

Implementation of The Policy on Transfer of Administrative Positions to Functional Positions in The Ministry of Administrative and Bureaucratical Reform

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Abstract:

Background: The policy of transferring administrative positions to functional positions is one of the implementations of the policy of simplifying the bureaucracy in Indonesia which began in December 2019. The problem occurs because the policy for transferring positions was carried out without going through good preparation since it was established or at the time of its implementation. This condition has an impact on the achievement of policy targets that have been set and even causes problems during implementation at the Ministry of Administrative and Bureaucratic Reform. This study aims to analyze the policy implementation process of transferring administrative positions to functional positions to formulate input for the policy implementation process.

Materials and Methods: The research method uses a qualitative descriptive approach. Research informants are determined snowball with key persons of Government Officials and related functional officials. Data collection was carried out through observation, in-depth interviews, and literature study. Data analysis techniques with data reduction, presentation, and conclusion. The validity of the data with the source and data triangulation technique. Theory uses policy implementation.

Results: The results showed that the transfer of an administrative position to a functional one needs to consider the factors of communication, resources, disposition, and bureaucratic structure. Recommendations in the form of policy suggestions to improve the policy implementation strategy of transferring administrative positions to functional ones.

Conclusion: From the research results it is known that the implementation of the policy of transferring administrative positions to functional positions in the Ministry of Administrative and Bureaucratic Reform is still experiencing obstacles, among others, from the aspect of communication, namely communication is still one way; from the resource aspect, there is a lack of readiness of implementers and policy target groups in implementing new policies; from the disposition aspect, the policy for transfer of positions in full and voluntarily has not yet been received by the executor or by the policy target group; and from the aspect of the bureaucratic structure, the unclear role of policy implementers who are also the target group causes obstacles to implementation in the field due to the emergence of conflicts of interest.

Keywords: Position Transfer Policy, Policy Implementation, Administrative Position, Functional Position.

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I. INTRODUCTION

The bureaucracy is a state policy implementing agency. Its sections and units aim to serve the purposes of the state, and work as intermediaries between government and society. Bureaucracy exists in ministries, agencies, and agencies at the central and regional levels (Ahmed, N. M., & Abd el Hamid Aref, A., 2019). Bureaucracy is a combination of structural and post-structure approaches which can be contradictory (Dischner, 2015). This condition is the driving factor for the implementation of bureaucratic reform in Indonesia today in addition to political, economic factors (Hayat, H., 2020; Cooper, CA, 2020; Rahayu, AYS, & Rahmayanti, KP, 2019), corrupt bureaucracy, administrative costs which is difficult because of the high cost economy, weaknesses in government institutions and regulations, and inadequate infrastructure (Sembiring, R., & Simanihuruk, M., 2020; Rahman, A., Satispi, E., & Adiyasha, DL, 2020 ; Prasojo, E., 2020; Prasojo, Kurniawan, and Holidin, 2007; Asatryan, et.al., 2017). One of the obstacles in bureaucratic reform is its large structure (Prasojo, Eko & Holidin, Defny, 2018). There are several main factors that can have a significant effect on bureaucratic reform efforts, namely: (1) consensus of the main actors regarding the joint reform agenda at the national level; (2) unclear parties responsible for program coordination due to fragmented authority in a

number of Ministries; (3) reform initiatives are still very decentralized so that it depends on the leadership of each institution and each institution tends to design and implement its own reform program; (4) program design that is inaccurate or incomplete and does not directly address the root of the problem because reforms are carried out separately; (5) consistency; and (6) how much systematic efforts are being made to document, monitor, evaluate, or learn from the implementation of reforms effectively (Prasojo and Holidin, 2018: pp. 243). According to Asatryan et al (2017), bureaucratic reform can be achieved through increasing technical efficiency which later can be implemented in better or more productive public services, especially when there is an urgent fiscal need so as to reduce public spending and the overall tax burden. Angelopoulos, et.al., (2008) argued that the most important thing for economic growth is not the size of the state government alone but also the running efficiency of the country as a whole (McDonnell, E. M., 2020).

