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## Implementation of Position Equalization in Civil Servant Management in the Bitung City Government

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**Abstract.** This study aims to analyze the implementation of position equalization in the Bitung City Government as part of the bureaucratic simplification efforts mandated by national regulations, especially Presidential Instruction Number 7 of 2019 and Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 17 of 2021. Equalization of positions that change echelon administrative positions into functional positions is expected to increase the professionalism of the state civil apparatus (ASN) and the effectiveness of public services. The research method uses a qualitative approach with data collection through interviews, observations, and document studies. The results showed that the process of equalizing positions in Bitung City was carried out gradually and selectively without a competency test in the early stages, as a form of adaptation to policy changes. Successful implementation was influenced by effective communication between work units, human resource competency development, and adequate organizational structure support. However, there are challenges related to competency gaps and uneven workload distribution that need to be addressed through systematic training and performance evaluation. This research confirms that position equalization in Bitung City has been running in accordance with modern bureaucratic management principles and applicable regulations, but the sustainability of the program's success is highly dependent on planned competency development and regular monitoring. The findings provide important recommendations for other local governments that want to implement equalization in order to improve ASN professionalism and the quality of public services.

**Keywords.** Policy Implementation, Position Equalization, Civil Servant Management

### A. INTRODUCTION

Equalization of positions is one of the efforts in the process of simplifying the government apparatus, considering the creation of a more dynamic and professional government apparatus in order to increase efficiency and effectiveness to support the implementation of tasks [1]. Bureaucracy is one of the essentials in the life of a state [2]. This is because the bureaucracy is the main catalyst and frontline in improving the quality of life of the community through public services. As a servant at the forefront, the bureaucracy is the simplest benchmark in a country to assess the extent to which the wheels of democracy are running [3].

Based on the legal basis, the bureaucratic simplification policy is regulated in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia No. 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions [4]. Position Equalization is the Appointment of Administrative Officials into Functional Positions through Adjustment to equivalent functional positions. Positions proposed in the Equalization of Positions are positions that are affected (deleted) in simplifying the bureaucracy. Types of Administrative Positions that can be equalized into Functional Positions in accordance with Article 2 are Administrator Positions, Supervisory Positions, and Executive Positions (Echelon V) [5].

Administrative Position (JA) is a group of positions that contain functions and duties related to public services and government administration and development, divided into: Administrator Position, Supervisory Position and Executive Position. Based on Government Regulation of the Republic of Indonesia Number 11 of 2017 concerning Management of Civil Servants (PNS), Functional Position is a group of positions that contain functions and duties related to functional services based on certain expertise and skills. Structural position is a position that shows the duties, responsibilities, authorities, and rights of a Civil Servant in order to lead a State organizational unit. A specific functional position is a position that shows the duties, responsibilities, authorities, and rights of a Civil Servant in an organizational unit whose duties are based on certain expertise and / or skills and are independent and for promotion and rank are required by credit numbers. General functional position is a position that shows the duties, responsibilities, authorities and rights of a Civil Servant in an organizational unit which in carrying out its duties is based on certain skills and for promotion is not required by credit score [6].

The bureaucratic simplification policy, in this case equalizing positions, applies to central and regional government agencies. The delegation of structural arrangements must be carried out as soon as possible, thus requiring Ministries or Institutions or Regional Governments to make adjustments to simplify their respective organizational structures and equalize structural positions affected by bureaucratic simplification [7].

In a Central or Local Government Organization for Position Equalization or the position of an employee, of course, must be known and placed in their field of expertise according to their educational background, because it is also very influential in the process of activities and work that is planned or to be achieved [8].

