

Bureaucratic Turbulence After the Transfer of Structural to Functional Positions at the Coordinating Ministry for Economic Affairs

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ABSTRACT

This research described the phenomenon of bureaucratic turbulence in the Coordinating Ministry for Economic Affairs after the transfer of structural to functional positions. Furthermore, changes in the organization and individual civil servants were characterized by organizational, position, and performance transformations. The policy of switching functional roles is considered as the most effective method for transforming the lengthy, cumbersome, and slow bureaucratic chain into a new mode of operation based on coordination and collaboration. This research used a qualitative approach that begins with assumptions, perspectives, problem studies, and theoretical used to investigate information from individuals and groups on a social problem. Meanwhile, data collection is carried out by documentation, observation, and literature research to be analyzed and concluded. The results showed that turbulence occurs during the transition period as a process of shifting work culture, behavior, and changes in the mindset of civil servants. The changing needs of the skuel model with a flat circular structure prioritize collaboration and coordination across work groups. Changes in three areas of bureaucratic simplification, such as organizational, position, and performance transformations, resulted in turbulence within the organization. The implementation of functional positions should be reviewed. This is because the implementation requires many apparatus with generalist competency who have greater insight and opportunities to occupy several positions with a wider scope. Generalist competency is needed to link economic affairs across ministries and agencies. Therefore, innovation and problem-solving can be conducted comprehensively through a wider helicopter view.

Keywords: Coordination, Organization, Position, Performance

Introduction

The government has improved the bureaucracy through reform and public service optimization to support a clean and accountable governance system. In 2019, the echelonization system in the structural career of civil servants was replaced with a functional position, prioritizing competency and expertise. This policy was confirmed by the formation of several legal products including the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 40 of 2018 concerning System Merit Guidelines, Number 22 of 2021 concerning Civil

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Servant Career Patterns, and Number 17 of 2021 concerning Equalization of Administrative Positions as a manifestation of the commitment to building a better bureaucracy.

Several strategic steps have been implemented by the government, such as bureaucratic simplification, organizational restructuring, transfer of structural to functional positions, and optimization of a performance-based system for fast, efficient, clean, and bureaucratic service processes. Meanwhile, civil servant career development is conducted through a merit system, indicating employee performance management can be carried out in an open, fair, and equal competency (Tarsidi, 2007). Through a merit system, the government requires the implementation of an open selection for administrators and high positions based on the competencies and needs to attract superior human resources.

Since the policy of bureaucratic simplification held in 2019, the implementation of the transfer of structural to functional positions has created turbulence within the organization. The Coordinating Ministry for Economic Affairs is one of the organizations that has contributed to the success of this simplification policy. Most central and local government organizations are compelled to execute bureaucratic simplification and rapid transformations as a result of the transfer of limited-time, limited-information functional posts. Civil servants as the driving actor are required to be adaptive to new ways of working but emphasize coordination and collaboration patterns. Cutting echelons III and IV is considered the best option to break the heavy and slow bureaucratic chain due to the many structural flows in the central line.

The consequence of bureaucratic simplification has an impact on the reduction in the number of positions and the shrinking of the organizational structure. The government has taken various anticipatory steps for officials affected by the transfer of positions to function and receive work rights without reducing the amount of previous compensation. Based on the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 28 of 2019 concerning the Equalization of Administrative Positions, the process is ideally carried out through the stages of competency tests. The process of bureaucratic simplification and organizational restructuring is conducted by designing an ideal structure, preparing organizational and individual work process plans, and proceeding with the process of balancing positions and workloads. However, setting up a new structure is a long process and takes much preparation time. This indicates these two processes are carried out in parallel with the equalization of positions. The lack of preparation and demands for transformation causes turbulence within the organization of the Coordinating Ministry for Economic Affairs. This research is intriguing to be conducted in light of the existing occurrences and issues.

Method

A qualitative approach that begins with assumptions, perspectives, problem studies, and theoretical analysis was conducted by investigating information from individuals and groups on social problems and natural objects (Creswell, 2018). This approach was selected because the data sources collected are in the form of words or behavior, sentences, and natural images in describing or explaining social phenomena. Data were collected using the triangulation technique in the form of documentation, observation, and literature studies. Moreover, the analysis was performed using an inductive technique to obtain meanings (Sugiyono, 2018).