The policy of bureaucratic simplification is not a simple matter, considering that what will be changed is an order that has long been part of the work system of the bureaucracy in Indonesia. Many regulations must be changed and re-harmonized. According to Rovik (in Storkersen, 2020) the deregulation and downsizing of the organizational structure that was carried out led to a rebureaucratization of organizational procedures itself. Therefore, it is necessary to have proper documentation and auditing so that every step taken can be read and seen for patterns which then determine what procedures need to be trimmed. Bureaucratic simplification experiences various obstacles, one of which is a bureaucratic disease called bureunomia by Warsito Utomo (2006) in Damanhuri and Jawandi, 2017; Pasolong, 2011; Størkersen, K., et.al, (2020). This disease affects the degree of government policy level or the time of formulation compared to the technical operational implementation of government alone.

Various countries that simplify the bureaucracy use the following strategies: (1) revitalizing the position of institutional roles and functions for institutions that are vital to the reform movement; and, (2) restructuring the state administration system in terms of structure, processes, human resources and state-society relations. According to Damanhuri and Jawandi (2017), issues and agendas related to bureaucratic reform are modernization of personnel management, streamlining of structures, engineering of government administration processes, performance-based budgets and participatory planning processes, and new relationships between government and society in development and governance. One clear example of the current bureaucratic simplification is institutional changes and bureaucratic work procedures caused by the use of information and communication technology (ICT) as a form of innovation and the consequences of the digital era in various parts of the world today. (Giri, R, 2020; Purwanto, EA, 2018; Okunola, OM, Rowley, J., & Johnson, F, 2017; Nishijima, M., Ivanauskas, TM, & Sarti, F. M, 2017 and Puspitasari, L., & Ishii, K, 2016; Arson, Y., Kiyai, B., & Pombengi, J., 2015). Government organizations continually undergo changes in the form of reorganization and restructuring, such as major mergers, to achieve public goals and to strengthen their position in the public decision-making process (Iqbal, M., & Sandria, A., 2020; Pollitt and Bouckear, 2011). In the last few decades, we have seen a move of public restructuring from New Public Management (NPM), which has brought increased vertical and horizontal specialization, to post-NPM with a focus on vertical and horizontal integration (Christensen and Lægred 2007).

The rapid changes associated with the adaptation of organizations to the environment are increasingly contagious like viruses, including in bureaucratic organizations. Modern organizations will develop with their own genius, pyramidal, centralized, and complex mechanisms known as bureaucracies that are incompatible with contemporary realities. The adaptation, problem-solving and interim systems of various specialists are intertwined with one another. This is the original form that will gradually replace the bureaucracy (Rahman, A., Satispi, E., & Adiyasha, D. L., 2020; Styhre, 2007). The phenomenon of simplifying the bureaucracy has appeared in several countries. Singapore, for example, has started bureaucratic simplification since 1980 and has been named one of the best countries in terms of efficient bureaucracy and reliable quality of public services. South Korea laid the foundations for simplifying the bureaucracy through various laws and regulations, such as civil service ethics, social purification movements, civil servant awareness reform, control of retired civil servants, and the recruitment of civil servants (Hwang, 2004). Meanwhile, the simplification of the bureaucracy in China was carried out by reducing the number of government ministries, departments, and agencies from 100 to 61 institutions and 30,000 party cadres were granted early retirement. As a result, Deng created an efficient, clean, anti-corruption, serving and lean bureaucracy that made China currently grow into a strong economy (Prasojo, 2008). Chinese government reforms were implemented three times in the Mao era (1952, 1958 and 1961), followed by four reforms in the post-Mao period (1982, 1988, 1992 and 1998). There were economic reforms that began in the 1980s, at least three important government reforms, accompanied by the slogan of transforming government functions. All reforms occurred after the appointment or re-appointment of the Prime Minister. The main focuses of bureaucratic simplification are: 1) functional separation of the Party and government; 2) separation of government and business functions, transformation of government economic functions into market mechanisms; 3) reducing or downsizing (the number of departments and commissions in the central government has been cut from 52 in 1982 to 29 in 1998); 4) establishment of a civil service system;

5) decentralization; 6) implementation of the legal system for administration (Xu, X., 2020; Liu, et al., 1998; Mao, 1999, Mao, 2003).