Based on the initial observations of researchers in the Bitung City Government, there are significant problems that greatly affect the performance of employees or employees, there are 3 problems, namely the first, there are still functional equivalency positions that are not suitable in terms of educational background, without knowing this problem can result in a mismatch between the skills required for the position and the educational background of the individual who fills it, then this causes dissatisfaction with both the individual and the organization so that the process of achieving goals is hampered. Secondly, there are difficulties in moving up the career ladder or position for supervisory employees and to move to become a young expert functional official, the stages of the competency test are not yet clear, so the Bitung City Government will experience employee dissatisfaction or employees which results in a decrease in motivation, productivity, and overall employee performance. Third, the Equalization of positions that functionalizes most supervisory positions, which results in many supervisory positions being filled by people who have administrator qualifications, not the specific expertise required in these positions. This has resulted in vacancies on the position map at the level below administrator because the junior expert functional officials, who should be

able to fill these positions, do not have sufficient authority or qualifications to do so. Thus, these vacant positions can disrupt the operations and sustainability of the organization, as well as hamper the career development of young expert functional officials who should be able to fill these positions. This Equalization Policy is expected to have an impact on fundamental changes in government structures including the Bitung City Government, in order to realize these expectations, employees or employees who already have their respective positions are required to immediately adjust by carrying out quite a lot of reforms ranging from mindset changes to the implementation of daily tasks.

This research focuses on the Equalization of Administrative Positions into Functional Positions in the type of Supervisory positions in the Bitung City Government. The research objectives are to find out, analyze and describe 1) How is the Equalization of administrative positions into functional positions in the type of supervisory position in the Bitung City Government? 2) What are the factors that influence the implementation of the policy Equalization of administrative positions to functional positions in the type of supervisory positions in the Bitung City government?

## **B. METHOD**

This research uses a qualitative approach with descriptive methods. The qualitative approach was chosen because this research aims to deeply understand a social phenomenon and human problems that occur in the government environment. According to Iskandar (2013), qualitative research is a research process based on efforts to understand social phenomena and human behavior in a particular context. The descriptive method is used to provide a systematic, factual, and accurate description of the problems that occur in the government environment, especially those related to employee conditions. Through this method, researchers attempt to describe various symptoms, events, and conditions that exist without manipulating the variables studied [9].

This research focuses on the implementation of the equalization policy for supervisory administrative functional positions in the Bitung City Government, with research indicators in the form of equalization criteria, requirements, implementation mechanisms, submission of proposals and determinant factors such as communication, human resources, and bureaucratic structure.

The data collection techniques used in this research are observation, in-depth interviews and document studies. The data analysis technique used by researchers is the Miles and Huberman interactive model in Sendouw et al (2023), namely Data Collection, Data Reduction, Data Display, Conclusion Drawing [10].

## **C. RESULT AND DISCUSSION**

### **Research's Results**

The indicators used to determine how the implementation of position equalization in civil servant management in the Bitung city government are criteria, requirements, mechanisms, and submission of proposals.

### *Criteria*

The focus of this research on the criteria aspect of position equalization in the Bitung City Government found that position equalization was carried out for 32 Echelon IV civil servants in the Regional Secretariat. This equalization is part of the simplification of the organizational structure with the principle that only officials who are currently holding

structural positions can be equalized to functional positions. Employees who did not have positions at the time of restructuring could not be included in this process, because the policy objective was to transfer active structural officials to functional officials in accordance with the provisions.

In a follow-up interview, an informant from the Regional Human Resources Development and Staffing Agency of Bitung City explained that there is a fundamental difference between the duties and functions of administrator positions and functional positions. Administrator positions are responsible for leading the implementation of public services through managerial functions, while functional positions work technically in accordance with certain expertise and skills. However, some supervisory tasks that were previously the authority of supervisory positions can be delegated to functional officials who have competence in related fields.

Other findings show that the basis for equalizing positions is not only based on class or educational qualifications, but rather on the duties and functions carried out at that time. An employee with a higher rank or diploma can still be equalized at the level of a Young Expert functional position if his duties and responsibilities at that time are still considered at the level of a Young Expert. The process of increasing the next career level remains open through regular mechanisms, namely the collection of credit numbers and competency tests according to the provisions.

In addition, the results of this study also revealed a less uniform perception among employees regarding the understanding of position equalization. Some employees assume that administrative positions can be directly replaced by functional positions, without considering the differences in their respective functions and roles. In fact, in a bureaucratic system, structural and functional positions complement each other to ensure optimal public services. Changes to the structure of this kind of position ideally require a comprehensive job analysis so as not to cause overlapping roles and functions.

