Challenges in Fostering Functional Positions After the Issuance of the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 1 of 2023

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ABSTRACT

Keywords: Human Resource Management; Bureaucratic Reform; Equalization of Positions; Functional Positions; Supervisory Agency.

Human resource development (HR) is one of the development priorities in Indonesia, including human resources in the public sector. Bureaucratic simplification is one of the efforts to reform the bureaucracy to improve the quality of performance, which has an impact on the equalization of echelon 3, echelon 4, and echelon 5 positions into functional positions. Strengthening functional positions in government agencies is also one of the steps to improve the professionalism of Civil Servants (PNS). This research is a descriptive qualitative research, which collects data through literature studies, observations, and interviews. The result of this study is that there are several challenges faced after the issuance of PANRB Ministerial Regulation Number 1 of 2023. The first is that by determining credit scores and drafting performance contracts only involving functional officials with their direct superiors, it is necessary to pay attention to how these two parties can ensure that functional officials have performance targets by their scope. Second, from the side of the functional position coaching agency, it has the task of monitoring and evaluating the agency that uses its functional position. The challenge is that there is no clear mechanism for following up on the results of the monitoring and evaluation. Then the third is how training can be used by coaching agencies to overcome the competency or knowledge gap that occurs.

Introduction

Human resources (HR) is one of the components of organizations, both in the private and public sectors. In the public sector, human resources are one of the areas that are considered in development. In his inauguration as President of the Republic of Indonesia for the 2019-2024 period, Joko Widodo said that human resource development is one of the development priorities that will be carried out in his leadership period (Presiden Republik Indonesia, 2019). The inclusion of human resource development in this development priority shows that attention to the quality of human resources in the public sector has become greater. Then, the development of human resources is also in
line with the Grand Design of Bureaucratic Reform for 2010 – 2025 which has 8 (eight) areas of change, one of which is Apparatus Human Resources.

The development of human resources in the public sector is also still related to another development priority of President Joko Widodo, namely the simplification of the bureaucracy. This simplification is considered necessary because the bureaucracy is considered inefficient. One of the indicators is the Indonesian Bureaucratic Efficiency Index with a score of 56.3 (with the best score being 10 and the worst being 100) from the Global Governance Index assessment (Prasojo, 2023). The index indicates that bureaucracy in Indonesia is still inefficient, so bureaucratic reform is needed. In addition, public organizations today in practice have many problems and dysfunction, so they cannot produce efficient public services (Sedarmayanti, 2019).

This bureaucratic simplification includes at least two activities, namely simplifying the bureaucracy into two-echelon levels and transferring structural positions to functional positions (Pratama, Wibowo, & Purnomo, 2023). The two activities are interrelated, where the number of echelons that are only two makes the other levels be eliminated, namely echelon 3, echelon 4, and echelon 5. The loss of the position makes the officials who are currently occupying the position have to be placed in new positions. To answer this, the official was placed in a functional position, which is known as equalization of positions into functional positions. This equalization of positions is not only due to the factor of bureaucratic simplification but also because of several other problems behind it. The problem is, first, a multi-tiered and very long decision-making process; second, the orientation of Civil Servants (PNS) to pursue structural positions has weakened the professionalism of duties and functions; third, building the responsibility of a position holder not to delegate to a lower position.

In the implementation of this equalization of positions, the government through the Ministry of State Apparatus Empowerment and Bureaucratic Reform (Kemenpanrb) issued a regulation, namely the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 28 of 2019 concerning the Equalization of Administrative Positions into Functional Positions, which was then updated through PANRB Ministerial Regulation Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. The regulation is the legal basis and guidelines regarding the implementation of equality of positions. After several years of the idea of equalizing this position, statistically, the majority of civil servants in Indonesia occupy functional positions. The statistical data is presented more clearly in the following figure 1.
Based on the statistics of civil servants published by the State Civil Service Agency (BKN), it is known that the number of civil servants occupying functional positions is the highest, namely 2,114,411 people or around 56% of the total number of civil servants in Indonesia. The dominance of the number of civil servants who occupy functional positions is a form of strengthening functional positions in the government. As a different type of position coupled with the largest number of officials occupying it, the management of this functional position must be clear. The goal is to avoid this functional position remaining in its characteristics that prioritize certain expertise and skills and are differentiated from executive positions and administrative (structural) positions.