The policy of simplifying the bureaucracy in Indonesia to 2 (two) levels is a follow-up to President Joko Widodo's inauguration speech in the 2019-2024 government period on October 20, 2019. This policy of bureaucratic simplification is intended to transfer structural positions (administrative positions) (Hartini, Sri and Tedi S. 2017) became a functional position (Nope, NB, 2015) which is based on expertise and competence. The basis for this policy making is based on the composition of the existing state civil apparatus in 2019 which includes 10.26% or 440,029 people out of 4,286,918 people consisting of administrative officials. One form of the implementation of this policy is the enactment of Minister of Administrative and Bureaucratic Reform Regulation Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions. One of the contents of this ministerial regulation states that the equalization of administrative positions into functional positions, hereinafter referred to as transfer of positions, is the appointment of administrative officers to functional positions through adjustment / inpassing to an equivalent functional position. In implementing the policy of transferring administrator positions to functional positions in June 2020, a transfer of 2.93% of administrator positions became intermediate expert functional positions, 2.53% of executing positions became functional positions of young experts and 0.49 executive positions became positions. the first expert. As a pilot project, the Ministry of Administrative and Bureaucratic Reform has been appointed as one of the agencies implementing bureaucratic simplification policies in Indonesia.

In implementing the policy of transferring administrative positions to functional positions, it is necessary to consider the factors that influence the implementation of policies which include communication, resources, disposition and bureaucratic structures (Edward III, G. C., 1980; Makinde, T., 2005). In the public policy cycle, policy implementation is a very important stage. Implementation is often seen as simply the implementation of what the legislature or decision maker has decided, as if this stage had little effect. However, the implementation stage is very important because a policy will mean nothing if it cannot be implemented properly. In other words, implementation is the stage of a policy implemented optimally and can achieve the goals of the policy itself (Putra, R. H., & Khaidir, A., 2019). Communication is an activity that causes the communicant to interpret an idea or idea intended by the communicator through a system that is common both with symbols, cues, and behavior (Wardhani, Hasiolan, & Minarsih, 2016). Resources in policy implementation are human resources, materials, and methods. Without adequate resources, policies will not run effectively and efficiently (Edward III, 1980: 11). Disposition is the character and characteristics, or attitudes possessed by the executor such as commitment, honesty, democratic character. If the implementor has a good disposition, then he will be able to carry out policies properly as desired by policy makers. When implementers have different characteristics or perspectives from policy makers, the policy implementation process will also be ineffective. (Juliartha, Edward, 2009; Agustino, L., 2016). Bureaucratic structure is an organizational structure that determines how work is divided and grouped formally (Alfin, M., 2018; Robbins, S.P., 2012) which includes aspects such as bureaucratic structure, division of authority, relationships between organizational units and so on. Policy implementation may still be ineffective due to an inefficient bureaucratic structure (Hasan, A. R, et.al. 2016; Widodo, 2010).

This study aims to analyze the implementation of the policy of transferring administrative positions to functional positions based on policy implementation theory which includes aspects of communication, resources, disposition, and bureaucratic structure. The results of this analysis are used to formulate input for improvement in the implementation of the policy of transferring administrator positions to functional positions that have been carried out so far. The questions that will be answered in this research are: 1) Does the aspect of policy implementation affect the successful implementation of the policy of transferring administrative positions to functional positions? 2) how does the aspect of policy implementation affect the process of transferring an administrative position to a functional position?