Furthermore, this equalization policy is regulated in Bitung Mayor Regulation Number 29 of 2022, which strictly divides the duties of regional apparatus between structural and functional positions. Administrative positions play a role in ensuring the smooth running of managerial and administrative processes, while functional officials focus on carrying out technical tasks according to competence. Although some technical supervision can be carried out by functional officials, administrative supervision and cross-unit coordination remain the domain of structural positions. The inauguration of functional officials, which is planned for early 2025, is part of the local government's efforts to improve the professionalism of public services through position adjustments.

From these findings, it can be concluded that the criteria for equalizing positions in the Bitung City Government still leaves a number of challenges, both in terms of employee perceptions and the readiness of the organizational structure. The absence of a thorough job analysis prior to the implementation of equalization has the potential to lead to overlapping tasks and workload imbalances. Therefore, it is necessary to conduct an in-depth evaluation of the implementation of the position equalization policy so that it does not only fulfill regulations, but also strengthens the effectiveness of the bureaucracy in supporting more professional and adaptive public services.

### ***Requirements***

Requirements refer to the conditions or requirements that must be met by someone or something in order to be accepted, approved, or proceed to the next stage in a particular process.

These requirements are closely related to the standards or qualifications set in an organization. In an interview conducted by the researcher with informant SSAP as the Head of the Civil Service Mutation and Information Division at the Bitung City Civil Service and Human Resources Development Agency (BKPSDM), it was found that basically civil servants are required to carry out other duties assigned by superiors in accordance with regulations on the position, duties, functions, and work procedures of regional apparatus. After the equalization of positions, many officials still carry out their duties as when they held structural positions, although not all of them meet the qualifications of functional positions, especially in terms of education levels.

Based on the explanation from the SSAP informant, there are many civil servants who do not have educational qualifications in accordance with the intended functional position when equalizing positions. Even so, the Equalization Regulation provides time for these civil servants to pursue further education in accordance with the functional position being equalized. The government sets a deadline of up to 2023 for civil servants to improve or adjust their educational qualifications. However, up to the time of the research, there were still some civil servants who had not taken this opportunity to improve their education, which could potentially become an obstacle in their career development and future positions.

In an interview with informant MRL as Head of the Human Resources Development Division of BKPSDM Bitung City, it was explained that position equalization is part of the bureaucratic simplification program which is carried out through an adjustment process (inpassing) to equivalent functional positions without requiring competency tests at the beginning. The new competency test becomes a requirement when the functional official wants to move up the position ladder. Position equalization carried out in 2021, for example, directly places supervisory officials into functional positions without a competency test, and the new competency test provisions apply at a later stage as a condition for promotion.

In line with this, informant JMR, who is a Junior Expert Policy Analyst at the Regional Secretariat of Bitung City, also stated that position equalization does not require a competency test at the beginning of the adjustment. This process is carried out directly through inpassing to functional positions. The competency test is a must when the official wants to move up the ladder. The competency test includes three main aspects, namely technical competence, managerial competence, and socio-cultural competence. Fostering agencies or designated institutions, such as LAN, BKN, or related technical ministries, are responsible for carrying out these competency tests. The Bitung City Government also provides special policies for civil servants who have not passed the competency test, ranging from providing opportunities to repeat to facilitating training.

From the results of these interviews, it can be concluded that the equalization of administrative positions into functional positions in the Bitung City Government is carried out through direct adjustment without requiring an initial competency test. The minimum educational qualifications required are S1 / D-IV in accordance with the intended functional position family, as stipulated by Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform and regulations of the functional position fostering agency. Some civil servants who are equalized have not met the educational requirements or competency tests, so that they have the potential to cause obstacles in career development and promotion to functional positions. This is reflected in the findings of in the field, where the process of equalizing positions is still faced with challenges in fulfilling these formal requirements.