To provide clearer regulations and guidelines related to functional positions, the government issued regulations through the Ministry of PANRB, namely PANRB Ministerial Regulation Number 13 of 2019 concerning the Proposal, Determination, and Development of Functional Positions for Civil Servants. This rule is a guideline in the management of functional positions, starting from appointment in office, career development, to dismissal from position. While this regulation was still relatively not in implementation, there was a change in the regulation. In 2023, PANRB Ministerial Regulation Number 1 of 2023 was issued concerning functional positions which is a new reference in the management of functional positions. The change in regulations certainly brings several changes in the management of functional positions. In terms of the scope of staffing, PANRB Ministerial Regulation Number 1 of 2023 already covers functional positions occupied by Government Employees with Employment Agreements (PPPK). In the previous regulation, it was only regulated about functional officials from civil servants. Then in terms of coaching, which is quite interesting, the difference is that if in the previous regulation, the calculation of credit scores for functional positions was based on the Proposed List of Credit Numbers (DUPAK), then in the new regulation it is no
longer based on DUPAK. The credit score for functional officials is based on the conversion of performance predicates obtained by a functional official.

Talking about the management of functional positions is an interesting topic because it has become one of the focuses in the management of civil servants in Indonesia in recent years. This change in regulations is also a challenge that needs to be studied, in addition to paying attention to problems that have occurred before. A year after the implementation of the equalization of positions into functional positions, the study said that there has been no direct impact on career development at the Ministry of PANRB (Marthalina, 2021). This condition can be understood when viewed in terms of time, application and impact is natural if it cannot be felt. This can be due to the need to adjust to the new work environment, which means that it also requires adjustments to work mechanisms. Other studies say that this equalization has an impact on the previous work system, so it requires adjustments to the organization and work patterns (Permatasari & Ariani, 2021). In line with this, Eko Prasojo also said that agencies still have difficulty adapting to the new organizational structure, because there has been no adjustment to the work mechanism with a functional-based organizational profile.

The change in the work mechanism is a challenge for functional positions after the equalization, while for those who have held functional positions before, the change in regulations in 2023 is a challenge that needs to be faced. A study was conducted on functional officials of Goods/Services Procurement Management at the Construction Services Selection Center (BP2JK) of the Gorontalo Region at the Ministry of Public Works and Public Housing (Ministry of Public Works and Public Housing). This study focuses on how this change in regulations affects the promotion of functional positions. The results of the study said that out of a total of 8 functional officials, 5 functional officials have the potential to experience promotions that are longer than regular time (Nugroho, 2023). From the study, it is known that this change in regulations needs to be considered because it can have an impact on the human resource management process of the functional officials concerned.

Several studies that have been carried out related to these functional positions show that this functional position still needs re-attention and becomes interesting to discuss. Starting from the equalization of positions into functional positions that require adjustments to work mechanisms, as well as career development after equalization that also needs to be considered. Then it is interesting to discuss further related to the changes in the regulations of functional positions that occur. This research aims to explore the challenges faced after the issuance of PANRB Ministerial Regulation Number 1 of 2023. It is hoped that with the identification of these challenges, functional officials can be better prepared to face them and can be evaluated in the development of civil servant management regulations, especially related to functional positions in the future.

Research Methods

This research is descriptive qualitative research, where qualitative research tries to understand the meaning of individual or group behaviour through exploration, which then
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describes social or humanitarian problems (Salam, 2023). Then according to John W. Creswell and J. David Creswell (2018) this qualitative research is a "The process of research involves emerging questions and procedures, data typically collected in the participant's setting, data analysis inductively building from particulars to general themes, and the researcher making interpretations of the meaning of the data". In other words, this qualitative research tries to understand the events in the object of research, and then interpret the data and findings obtained. In collecting data, this study uses literature study techniques, observations, and interviews. The data that has been collected is then analyzed through data coding, and analysis by data triangulation so that the analysis formed can describe the events that occur in the field.