II. METHODS

This research uses a descriptive approach, and the study is conducted qualitatively with the consideration that problems that arise in human resource management will be accurate with this qualitative approach (Moleong, 2011). Research aims to describe systematically the facts or characteristics of a particular field factually and accurately using the case study method (Yin, 2011). This study describes and analyzes the object under study but does not intervene by taking the locus at the Ministry of State Apparatus Empowerment and Bureaucratic Reform. The focus of the research carried out is on the four elements of implementing the policy of transferring administrative positions to functional positions, which include: communication, resources, dispositions and bureaucratic structures, which are then made questions as the basis for interview guidelines, observation guidelines and literature study guidelines. This research is applied with descriptive explanations. Data obtained from parties directly related to the research topic. The validity of the data was done by using the triangulation technique of sources and data. Research informants are selected with the criteria of those who

understand the implementation of the policy of transferring administrative positions to functional positions both within the Ministry of Administrative and Bureaucratic Reform and related agencies including professional organizations and elected functional officials. The data in this study consisted of primary data and secondary data. Primary data is data obtained through in-depth interviews and observations. Secondary data includes literature materials related to the focus and locus of research which includes laws and regulations related to the management of functional positions. Data processing and data analysis were carried out by data reduction, data presentation and drawing conclusions or conclusions (Huberman and Miles, 2009; Sugiyono, 2017)

III. RESULT

The policy of transferring positions from administrative positions to functional positions can be traced by referring to various related laws and regulations, including: Law Number 5 of 2014 concerning State Civil Apparatus, Government Regulation Number 11 of 2017 concerning Management of Civil Servants as already mentioned. amended by Government Regulation Number 17 of 2020, Presidential Regulation Number 47 of 2015 concerning Ministry of State Apparatus Empowerment and Bureaucratic Reform, Presidential Decree Number 87 of 1999 concerning Functional Groups, Regulation of the Minister of Administrative and Bureaucratic Reform Number 13 of 2019 concerning Proposals, Stipulations , and Functional Position Development. Saklah one of the most logical reasons for the issuance of this position transfer policy is the desire to create a bureaucracy that is simpler, more agile, dynamic and professional as an effort to increase effectiveness and efficiency to support the performance of government agencies to the public.

The Minister of Administrative and Bureaucratic Reform is of the view that the policy of transferring positions can be interpreted as equalization of positions through the appointment of Administrative Officials or in this context, echelon III (administrators) and lower become functional positions through adjustment or inpassing into equal positions. The criteria for an Administrative Position equivalent to echelon III and below that can be transferred are: First, the duties and functions of the position are related to functional technical services; Second, the duties and functions of the position can be carried out by functional officers; and Third, positions based on certain expertise or skills.

However, this transfer policy still allows to maintain the position of administrator down by using the following criteria: First, an administrative position that has duties and functions as Head of Work Units with authority and responsibility in the use of budgets or users of goods or services; Second, an administrative position that has duties and functions related to the authority or authority, legalization, legalization, document approval, or regional authority; and Third, criteria and other requirements of a special nature based on the recommendation of each Ministry or Institution to the Minister of Administrative and Bureaucratic Reform as a material for consideration in determining the position required for a position as Administrative Officer.

As a milestone in implementing the policy of transferring administrative positions to functional positions, the issuance of Regulation of the Minister of Administrative and Bureaucratic Reform Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions (Regulation of the Minister of Administrative and Bureaucratic Reform of Position Balancing) on December 6, 2019 as a direct affirmation Law from the Circular of the Minister of Administrative and Bureaucratic Reform Number 384 of 2020, 390 of 2020 and 391 of 2020 concerning Strategic and Concrete Steps to Simplify the Bureaucracy addressed to the Ministers of the Advanced Indonesian Cabinet, Governors and Regents or Mayors throughout Indonesia which were issued on November 13, 2019 The Circular of the Minister of Administrative and Bureaucratic Reform states that the simplification of the bureaucracy is intended to create a more dynamic, agile and professional bureaucracy in an effort to increase its effectiveness and efficiency to support the performance of government services to the public. This was followed by efforts to increase the competence of State Civil Service Employees.

The Circular of the Minister of Administrative and Bureaucratic Reform contains strategic and concrete steps that must be taken by all leaders of Ministries, Institutions whose leaders are at the level of Ministers, Non-Ministerial Government Agencies, Secretariat of State Institutions, Secretariat of Non-Structural Institutions, Public Broadcasting Institutions, Provincial Governments , and the District or City Government to immediately implement strategic and concrete steps of transfer starting from identification, mapping, alignment of needs, socialization, carrying out the transformation process, and transferring administrative positions to functional positions.