### ***Mechanism***

The mechanism of equalizing administrative positions into functional positions in the Bitung City Government is carried out as part of the implementation of the national policy of simplifying the bureaucracy. This mechanism does not simply transfer structural positions to functional positions, but is carried out through an analysis of the equality of functions, duties, and responsibilities of the previous position. Based on the information of informant MRL, equalization does not depend solely on the rank or academic qualifications of ASN, but rather on the suitability of the functions of administrative positions that have been held. For example, an ASN with the rank of IV/a or a master's degree, if the previous task is equivalent to the level of Junior Expert, then the adjustment is made at that level. ASN is still given the opportunity to pursue a career to a higher level through the credit score mechanism and competency test in accordance with Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 1 of 2023 concerning Functional Position.

The process of simplifying the organizational structure in the Bitung City Government had a direct impact on supervisory positions which were then transferred to functional positions. Based on the results of the interview with informant JMR, it is known that the process of identifying administrative positions in the Regional Secretariat went without significant obstacles because it was carried out thoroughly on all supervisory positions. New challenges arose during the preparation of the position map, but it was successfully completed according to the deadline from the central government. The next obstacle occurred after the inauguration of functional officials, when there was a resignation that caused a vacancy in the position, which was difficult to fill due to the limited number of similar formations and the need to obtain recommendations from the supervising agency.

The mapping of functional positions in the Bitung City Government mostly leads to the position of Policy Analyst under the guidance of the State Administration Institute (LAN). Until now, there has been no proposal for additional formations, so ASN at the Young Expert level has not been able to advance to the Associate Expert level due to the absence of formation determination from Ministry of State Apparatus Empowerment and Bureaucratic Reform. In terms of income, based on the results of the interview, there was no decrease because the government stipulated that the minimum income must be equivalent to before equalization. However, the adjustment of functional position allowances cannot be realized because it is still waiting for regulations from the central government. For the time being, ASN still receives the previous structural allowance.

The SSAP informant said that the equalization of positions in the Regional Secretariat was carried out after the organizational restructuring process, in accordance with the national bureaucratic strategy. This process involved identifying affected structural positions, classifying positions that were no longer needed, and mapping officials based on suitability and eligibility. The biggest obstacle was the lack of documentation of job descriptions and resistance from officials who were concerned about their career status. In addition, the limited competence of ASN and the perception that functional positions are less prestigious are also obstacles in the implementation of equalization. This process must be accompanied by intensive communication with the supervising agency and the preparation of a new position map at the regional level.

Overall, the mechanism of equalizing positions in the Bitung City Government is running gradually by facing challenges at the technical and psychological levels. The lack of understanding regarding the differences and interrelationships between structural and functional positions has the potential to cause mistakes in ASN structuring. Obstacles in the form of limited

information, uneven understanding of functional positions, and regulations that are not yet fully stable slow down the transition process. Nevertheless, the commitment of the regional government together with related agencies continues to complete equalization gradually, in order to support the transformation of the bureaucracy towards a professional and adaptive government.

### ***Submission of Proposal***

The submission of the proposal to equalize positions in the management of Civil Servants (PNS) in the Bitung City Government is a crucial administrative stage. The City Government compiles a complete document containing a list of administrative officials to be equalized, a map of new positions, and position analysis. The proposal is then submitted in stages through the Governor as the representative of the central government in the region, before finally being forwarded to authorized agencies such as the Ministry of State Apparatus Empowerment and Bureaucratic Reform and the State Civil Service Agency (BKN).

The mechanism for submitting this proposal involves an internal team and an organizational section that prepares administrative and technical documents in accordance with central instructions. After the documents are completed, the proposal is signed by the Mayor and submitted to the Governor to be forwarded to the Ministry of Home Affairs (MOHA). However, this process does not always run smoothly because there are still regional apparatus that are not ready with the data and documents of the affected positions, causing delays in the preparation of the proposal.

In addition, there were inconsistencies between the nomenclature of the old positions and the available functional positions, which required additional consultation with the ministry or technical institution that oversees the position. The validation process at the provincial level also took longer because it had to go through an in-depth review. All of these things have an impact on the slow submission of proposals to the Ministry of Home Affairs, which in turn extends the time to complete the equalization of positions.