Results and Discussion

The discussion about functional positions has become interesting since human resource development has become a priority of the President of the Republic of Indonesia for the 2019-2024 period. The equalization of positions into functional positions is carried out in the context of simplifying the bureaucracy. The existence of this equalization policy has had the impact of changing the organizational structure in government agencies, which then also demands the adjustment of the work mechanism. This working mechanism is needed because, after equalization, government agencies are expected to work on a function-based basis.

In addition to the issue of equalization of positions, changes in regulations are also one of the issues that make the topic of functional positions interesting to discuss. PANRB Ministerial Regulation Number 1 of 2023 was issued only about 4 years after the previous regulation. This change in regulations is a challenge for functional officials and government agencies, including functional position coaching agencies. Functional position coaching agencies can be said to be government agencies that have additional duties to manage functional positions. As managers, the coaching agency needs to understand this new rule to then adjust to the conditions of the functional position that is the responsibility of coaching.

One of the agencies that fosters functional positions is the Secretariat General of the House of Representatives of the Republic of Indonesia (DPR RI). There are 5 (five) functional positions whose responsibility for coaching is in the Secretariat General of the House of Representatives of the Republic of Indonesia, namely State Budget Analyst, Legislative Assistant, Assistant Legislative Assistant, Analyst for Monitoring the Implementation of Laws and Regulations, and Legislative Analyst. Among the five functional positions, the Legislative Secretary is the functional position with the largest number of office holders and is spread more widely than other positions, as Table 1 shows.
Table 1

<table>
<thead>
<tr>
<th>I'm looking forward to the DPR RI</th>
<th>Setjen DPD RI</th>
<th>The MPR RI</th>
<th>Secretariat of the Provincial/Regency/City DPRD</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>27</td>
<td>9</td>
<td>4</td>
<td>372</td>
<td>412</td>
</tr>
</tbody>
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From Table 1, it is known that out of a total of 412 functional officials of the Legislative Secretariat, as many as 372 of them are in the Secretariat of the DPRD both at the Provincial and Regency/City levels. In terms of proportion, of course, this is a very large number, compared to those located in the Secretariat General of the House of Representatives of the Republic of Indonesia itself. This considerable number is partly due to the equalization of positions. This is known from the results of an interview with Dewi Pusporini the Head of the Functional Position Development Section at the Secretariat General of the House of Representatives of the Republic of Indonesia. The functional officials of the Legislative Council in the DPRD Secretariat are mostly due to the results of equalization into functional positions, which is the implementation of bureaucratic simplification (Saefuloh, 2024). This condition requires good communication and dissemination of information so that functional officials in regional agencies also have access to qualified information.

The change in the regulation of functional positions through PANRB Ministerial Regulation Number 1 of 2023 also makes the Secretariat General of the House of Representatives of the Republic of Indonesia as a supervisory agency need to make adjustments. The follow-up is to issue Regulation of the Secretary General of the House of Representatives of the Republic of Indonesia Number 13 of 2023 which is a derivative regulation in the form of Guidelines for the Implementation of Functional Positions. Socialization and dissemination of information to all functional officials are also carried out, both about the Regulation of the Minister of PANRB and the Regulation of the Secretary General of the House of Representatives of the Republic of Indonesia related to functional positions. From observations, it is known that the Secretariat General of the House of Representatives of the Republic of Indonesia has carried out socialization activities several times, for example on March 15, 2023, August 30, 2023, October 12, 2023, and November 7, 2023. According to Asep Ahmad Saefuloh, the Head of the Human Resources Bureau of the Secretariat General of the House of Representatives of the Republic of Indonesia for the 2022-June 2024 period, said that in addition to conducting socialization in the form of hybrid meetings, other methods are also used, namely through working visits to agencies that have functional officials of the Legislative Secretariat, as well as opening doors for regional agencies that consult the Secretariat General of the House of Representatives of the Republic of Indonesia (Saefuloh, 2024). The goal is of course that every functional official and the agency where they are located have enough information to carry out their daily duties and functions.
The socialization carried out in various ways is a response as well as an effort to counter the feedback received by the Secretariat General of the House of Representatives of the Republic of Indonesia. It is a response as well as a countermeasure because the findings during interaction with functional officials and user agencies are that there is a knowledge gap. In user agencies, the findings that are often found are not understanding the meaning of minutes, which has been understood as minutes, turn out to be more about brief reports or meeting notes (Pusporini, 2024). This difference in knowledge is homework for the supervisory agency, to maintain and improve the performance standards of functional officials of the Legislative Peri. It is hoped that by continuing to socialize or interact in other forms, it can make functional officials aware that there are still differences in knowledge, and know the path to explore the information needed.