The Minister of Administrative and Bureaucratic Reform as the ministry that organizes government affairs in the field of the state apparatus is appointed as the first agency to implement the transfer of administrative positions to functional positions. Of the 141 existing administrative positions, 97.87% were transferred, consisting of 98.07% third expert positions and 77.43 second expert positions (Table 1).

Table No. 1: Number of Administrative Positions transferred to Functional Positions as of June 2020

Administration Position		Positions that change to Functional Positions			Information
Type	Number	Level	Number	%	
Administrator	52	“Ahli Madya” (Third expert positions)	51	98,07	Left with 1 administrator position and 2 supervisory positions
Supervisory	89	“Ahli Muda” (Second expert positions)	87	77,43	
Total Number	141	Total number	138	97,87	

Source: Ministry of Administrative and Bureaucratic Reform, 2020.

Strategic steps in implementing the policy of transferring administrative positions to functional positions in the context of simplifying the bureaucracy in the Ministry of Administrative and Bureaucratic Reform are carried out by: First, identifying Echelon III and Echelon IV work units which can be simplified and transferred to functional positions according to the map of business processes and job map starting October 2019; Second, mapping the positions and structural officers of Echelon III and Echelon IV in work units affected by the transition period and at the same time identifying the equalization of these positions with functional positions that will be held thereafter in October 2019; Third, mapping functional positions that can and are needed to accommodate the transfer of structural echelon III and echelon IV officials who are affected by the elimination of the bureaucratic simplification policy in October 2019; Fourth, aligning budget requirements related to income received by employees in positions affected by the bureaucratic simplification policy in November 2020; Fifth, carry out socialization and provide understanding to all employees regarding bureaucratic simplification policies, so that each employee can adjust to changes in organizational structure that are more dynamic, agile and professional in order to improve organizational performance and public services in November 2019; Sixth, submitting a simplification activity proposal to the Minister of Administrative and Bureaucratic Reform in softcopy form in December 2019; Seventh, establish the Organizational Structure and Work Procedure of the Ministry of Administrative and Bureaucratic Reform which is the result of simplifying the bureaucracy in December 2020; Eighth, carrying out the process of changing echelon III and echelon IV structural positions to functional positions based on the mapping results in January 2020; Ninth, carry out transfer of positions professionally, free of corruption, and without conflict of interest while still applying the principle of prudence, in line with good governance, and guided by the provisions of laws and regulations in the field of the state civil apparatus in February 2020 Tenth, carrying out follow-up activities in the form of preparing personnel administration documents for the transfer of Echelon III and Echelon IV Structural Positions to Functional Positions in accordance with the provisions of Regulation of the Minister of Administrative and Bureaucratic Reform number 28 of 2019 and; Eleventh, carry out the inauguration into functional positions in February 2020.

Implementation of the policy of transferring an administrative position to a functional position in the Ministry of Administrative and Bureaucratic Reform if it is associated with the concept of policy implementation which includes aspects of communication, resources, disposition and bureaucratic structure, the following can be identified: First, the communication aspect: a) The executor of the policy of transferring an administrative position to a functional position in the Ministry of Administrative and Bureaucratic Reform is the Secretary of the Ministry, the Head of the Bureau of Human Resources and General Affairs, the Head of Human Resources, All Heads of Subdivisions and all employees in the Section Human Resources. The target group of this position transfer policy is an Administrator Officer and Supervisory Officer within the Ministry of Administrative and Bureaucratic Reform, totaling 141 people; and 2) The socialization of this position transfer policy is carried out through the methods of lectures, meetings, ceremonies and circulars of the Secretary of the Ministry of Administrative and Bureaucratic Reform as an Authorized Officer. Socialization activities were also carried out by informing them through on-line media and information data networks within the Ministry of State Apparatus Empowerment and Bureaucratic Reform. The material for the socialization activities is in the form of Minister of Administrative and Bureaucratic Reform Regulation Number 28 of 2019 and Circular of the Minister of Administrative and Bureaucratic Reform and in the form of administrative decisions (official notes) taken within the Ministry of Administrative and Bureaucratic Reform related to this transfer policy. The level of communication intensity carried out at the Ministry of Administrative and Bureaucratic Reform is carried out continuously and continuously, although not all employees participate in the activities held to socialize this transfer policy. The Secretary of the Ministry and the Head of the HR and General Bureau routinely inform all employees regarding the policy of transferring administrative positions to functional positions since October 2019.

