for functional positions Efforts made to improve competencies and qualifications have not accommodated all the needs of functional officials who are equalized.

*Source: data processed by researchers (2024)*

Based on interviews with informants, there is a significant gap between the competencies of equalized employees and the demands of functional positions. Most equalized employees still feel unprepared to carry out their duties as functional officials, mainly due to their inability to meet the expected qualifications, such as functional position certification and inappropriate educational background. This is also reinforced by data showing that some equalized officials do not meet the Master's degree education requirements for functional positions.

Edward III's policy theory model in Setyawan et al. (2021) explains that human resources and implementer competence are key in determining the success of policy implementation. Without appropriate qualifications, the equalization policy will encounter obstacles in achieving its goals. The inability of employees to meet the expected competencies contradicts the basic principle of this theory, which requires that employees must have adequate skills and knowledge to implement the policy [10]. Mazmanian and Sabatier's Policy Management Theory in Mubarok et al. (2020) also emphasize the importance of the availability

of adequate resources and training in policy implementation. Implementation of the position equalization policy must be equipped with an adequate training system so that employees are ready to assume new functional positions [11].

Although there have been training programs organized by BPSDMD and BKD, the reality is that the training is limited to one person per regional apparatus, which is inadequate to meet the needs of all equalized officials. In addition, the interest of equalized officials in this training is still low, which indicates a lack of motivation and understanding of the importance of competency development to carry out functional duties.

The Van Meter and Van Horn model identifies that one of the factors influencing the success of policy implementation is communication and resources. In this context, ineffective communication about the importance of training and limited resources, both in terms of budget and training facilities, are obstacles. In addition, the low interest of employees to participate in training indicates a problem in the disposition or attitude of employees towards the changes targeted by the policy (Langkai, 2020) [12].

Grindle's theory states that policy support is crucial in ensuring successful implementation. The lack of interest in training suggests that employees may feel unfamiliar or uninterested in the changes required by the policy. This points to the importance of changes in organizational culture to ensure that employees are more open to competency improvement efforts (Mamonto, 2023) [13].

**Unclear Awareness of Competencies and Functional Duties** Many informants stated that they did not fully understand the competencies required to carry out their duties as functional officials. Some employees revealed that they still carry out their duties as they did before the equalization of positions, with little change in the way they work.

Anderson's theory in Dilapanga et al. (2024), public policy emphasizes the importance of clarity of goals in policy implementation. Without clarity about what is expected of functionally equalized officials, it is difficult for employees to adapt to their new roles. Clarity regarding the competencies that new functional officials should possess is a very important aspect to be clarified through more targeted training [14].

**Obstacles in the Implementation of Bureaucratic Simplification Policy** In the context of bureaucratic simplification policy, despite the pressure to immediately implement the position equalization policy based on the Minister of Administrative Reform and Bureaucratic Reform Regulation No. 17 of 2021, its implementation still faces many obstacles. Unqualified competencies, limited training, and low employee interest in self-development are the main obstacles in achieving the objectives of this policy.

### ***Work Structure and System***

After the policy implementation, the organizational structure became more streamlined, where previously there were three heads of sections, each overseeing three sub-section heads but now the Head of the Bureau directly oversees the Head of the Administration Subdivision. Post-implementation of the policy, the organizational structure experienced a significant reduction at the leadership level, with the elimination of administrator and supervisor positions, leaving only one sub-section head in charge of administration. Although the structure has been simplified, there has been no significant improvement in operational effectiveness or the quality of services provided. This raises questions about the effectiveness of equalizing positions if functional officials are unable to perform their new roles effectively.

The following are the results of research based on indicators of Work Structure and System obtained through interviews in the field.

**Table 2.** Research Findings on Work Structure and System Indicator

Indicator	Findings
Work Structure and System	<p>After the policy implementation, the organizational structure of the Development Administration Bureau was simplified, leaving only one administrative position.</p> <hr/> <p>The duties and functions of the Development Administration Bureau, which are not in direct contact with the community, have not optimally impacted the equalization of positions.</p>

*Source: data processed by researchers (2024)*

A Leaner Organizational Structure and Its Impact on the Division of Tasks After the implementation of the policy of equalizing administrative positions to functional positions, the organizational structure at the Bureau of Development Administration became leaner. Previously there were several section heads who oversaw several sub-sections, but after equalization there was only one sub-section head left who directly coordinated with the bureau head. Although the organizational structure has been simplified, employees who are equalized still carry out their duties in accordance with their previous positions, without any significant changes in the way they carry out administrative tasks.