The object was a phenomenon of bureaucratic turbulence after the transfer of structural to functional positions at the Coordinating Ministry for Economic Affairs. This research used primary data in the form of interviews with several structural officials. The secondary data used were literature studies from various statutory documents, archives, technical instructions, books, journals, and photographs as references or sources of relevant information. Direct observation was also made of the actual conditions in the organization with a passive technique through intensive observation.

Results and Discussion

One of the most important factors in government affairs is the issue of coordination, which is the first principle of the organization (Syafudin, 2016). Difficulties in conducting government coordination do not only occur in a wider scope such as between ministries or agencies but in a smaller scope such as a section. This occurs because members of the organization prioritize their personal or sectoral ego instead of broader goals. The lack of integration between activities can be seen from the strong nature and perspective of sectoral ego between organizations (Sinurat, 2017). However, when every person or group in the organization is willing to put aside personal ego and see a bigger goal of the national interest, then coordination can be easily performed. Coordination in the context of government is an attempt to adjust the parts of the system according to their place and relationship. Furthermore, it is an effort to perfect organization, programming, scheduling, control, and cooperation to overcome human imperfections (Effendy, 2010).

Under Presidential Regulation Number 37 of 2020, the Coordinating Ministry for Economic Affairs has the tasks of coordinating, synchronizing, and controlling ministry affairs in the administration of government in the economic sector and carrying out organizational functions following the established rules. Based on Presidential Regulation Number 67 of 2019 concerning the Arrangement of Tasks and Functions of State Ministries for the Advanced Indonesian Cabinet 2019 - 2024, the Coordinating Ministry for Economic Affairs coordinates several ministries such

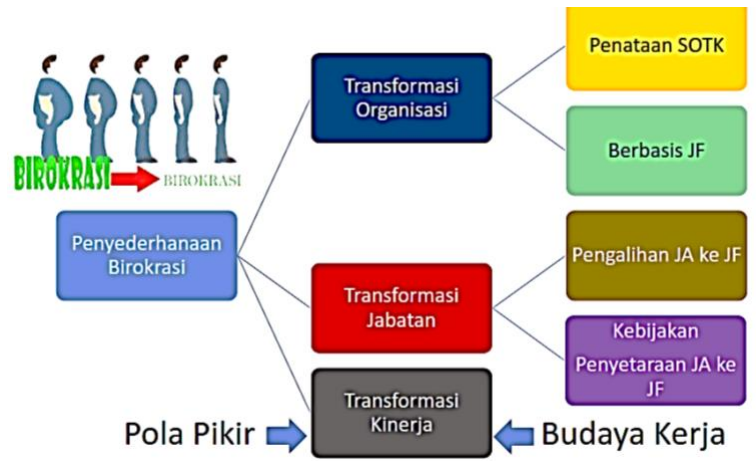
as the Ministry of Finance, Manpower, Industry, Trade, Agriculture, Agrarian and Spatial Planning/National Land Agency, State-Owned Enterprises, Cooperatives and Small-Medium Enterprises (Teten Masduki), as well as other agencies, deemed necessary.

The four elements of good coordination (Terry, 1964) include:

1. *Setting* or coordination arrangements, leadership policies, and cooperation arrangements with other agencies.
2. *Synchronization* or integration of activity plans between units, activity priority and implementation time, common understanding between units on goals, uniformity of SOPs between units, monitoring, evaluation, and feedback.
3. *Common interests* or programs, budgets, integrated technology applications, and provisions of norms.
4. *Common goals* or achievement targets, optimization of central taxes, and coordination incentives.

Considering the importance of the tasks and functions of the Coordinating Ministry for Economic Affairs to coordinate several ministries and other agencies, it is necessary to analyze the implementation of the transfer of functional positions under the generalist vs specialist concept. Many assumptions believed that specialization through functional positions is a favorable status for the career development of civil servants when they are engaged in an area of expertise. Meanwhile, this perspective is not entirely correct when the organization can accommodate the competency of civil servants who have been working as generalists. This is because the wider scope possessed can connect the dots between one science to another which allows finding problem-solving and innovation through a more comprehensive and broad helicopter view within the organization (David, 2021).