Second, the resource aspect. The division of work or tasks must be adjusted to the abilities and expertise so that the implementation of the work runs well (Putra, R. H., & Khaidir, A., 2019). Therefore, the placement of employees must use the principle of "The Right Man In The Right Place", the division of labor must be rational and objective (Hartini, Sri and Tedi S. 2017; Rahayu, A. Y. S., & Rahmayanti, K. P., 2019). In the results of interviews, observations and documentation studies, it is known that based on the employee list documents at the time of socialization activities and at the time of inauguration of employees it is known that most of the employees carry out well the activities held in order to implement the policy of transferring administrative positions to functional officials even though with compulsion because of orders or just participate out of curiosity. All administrators and supervisors as policy targets implement this policy well even though they are ignorant of the consequences they will face, such as uncertainty in their future careers or their ignorance to act as functional officials who must collect credit points for promotion or promotion and the existence of decreased income. Most of the employees meet the requirements to be appointed in functional positions and only a small proportion of them do not yet meet the requirements for formal education qualifications so that they need to carry out competency testing activities as their substitutes.

Third, the disposition aspect. The disposition or attitude of the implementer in this case the Secretary of the Ministry, Head of the Bureau of Human and General Resources, Head of the Human Resources Section, All Heads of Subdivisions and all employees in the Human Resources Department support this policy considering that this policy is the main agenda of the Minister of Administrative and Bureaucratic Reform in implementing the work program of the President as the Highest Civil Service Officer in the state civil apparatus. So, in general it can be said that the implementation of this transfer policy went smoothly. In order to maintain the positive attitude of the executor and the policy objectives to always support the implementation of this transfer policy, the executor as an institutional representative has been promised that in the process of transferring an administrative position to a functional position, the income received so far will not be reduced. This is also considering that most of the implementers, namely the Head of Human Resources, all Head of Subdivisions within the Human Resources Division are also the targets of this policy.

Fourth, aspects of bureaucratic structure. The bureaucratic structure is the fourth important factor in implementing the policy of transferring administrative positions to functional positions in addition to the factors of communication, resources, and disposition. This bureaucratic structure includes two important aspects, namely the standard operating procedure (SOP) mechanism or standard, and the organizational structure or division of labor. Implementers of this change of position policy generally already know what they have to do and they have a supportive attitude and sufficient resources to implement this policy, but they may be hampered from implementing the policy by the bureaucratic structure that is in the procedures for implementing activities and division of labor. This is because this transfer policy is a new policy and has never been implemented in the Ministry of Administrative and Bureaucratic Reform before.

The obstacle affecting the implementation of the policy of transferring administrative positions to functional positions in the Ministry of Administrative and Bureaucratic Reform and efforts to overcome obstacles is that human resources or commonly referred to as HR are the potential possessed by humans to realize their role as adaptive and transformative social beings capable of managing oneself and all the potential contained in nature towards achieving prosperity in a balanced and sustainable life. However, in a practical sense, everyday human resources are interpreted as an integral part of the systems that make up an organization. Human resources related to the adequacy of the quantity and quality of policy implementers, which can cover all target groups. Meanwhile, financial resources concern the availability or adequacy of funds for a policy or program (Edward III in Nugroho, 2009). In this study, the capacity of human resources in quantity is seen from the adequacy of the number of employees in the Human Resources Department of the Ministry of Administrative and Bureaucratic Reform in the implementation of activities to implement this transfer policy, while the ability of resources is seen from quality, namely in the form of education level and level of understanding of tasks. and job skills.