Max Weber's theory of bureaucracy emphasizes the importance of a clear hierarchical structure and efficient division of tasks. However, in this case, although the structure has been simplified, the division of tasks is still done in the old way. This shows that a leaner organizational structure, while ideal for efficiency, does not necessarily guarantee operational effectiveness, especially if it is not accompanied by changes in the work system and employee competencies (Masengi et al., 2023) [15].

Organizational System Theory: This theory states that a changing organizational structure should be followed by adjustments to the work system. In this study, although there was a reduction in administrative positions, the work system did not undergo significant changes, and tasks were still carried out in accordance with the old roles (Dilapanga & Mantiri, 2019) [16].

Mismatch between Functional Duties and the Old Work System Some informants stated that although they had been equalized to functional positions, they still carried out their duties as before, without feeling any significant changes in their duties or ways of working. This indicates a mismatch between the existing work system and the new functional duties.

Van Meter and Van Horn Model: One of the main factors that influence the success of policy implementation is a clear structure and work system that is in accordance with the tasks carried out. In this case, the mismatch between a leaner structure and the implementation of unchanged tasks indicates that the implementation of the position equalization policy is not supported by adequate work system adjustments (Langkai, 2019) [17].

Grindle Theory: This theory suggests that task clarity and executor competence are factors that greatly influence policy implementation. In this case, although the positions are equalized, employees still carry out tasks according to their old positions due to a lack of understanding of the changes in functional duties that they should carry out (Langkai, 2019) [17].

Impact of Bureaucratic Simplification on Coordination and Work Effectiveness After the equalization of positions, the impact felt was a change in the way of coordination. For example, in correspondence matters, which should require coordination between the sub-

section head and the bureau chief, now directly coordinate with the bureau chief. This reduces the effectiveness of the administrative process because the bureau chief has to correct mistakes that could have been corrected by lower staff.

Edward III Theory: Communication and bureaucratic structure are two key factors in policy implementation. When the organizational structure changes but is not followed by changes in communication or work mechanisms, the impact can be detrimental to work effectiveness. Reducing layers of coordination can speed up decisions but can also increase errors that must be corrected at the leadership level (Tamami & Suryawati, 2022) [18].

From the results of the discussion above, it can be concluded that although the equalization policy aims to improve bureaucratic efficiency, the implementation of the policy faces several major challenges, especially related to organizational structure, work systems, and employee competencies. Public administration theories, such as Weberian Bureaucracy theory, Grindle Theory, and Edward III Theory, provide an understanding of how changes in structure and work systems must be balanced with changes in the way employees work and competencies to ensure successful policy implementation. In addition, the wait for further regulations from authorized agencies shows that policy implementation is highly dependent on clear and timely supporting policies.

### ***Organizational Culture***

In examining the effect of the implementation of the equalization policy from administrative positions to functional positions at the Bureau of Development Administration of the Provincial Secretariat. North Sulawesi, one important aspect that receives special attention is the dynamics of change in organizational culture. The implementation of this policy, in accordance with the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021, is ideally designed to improve the efficiency and adaptation of government institutions to the dynamic needs of public services, by changing the structure of general positions to be more functional and specific.

The following are the results of research based on indicators of organizational culture obtained through interviews in the field.

**Table 3.** Research Findings on Organizational Culture Indicator

<b>Indicator</b>	<b>Findings</b>
Organizational Culture	Organizational culture did not change much after the equalization of positions despite structural changes with the reduction of administrative positions to functional positions. Employees continued to perform their duties as if there was no significant change in their position or status. Employees feel that although they have been equalized to functional positions, their duties and responsibilities have not changed. This indicates that there is a lack of clarity in the transition to functional positions as intended by the policy.

*Source: data processed by researchers (2024)*

Most employees still feel unprepared to carry out tasks in their new functional positions, as they have not felt any changes in their duties or position status. Despite efforts to conduct socialization and training, some employees still feel that changes in organizational culture have not been effective.

Change Management Theory (Kotter, 1996): According to Kotter, organizational change requires clear communication about the purpose and benefits of change [18]. One of the important stages in change management is creating awareness about the need for change, which does not seem to have been fully achieved in the Bureau of Development Administration. Despite socialization and training efforts, employees still have not internalized the changes in their work culture. This shows that the formation of awareness of the importance of change in the organizational culture is still less effective.