Based on the grand design set by the Ministry of State Apparatus Empowerment and Bureaucratic Reform, simplification is expected to change three areas, such as organizational, position, and performance transformations (Ministry of State Apparatus Empowerment and Bureaucratic Reform, 2021). Organizations need to make the right decisions by making changes to the model structure since few concepts can be applied to uniformity. The ideal form of an organization depends on the activity field, size, resources, capabilities, needs, and environment (Susanto, 2017). The transformation in the form of structural to functional positions has caused changes to the map, the mechanism for developing competency based on expertise and skills, career development based on functional positions, arrangement of civil servants formation, organizational and individual work maps, and career patterns of civil servants.



Source: (Ministry of State Apparatus Empowerment and Bureaucratic Reform, 2021)

Figure 1. Bureaucratic Simplification Flow

The leadership and managerial roles of primary leadership positions in functional position-based organizations are very necessary. This is because the span of control is no longer a level of command but is widening in the form of coordination and collaboration due to a new paradigm shift in dynamic bureaucracy (Rakhmawanto, 2016). Furthermore, the transfer of structural to functional positions prioritizes a collaborative, networked, and flexible organizational skuel model. The model has a flat circular structure based on competency and is no longer in the form of a hierarchical triangular command structure. It prioritizes the motion flexibility of civil servants in the organization.

The performance management transformation of civil servants aims to shape the character of the professional apparatus in responsive, dynamic, efficient, and effective governance in providing public services (Zainuddin et al., 2014). Circle-shaped organizations prioritize the role and performance of each employee in supporting the achievement used as the basis for the follow-up assessment of rewarding or punishing a civil servant. The new functional position-based performance appraisal system has included one element of the initiative as an assessment that shows the seriousness of the organization toward individual employee input (Adnan, 2014). Therefore, civil servants are required to be responsive, adaptive, and innovative in solving problems and needs of the organizational environment as well as to fulfill the expectations of public services for the community.

Organizational Transformation

Organizational restructuring after the transfer of structural to functional positions is a challenge for the Coordinating Ministry for Economic Affairs to develop the individual capabilities of civil servants to be more adaptive to the needs and demands of the external

environment. Integrating resources is the first step that aims to increase capacity according to the needs and developments of the environment (Farihah, 2014).

Organizational transformation after the structural to functional positions is homework for civil servants in the business environment which is an open ecosystem and consists of different related units (Poerwanto, 2006). Changes in the organizational environment will affect the role of human resource management (Dessler, 2000). Therefore, the implementation of organizational restructuring has an impact on the increasing need for human resources who can perform harder, better, faster, and more competitively. Government organizations are challenged to adapt to changing trends in technology, global products, regulations, demographics, and various community needs driving high-speed global competition.

There are three competencies needed by organizations to adapt to the changing times, namely creativity, knowledge, and innovation in the process of producing goods and services (Endarwita & Herlina, 2019). This condition requires the Coordinating Ministry for Economic Affairs to make changes to organizational characteristics at different levels and functions. These include making changes to modern organizational life, having a short span of control, and adapting quickly to the environment. Consequently, organizations should empower their human resources to keep pace with the demands of policies, organizational needs, and global competition in the external environment.

Table 1. Transformation of Modern Organization Characteristics

Dari	Ke arah
a. Individual b. Statis c. Rentang kendali sempit d. Fungsional e. Hirarki tinggi f. Menekankan pada pengendalian g. Orientasi keuntungan finansial h. Sentraliasi i. Stabilitas	a. Tim b. Dinamis; fleksibel c. Rentang kendali luas d. Integrasi, melibatkan setiap unit dalam kebijakan e. Hirarki datar f. Memberi wewenang g. Orientasi pada proses, keinginan pelanggan dan keuntungan dalam arti luas h. Desentralisasi i. Perubahan berkelanjutan