Another obstacle encountered was time-consuming coordination due to the large number of proposals from districts/municipalities in North Sulawesi. In addition, differences in understanding of functional positions led to revisions of proposals, and tight deadlines from the center made the process rushed and demanded quick adjustments. This condition requires the City Government to continue to adapt so that proposals can be processed on time.

However, several parties from the Bitung City Government stated that the mechanism for submitting proposals could run smoothly and was well organized. If the proposal has not been accepted, the City Government will make changes according to the direction from Kemenpan and the Ministry of Home Affairs. The validation process with a team from the Ministry of Home Affairs and local agencies generally takes place without significant obstacles, and the completion of the proposal can usually be achieved in less than six months.

### **Discussion**

#### ***Implementation of Position Equalization in Civil Servant Management in Bitung City Government***

The implementation of position equalization in Bitung City Government is part of a strategic effort in simplifying the national bureaucracy as mandated in Presidential Instruction No. 7 of 2019 and regulated in more detail by Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 17 of 2021. This policy is oriented towards the transformation of the bureaucratic structure from echelon administrative positions to functional

positions, which requires a paradigm shift in human resource management in the context of public bureaucracy. From the research results, it was found that equalization of positions was carried out selectively for active administrative officials, especially echelon IV officials who were currently serving, in accordance with regulatory provisions.

Theoretically, this policy is in line with Max Weber's principle of Modern Bureaucratic Management, which emphasizes the importance of specialization and professionalism in bureaucracy. Weber stated that the ideal bureaucracy is an organization that relies on technical expertise and standardized formal rules, not just a hierarchy of positions [11]. In this context, the transformation of structural positions to functional positions confirms the shift from hierarchical authority-based management to technical expertise-based management (professional bureaucracy) as described by Henry Mintzberg (1983). Mintzberg asserts that organizations that rely on individual specialization and professional autonomy are more effective in dealing with the complexity of technical tasks than rigid hierarchical bureaucracies [12].

Furthermore, the fundamental difference between administrative positions (supervisors) and functional positions can also be explained by Frederick Taylor's Scientific Management theory, which emphasizes the importance of division of labor based on technical competence and specialization [13]. Administrative positions emphasize managerial and coordination functions, while functional positions prioritize mastery of technical expertise and achievement of credit-based performance outputs. The equalization of positions to the Junior Expert level, even though there are employees with higher ranks and educational backgrounds, reflects an approach based on function and scope of duties, not just formal titles or educational levels. This refers to the Merit System Theory proposed by B. Guy Peters, where ASN placement should be based on competence, achievement, and potential, not merely previous administrative status. The merit system emphasizes that career development must consider the real ability to carry out the functions of the position professionally [14].

This process of equalization without an initial competency test can be seen as an efficient and adaptive transition strategy, in accordance with the principles of change management in bureaucracy. As explained by Kurt Lewin in the theory of organizational change, the "unfreezing" phase (removing the old structure) followed by "changing" (transitioning to a new structure) and "refreezing" (establishing a new structure) must be carried out with a gradual approach so that resistance and service disruption can be minimized [15]. The Bitung City Government provides an opportunity for ASN to adjust first before being tested for competence in the next functional career path. This also indicates the need for Continuous Competency Development initiated by Gary Dessler in Human Resource Management theory, which emphasizes the importance of continuous training and evaluation so that employees are able to adapt to changes in tasks and technology [16].

The submission of proposals for equalization of positions is a crucial stage in the implementation of this policy. The proposal for equalization is submitted formally by the Personnel Supervisory Officer (PPK) who has the authority, equipped with supporting documents such as job analysis, work history, and suitability of educational qualifications and technical competence of employees who will be equalized. This approach ensures that equalization is only given to administrative officials who are truly active in carrying out supervisory functions according to regulations. The submission of a structured and well-documented proposal reflects the principles of transparency and accountability in modern human resource management.