Grindle model in Wicaksono (2021): In this theory, support for policies and commitment of implementers determine the success of policy implementation [19]. In the Bureau of Development Administration, despite leadership support for socialization and training, resistance to change is still very strong, mainly because employees have not seen the immediate relevance of their new functional duties. This suggests that to change organizational culture, there needs to be a more comprehensive approach in overcoming cultural resistance.

Mazmanian and Sabatier's theory: According to this theory, the fit between policy and implementation is crucial for successful implementation. In this case, although the organizational structure was adjusted to functional positions, there has been no significant change in organizational culture practices. Employees still carry out tasks in the old way, indicating that there is a gap between the policies implemented and the desired cultural change (Mubarak et al., 2020) [20].

The leadership of the Development Administration Bureau has held several socialization and training activities to improve ASN competencies, but the training carried out is still limited. Some employees feel that the existing training is not enough to facilitate them in carrying out their new functional roles.

Human Resource Theory in Public Administration: This theory emphasizes the importance of human resource competency development in the public sector to improve the effectiveness of public services. In this case, despite efforts to improve competencies through training, the limited training and low interest of employees to participate suggests that the existing training system has not been effective enough in supporting the change to functional positions.

Van Meter and Van Horn Model (1975): In this model, resources which include training and development of employees play a very important role in successful policy implementation. Training limitations and lack of employee participation in training indicate that insufficiently extensive training is a barrier to effective task performance in functional positions. To ensure effective organizational culture change, training should be more focused on the real needs of newly functionally equalized employees [20].

Grindle's theory: Employee participation and support for change is essential. When employees feel that the training provided is not relevant or effective enough, the motivation to change will decrease. This suggests that more relevant and effective training and socialization are needed to support faster and better cultural change (Fajarwati & Rahmadilla, 2022) [20].

From the results of this discussion, it can be concluded that changes in organizational culture in the context of the policy of equalizing administrative positions to functional positions at the Bureau of Development Administration of the Provincial Secretariat, North Sulawesi still faces significant challenges. Despite socialization and training efforts, the desired cultural changes have not been fully internalized by employees. Policy implementation theories, such as the Van Meter and Van Horn Model, Grindle Theory, and Edward III Theory, reveal the importance of adequate resources, support for change, and effective communication in ensuring successful policy implementation, as well as accelerating organizational culture change.

Change management, as described by Kotter, also needs to be applied more intensively to overcome existing cultural resistance.

### **Determinant Factors in the Implementation of the Equalization Policy of Administrative Positions to Functional Positions at the Bureau of Development Administration of the Regional Secretariat of North Sulawesi Province**

The equalization of administrative positions to functional positions is part of bureaucratic reform efforts aimed at improving the effectiveness and efficiency of organizations in providing public services. This policy, which is regulated through Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation No. 17 of 2021, is expected to optimize the potential of employees by shifting them from administrative positions to more technical and functional positions. However, in practice, the implementation of this policy faces various challenges related to the determinant factors that affect its success.

#### ***Supportive Regulations and Policies***

Findings in the field based on observations and interviews are 1) Existing regulations do not provide a clear explanation of technical duties in functional positions; 2) The regulations only regulate the transformation of positions, while the technical tasks required in functional positions have not been discussed in depth.

The problems faced in the implementation of the position equalization policy at the Bureau of Development Administration of the Provincial Secretariat. North Sulawesi is closely related to the lack of clarity of existing regulations. Public policy theory, implementation theory, and equalization theory underline the importance of regulatory clarity, competence of implementers, and adequate training systems to ensure the successful transition of administrative positions to functional positions. Therefore, it is necessary to update regulations and policies that are more specific to accommodate the needs of technical and analytical tasks, and strengthen competency training to effectively support organizational culture change.

#### ***Resource Availability***

The findings in the field are 1) the available budget is not sufficient to support the transition to functional positions; 2) Most of the funds are used more for routine office operations and not enough is allocated for training or procurement of facilities needed for the duties of functional positions because there are already their respective posts; 3) Facilities and infrastructure are not adequate to support the duties of functional positions; 4) The number of experts available is very limited, and coordination between training institutions takes a long time.