There is still a lack of knowledge about the functional positions that are being occupied, which is one of the points that needs to be improved. This condition was then added to the existence of new regulations for functional positions. One of the updates contained in this new regulation is that the determination of credit scores is no longer based on DUPAK but through the conversion of performance predicate values. This rule has the potential to pose challenges that are not simple, both for the functional officials concerned, user agencies, and functional position coaching agencies.

Discuss the challenges of this credit score determination system, will discuss first the old credit determination system, namely by using DUPAK. In this era of using DUPAK, the performance contract carried out by functional officials to the organization is based on the items of functional position activities. Each functional officer makes a performance contract by choosing what activity items he will carry out in that year, and where these activity items have their credit scores. With the availability of a choice of activities that can be contracted, the work of this functional official will be by the duties and functions of the functional position he occupies. This is because the item of activity is set specifically for a functional position, which means that it has been adjusted to the duties and functions of the functional position. As a result, it is hoped that the quality of the work of this functional position can be maintained because the possibility of doing work outside of their duties will be small.

Different conditions were then faced with the issuance of PANRB Ministerial Regulation Number 1 of 2023, which made the determination of credit scores no longer based on DUPAK. In this new regulation, the determination of credit scores will be based on the predicate of the results of the performance assessment of a functional official. This condition is said to be a challenge in the management of functional positions.

On the other hand, the performance standards that are targeted are a challenge to this system. The reason is that the preparation of targets in this performance contract only involves functional officials concerned with their direct superiors. It needs to be ensured that these two parties have knowledge of the scope of work that should be the work of the functional position. If knowledge about this is inadequate, there is a potential that functional officials will have performance targets that are not the responsibility of their duties and functions. In the concept of human resource management, in principle, this
performance assessment is a way to measure the contribution of individuals to their organization (Sulistiyani & Rosidah, 2018). However, it is still necessary to pay attention to the portion of each individual, because there are positions that have been carried out so that the workload or duties and functions must be adjusted. This is also corroborated by the opinion that the results of work achieved in the context of fulfilling organizational goals must be by the authority and responsibility of each individual (Sedarmayanti, 2019). Such conditions prepare performance contracts need to pay attention to the scope of the employee's position in question, in this case, it also includes functional positions.

About the performance management of these functional officials, the new regulation puts the coaching agency in a less strategic position in the context of monitoring the work results of its functional officials. This is due to the condition that has been conveyed previously, namely the performance of this functional official is prepared until the assessment is carried out between the functional official concerned and his direct superior. When the targeted performance is an activity outside the scope of their functional position, but on the other hand, their direct supervisor does not know if it is not appropriate, and is still satisfied with the performance of their functional officials, then the performance assessment will be fine. In this situation, the supervisory agency is positioned only as a regulator and monitors the performance of functional officials.

First, the position of the supervisory agency as a regulator of functional officials is reflected in the duties of the supervisory agency in PANRB Ministerial Regulation Number 1 of 2023. In the regulation, it is stated that one of the tasks of the supervisory agency is to prepare quality standards for work results and guidelines for assessing the quality of work results of functional officials. This means that this coaching agency has the responsibility to determine the standard of work results that are expected to be produced by the functional officials who are responsible for coaching. This is a good start because with this work result standard, there are clear provisions regarding how the expected work results are. This standard can be used by functional officials and their direct supervisors in compiling performance targets, of course by adjusting to organizational performance goals. Similar conditions are also related to the guidelines for the assessment of work results, which can be useful for the direct supervisor of functional officials to provide an assessment of the work done by functional officials.