In addition, the process of submitting proposals involves coordination across work units and functional position development teams, thus supporting the organizational synergy required in changing the bureaucratic structure. This is also in line with the demands of an adaptive and performance-based bureaucracy as mandated in Presidential Instruction No. 7 of 2019. It is recommended that the capacity of the apparatus in preparing proposals continues to be improved through training in job analysis and career management, so that the incoming proposals not only fulfill the administrative aspects but also the quality of in-depth and accurate analysis.

Another important finding is that there is a clear division of tasks between structural and functional officials in accordance with Bitung's Regulation of the Mayor No. 29 of 2022, which regulates the division of administrative and substantive technical work. This is in accordance with the concept of Organizational Contingency, which states that the organizational structure and division of tasks must be adjusted to the needs of the environment and work functions to be effective. Functional positions that carry out technical tasks independently are supported by structural officials who carry out administrative coordination and supervision functions to ensure the smooth running of the overall work process.

However, it is important to be aware of the potential competency gaps that arise as a result of equalization without an initial competency test. This gap can lead to unbalanced workloads and the risk of ineffective performance, as reminded by the Person-Job Fit theory which states that the success of an employee is highly dependent on the match between individual competencies and job demands [17]. Therefore, it is recommended that the Bitung City Government conduct a more in-depth analysis of positions based on workload and technical output, and build a clear career roadmap for ASN to systematically map training and competency development needs.

Overall, the implementation of position equalization in Bitung City has run in accordance with regulations and modern bureaucratic management principles. However, the sustainability of the success of this policy is highly dependent on structured competency development, continuous monitoring by the Regional Functional Position Supervisory Team (TPJFD), and periodic evaluation of the effectiveness of the role of functional and structural positions. A systemic and competency-based human resource development-oriented approach will strengthen ASN professionalism and support an adaptive and results-oriented bureaucracy in public service.

### ***Factors Affecting Position Equalization in Civil Servant Management in Bitung City Government***

Equalization of supervisory administrative functional positions is an important part of employee career development within the government. This policy aims to create justice and equality in human resource management, so that every employee has the same opportunity to occupy positions in accordance with applicable terms and conditions. In its implementation, there are various factors that influence the success of this position equalization process, which can be broadly categorized into aspects of communication, human resources (HR), and bureaucratic structure.

Communication factors play a crucial role in equalizing the functional position of supervisory administration. Organizational communication is the main foundation so that policies and procedures related to equalization can be clearly conveyed to all employees. Effective communication not only explains the criteria and requirements of the position, but also ensures that the information is received correctly by all parties involved. In this case,

vertical communication, which is the interaction between superiors and subordinates, is very important to provide direction and explanation of the equalization policy. With good vertical communication, employees can understand the benefits and requirements of the functional position they will be seeking.

In addition, horizontal communication between fellow employees or colleagues with equalized positions is also very helpful in exchanging information and experiences. Through this communication, employees can share information about the equalization process and learn successful strategies used by their colleagues. A thorough socialization process is also an important part of communication. Socialization is done through various media such as seminars, workshops, internal newsletters, intranet sites, and emails that regularly disseminate information on procedures and policies. The extension team or coordinator has a vital role in outlining the criteria, procedures and benefits of functional positions to employees, so that information is conveyed systematically and easily understood.

Communication is also very important in the performance appraisal process, which is often the basis for functional position equalization. A good communication relationship between supervisor and employee allows constructive feedback to be given openly. This helps employees understand the aspects of their performance that need to be improved in order to qualify for functional equivalency. Transparency in performance appraisal is also key so that employees are aware of the standards used and how the appraisal results will affect the equalization process. In addition, communication plays a role in resolving conflicts that may arise during the equalization process. The dissatisfaction of employees who feel that they have not received equal opportunities must be addressed with honest, open and fair communication to maintain trust in the system. In this case, the presence of a mediator or neutral third party is often necessary to find the best solution.

Decision-making in the context of equalization also relies heavily on communication involving various stakeholders. Although the final decision rests with the authorities, the involvement of employees through consultation and discussion increases the sense of ownership of the policy. Decisions based on consensus or discussion tend to be more easily accepted and implemented by all employees. Finally, communication also includes ongoing counseling and coaching to help employees develop the competencies needed to qualify for functional positions. Through training, mentoring and one-on-one coaching, employees can acquire the necessary technical and managerial skills.