As for those outside the executor, the obstacles faced in implementing the policy of transferring administrative positions to functional positions within the Ministry of Administrative and Bureaucratic Reform are: First, there is a change in functional position with the promulgation of Government Regulation Number 17 of 2020 concerning Amendment to Government Regulation Number 11 of 2017 about Civil Servant Management. This condition affects the preparation and determination of needs and their procurement; Second, ranks and positions for functional positions have not yet been determined considering that the applicable rank provisions are still awaiting the stipulation of the Government Regulation on Salary and Allowances; Third, career patterns and career development for functional positions still require implementing regulations for the Regulation of the Minister of Administrative and Bureaucratic Reform concerning functional positions, especially on placement policies, certification and competency tests at the time of transfer of positions; Fourth, promotions and transfers for functional positions still require clarity considering that functional positions are related to other functional professions that are in the same office and have a cross section of duties and

functions; Fifth, performance appraisal for functional positions still uses the employee performance target assessment (SKP) pattern with the old provisions based on Government Implementation Regulation Number 46 of 2011 concerning Civil Servant Performance Assessment; Sixth, the remuneration and allowances and awards received by functional positions are lower than the equivalent structural positions before the transfer of positions; and Seven, the provisions regarding discipline, dismissal, pension security and old age security as well as protection for functional positions are still the same as those prior to the implementation of the position transfer policy.

The research was conducted using qualitative methods and using primary data obtained through in-depth interviews. Limitations in this study include the subjectivity of researchers. This study relies heavily on the researcher's interpretation of the implied meaning of the interview so that the tendency to bias remains. To reduce bias, a triangulation process is carried out, namely triangulation of sources and methods. Source triangulation was done by cross-checking the data with the facts from different informants and from other research results. While the method triangulation is done by using several methods in data collection, namely in-depth interviews, and observation methods.

IV. CONCLUSION

The results showed that the aspect of policy implementation influenced the successful implementation of the policy of transferring administrative positions to functional positions at the Ministry of Administrative Reform and Bureaucratic Reform. The influence of the policy implementation aspect on the process of transferring an administrative position to a functional position includes the communication aspect, namely the effective communication between policy implementers and policy target groups influencing the acceptance of the policy by the target group and the realization of activities that have been planned according to predetermined time and quality targets. ; 2) resource aspects, namely the availability of materials, instruments, equipment and activity budgets that affect the smooth running of activities in the field; 3) The disposition aspect, namely the selection of executors and the provision of incentives for operators and target groups to facilitate acceptance of policies; and 4) Aspects of bureaucratic structure, namely clarity of positions, roles and responsibilities as well as technical guidelines for the implementation of activities, which are able to reduce conflicts between fellow implementers and with policy target groups. Finally, it can be stated that the aspects of policy implementation greatly influence the success of the implementation of the transfer of positions policy both before, during and after the transfer of office. From the research results it is known that the implementation of the policy of transferring administrative positions to functional positions in the Ministry of Administrative and Bureaucratic Reform is still experiencing obstacles, among others, from the aspect of communication, namely communication is still one way; from the resource aspect, there is a lack of readiness of implementers and policy target groups in implementing new policies; from the disposition aspect, the policy for transfer of positions in full and voluntarily has not yet been received by the executor or by the policy target group; and from the aspect of the bureaucratic structure, the unclear role of policy implementers who are also the target group causes obstacles to implementation in the field due to the emergence of conflicts of interest.

Recommendations that can be given are that the implementation of the policy of transferring administrative positions to functional ones needs to be done through: 1) The need to provide media and means of two-way communication between policy implementers and target groups; 2) The need to prepare policy resources in the form of guidelines, instruments, work systems and means of supporting policy implementation supported by a more in-depth and comprehensive study for policy implementers and target groups; 3) The need to prepare preconditions for employees to prepare themselves both for implementing and targeting policy groups so that policies can be accepted properly and voluntarily; and 4) The need for clear separation of roles between policy implementers and policy target groups in order to avoid conflicts of interest in policy implementation

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