The existence of work performance standards and assessment guidelines for the work results of functional officials is certainly a good point because it can maintain the quality of work of the relevant functional officials and the organization where they serve. On the other hand, a mechanism is needed to ensure that the standards for work results and guidelines for assessing work results have been implemented properly. For the supervisory agencies, there are tasks related to it, namely monitoring and evaluating the implementation of functional positions in all government agencies that use these functional positions. This monitoring and evaluation task looks promising as a controlling mechanism, especially to control the quality of the work of functional officials. In practice, the strength of this monitoring and evaluation is still a question mark, whether it can affect functional position user agencies to comply with the results of the monitoring
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and evaluation carried out. The imposition of sanctions if there is a discrepancy in the results of monitoring and evaluation is also still unclear, so this monitoring and evaluation is carried out only for mapping. For example, the Secretariat General of the House of Representatives of the Republic of Indonesia, which is the agency that fosters the functional position of the Legislative Executive, is tasked with monitoring and evaluating government agencies that use these positions. When something is found that is not suitable for monitoring, then it is not clear how to ensure that there will be improvements in the future.

"Perhaps the problem is that we (the Secretariat General of the House of Representatives of the Republic of Indonesia) cannot intervene in the (Secretariat) of the DPRD (as an agency that uses functional positions) because the DPR is not the parent of the DPRD”.

This condition is a challenge in itself and from the perspective of state organizations, it seems that this needs to be a concern for the central government. With the task of monitoring and evaluation for this supervisory agency, of course, it needs to be determined regarding the follow-up of the monitoring and evaluation that has been carried out. A clear mechanism is needed to ensure that improvements are made to the results of the monitoring and evaluation.

Before there is clarity regarding the follow-up of the monitoring and evaluation results, at least there are steps that can be taken by the coaching agency related to the issue of knowledge gaps or work quality, namely by organizing functional training. The implementation of this functional training is also one of the duties of the functional position coaching agency regulated in PANRB Ministerial Regulation Number 1 of 2023. Training can be said to be a systematic process of changing worker behaviour in a direction that will achieve organizational goals (WIbowo, 2022). Edwin B. Flippo also stated that training is a process to help employees gain effectiveness in their current and future work through the development of habits, thoughts, actions, skills, knowledge, and attitudes (Sedarmayanti, 2019). From this opinion, it is known that this training is carried out to develop the ability of employees or individuals to be able to carry out their duties and functions effectively.

In carrying out this training, the functional position coaching agency is the organizer of the training, starting from planning to evaluation. With this training, it is hoped that functional officials have competencies that are by what has become the standard. The existence of this training is certainly expected to reduce the competency gap that still occurs, even to eliminate the gap. With the preparation of the curriculum that is also in the coaching agency, the coaching agency can make a comprehensive training plan regarding the substance that will be given to the participants of this training. Of course, the preparation of this training curriculum needs to be carried out carefully, so that the material provided is to the needs or problems that are being faced by functional officials or user agencies. In the end, this can make this functional training one of the means of maintaining and improving the competence of functional officials.
Conclusion

From the discussions that have been carried out, the result is that in the development of this functional position, there are challenges faced, especially related to the existence of new regulations that regulate functional positions nationally. The first is related to the determination of credit scores that no longer use DUPAK, but the conversion of performance assessment predicates. The challenge is that these performance appraisals only involve functional officials related to their direct supervisors. On the one hand, this becomes a simpler process, but what needs to be ensured is that these two parties involved have sufficient knowledge about the scope of work of functional positions. If not equipped with sufficient knowledge, the potential for functional officials to do work outside their scope becomes open and can reduce the quality of the work of individual functional officials. The second is the challenge in the form of monitoring and evaluation which is the task of the coaching agency. This monitoring and evaluation is carried out to other government agencies that use functional positions. In its implementation, this monitoring and evaluation is useful for mapping problems that occur in user agencies. On the other hand, there is no clear mechanism for how the supervisory agency can play a role in improving the findings or problems that occur in the user agency because the position of government agencies has their basis. This condition makes the coaching agency also not have a clear position and requires further regulation in handling this. Then the last one is about functional training which is the task of the coaching agency. Functional training can be one of the steps taken by the coaching agency in following up on the monitoring and evaluation that has been carried out. This is because training can be a means of improving the competence of functional officials. With note, this training is accompanied by a curriculum that is by the needs of functional officials, so that the training can be a concrete solution in overcoming the problem of competency gaps.
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