Apart from communication, human resource factors determine the success of equalizing the functional position of supervisory administration. Employee competence and qualifications are the main factors that must be considered. The level of formal education, training and certification related to the position, and relevant work experience are elements that determine whether an employee is eligible to hold a functional position. Employees with adequate educational backgrounds and appropriate training usually have a greater chance in the equalization process.

Career development and HR capacity building are also important factors. Organizations should provide adequate competency development programs, such as additional training, workshops, and courses aimed at preparing employees to meet the qualifications of the position. Mentoring and guidance from more experienced employees can provide the direction that junior employees need to develop their skills. Transparent and objective performance appraisals provide a strong basis for the equalization process, so that employees can be motivated to improve the quality of their work according to job standards.

Organizational needs must also be taken into account in equalizing functional positions. The suitability of functional positions with the organizational structure and employee workload must be arranged proportionally. Equalized positions need to have a clear contribution to organizational goals and an appropriate workload so that employees are not overburdened. The applicable HR management systems and policies must also support this process with clear procedures, measurable performance standards, and transparency in the determination of positions. The equalization policy should provide equal opportunities for all employees and ensure a fair and objective process.

Employee motivation and job satisfaction also play a role in the success of equalization. Employees who are motivated and satisfied with their work tend to try to improve their competence and performance to meet the requirements of functional positions. A fair reward and recognition system will encourage employees to work more optimally. In addition, the readiness of human resources to adapt to changes, such as updates to the organizational structure and performance appraisal system, is an equally important factor. Employees who are flexible and able to adjust to changes will more easily pass the position equalization process. The role of leadership in accompanying change is very important so that employees can face these dynamics well.

Organizational culture also influences the success of equalizing the functional position of supervisory administration. Organizations that have an inclusive, open culture and support continuous learning will create a conducive environment for employees to develop. A culture that encourages learning and openness allows employees to feel valued and motivated to continue to improve their competence, so that the equalization process runs more smoothly.

The final factor that is crucial is the bureaucratic structure of the organization. A bureaucratic structure that has a clear hierarchy and levels of positions provides a framework for the equalization process. However, this structure can also be a challenge if the bureaucratic procedures are too complicated or rigid, thus inhibiting flexibility in employee career development. Position equalization must take into account the rules, policies and procedures that apply in the bureaucracy in order to run effectively and efficiently. A good bureaucratic structure must be able to accommodate the needs of employees and organizations by balancing aspects of formality and flexibility. In addition, the role of leaders in managing the bureaucracy and facilitating the equalization process is vital to creating a fair and transparent system.

Overall, the equalization of supervisory administrative functional positions is influenced by the complex interaction between effective communication, mature human resource management, and a conducive bureaucratic structure. These three factors must be managed synergistically so that the process of equalizing positions can provide optimal, fair, and appropriate results according to organizational needs and increase employee motivation and competence in carrying out their functional duties.

#### **D. CONCLUSION**

The implementation of position equalization in Bitung City Government is a strategic step in simplifying the bureaucracy in line with national regulations, especially Presidential Instruction No. 7 of 2019 and Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform No. 17 of 2021. This policy encourages the transformation from echelon administrative positions to functional positions that emphasize professionalism and technical expertise according to modern bureaucratic management principles.

The equalization process is carried out selectively and gradually without competency tests at the beginning, as a change adaptation strategy that refers to change management theory

and merit systems. Effective coordination and communication between work units is essential to ensure transparency, accountability, and organizational synergy.

Success factors for equalization are influenced by clear and thorough communication, human resource competence and development, a flexible bureaucratic structure, and an organizational culture that supports continuous learning. The main challenge is to overcome potential competency gaps and unbalanced workloads, which can be addressed by continuous training and systematic performance evaluation.

Overall, the equalization of positions in Bitung City has been running according to regulations and modern bureaucratic management principles, but the sustainability of success is highly dependent on structured competency coaching, regular monitoring, and competency-based career development to strengthen ASN professionalism and the effectiveness of public services:

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