In implementing the functional position equalization policy, the availability of resources is a determining factor in the success of the policy. Limited budgets, inadequate facilities and infrastructure, and limited experts are the main obstacles in implementing this policy. Public policy theory, policy implementation theory, and position equalization theory emphasize the importance of adequate resources to support effective implementation. Therefore, it is necessary to increase the budget, empower experts, and strengthen facilities and infrastructure to ensure the success of this functional position equalization policy.

Based on existing theories, some recommendations to improve the availability of resources that support the equalization policy are as follows:

**Budget Increase:** Local governments need to increase the budget for technical training and procurement of facilities that support the duties of functional positions. One way to do this

is to allocate a special budget for technical training and procurement of technological devices (computers, software, and internet access) needed for the implementation of more analytical and data-based tasks.

**Strengthening of Experts:** Experts who can provide technical training should be increased and involved in policy implementation. This includes cooperating with training institutions that have the competence to train employees according to the demands of functional positions.

**Provision of Facilities and Infrastructure:** In addition to increasing the budget for training, the provision of adequate technological devices also needs to be prioritized. Adequate computers and internet access are essential to support more technical and data-driven tasks.

### ***Evaluation and Supervision System***

The findings in the field are 1) the existing evaluation system still uses the old SKP which is more suitable for administrative positions, not for functional positions; 2) The SKP focuses more on administrative tasks and does not include technical or analytical tasks required in functional positions, which causes performance evaluations to be unable to reflect the technical capabilities of employees; 3) existing monitoring mechanisms are unclear or there is no structured monitoring to assess the effectiveness of the new functional position duties; 4) existing feedback is non-existent or very limited, which hinders continuous improvement regarding the implementation of functional position duties.

Evaluation and supervision systems are important elements in the successful implementation of functional position equalization policies. Based on theories of public policy, implementation theory, and the theory of equalization of positions, an inadequate evaluation system can hinder the implementation of equalization policies because it does not cover technical competencies relevant to the duties of functional positions. Therefore, it is necessary to adjust the evaluation system to be more specific, based on technical competencies, and followed by an effective feedback system to ensure the success of policy implementation and improve employee performance in functional positions.

Based on the analysis above, some recommendations for improving the evaluation system in the functional position equalization policy are as follows:

**Development of a Specific Evaluation System:** The evaluation system should be updated to cover the technical competencies required in functional positions. This includes competency-based assessments that assess the technical, analytical, and decision-making skills required in functional positions.

**Implementation of an Effective Feedback System:** Evaluation should be followed by a feedback system that is constructive and beneficial to the employee. Effective feedback can help employees recognize their strengths and weaknesses in their functional duties and provide clear direction for improvement.

**Increased Employee Involvement in the Evaluation Process:** Equalized employees should be involved in setting performance indicators and given a clear understanding of how they will be assessed. This will increase their motivation to adapt to the functional position and improve the quality of their performance.

**Matching Performance Indicators to Functional Objectives:** Performance indicators used in the evaluation system should focus more on specific functional tasks, such as data analysis, technical reports, or evidence-based decision-making. In this way, the evaluation system measures not only how many administrative tasks are completed, but also the quality of performance in a functional context.

#### **D. Conclusion**

The policy of equalizing administrative positions to functional positions in the Bureau of Development Administration has been implemented in accordance with the Regulation of the Minister of Administrative Reform and Bureaucratic Reform No. 17 of 2021. However, its implementation has not been optimal because it faces various challenges.

First, in terms of competencies and qualifications, many employees do not have the appropriate readiness or skills to carry out the duties of functional positions. This mismatch is caused by the difference between employees' educational qualifications and the technical demands of functional positions that are more analytical and data-based.

Second, the structure and work system have not yet fully adapted to the expected changes. Although the organizational structure has become leaner, many employees still use old working methods that are more administrative. This creates an imbalance between the new organizational structure and the more technical operational needs.

Third, the organizational culture that still prioritizes administrative procedures and rigid hierarchies hinders employee adaptation to new roles. Despite training and socialization, most employees have not fully adopted the mindset and way of working that is in accordance with the demands of functional positions.

In addition, there are determinant factors that affect the implementation of this policy, such as regulations that lack specificity, limited resources for technical and technological training, and a performance evaluation system that is not yet relevant to functional positions. To improve the effectiveness of this policy implementation, improvements are needed in the regulatory aspects, more appropriate resource allocation, and an evaluation system that assesses performance technically and analytically. Supporting a more collaborative work culture should also be a priority.

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