Source: (Sisbintari, 2013)

Modern organizations tend to prioritize processes over ultimate goals. These organizations are characterized by work processes in groups and coordinated in structure, as well as a greater emphasis on authority than command and control. Therefore, the granting of authority is a form of staff empowerment for the benefit of the organizations (Adnan, 2014). Efforts to transform the organization with modern characteristics have been conducted by the Coordinating

Ministry for Economic Affairs by removing 264 work units after the transfer of structural to functional positions. The organization has prioritized performance in the form of a team characterized by a concerted attempt to integrate and include each unit in diverse policies. This is meant to enable businesses with lean structures to function dynamically and flexibly with a broader span of control and to foster continuous change.

The organizational change includes structures and processes to improve performance. It promotes the development of the environment accompanied by business transformation within the organization as the main architecture to achieve the same goal at a different pace. Business transformation is related to the four 4R dimensions, including reframing, restructuring, revitalization, and renewal (Gouillart & Kelly, 1995).

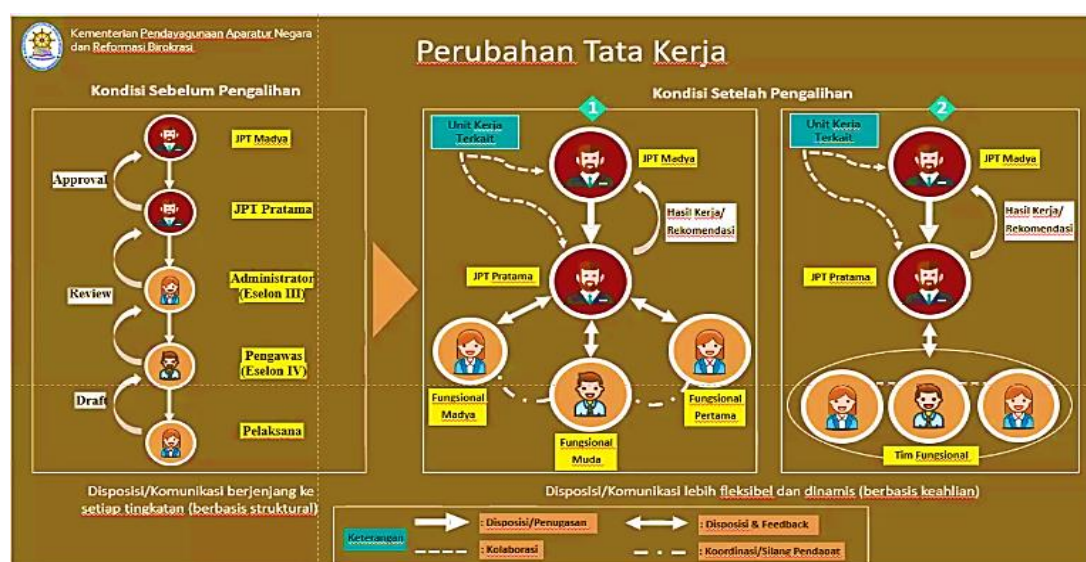


Figure 2. Organizational Work Procedure Transformation

Organizational restructuring is the process of changing the concept of the goals to be achieved (Ariza, 2021). Through this process, the desire of the organization will arise to obtain a competitive level of performance through the renewal of human resources in the transition period. It is characterized by layering and collaborative work mechanisms, work system transformation (digitalization of internal business and public services), and HR transformation. The transfer of structural to functional positions in all ministries and central government institutions from 2020 to 2021 has created various anxiety in structural working groups, power relations, and resource allocation. They are forced to transform amid a lack of preparation, information, knowledge, and support. The old rigid organizational bureaucratic culture is forced to change into a dynamic bureaucracy, a networked, flexible, and collaborative executive model with the dominance of a non-hierarchical flat model structure that brings a new capability-based paradigm. The flat and

circular skuel model is a solution to career and position problems by prioritizing the flexibility of civil servants in competency-based organizations.

Position Transformation

The transfer of structural to functional positions has brought changes to the arrangement of career and position development mechanisms, apparatus competency development, class arrangement, position formation, and functional career patterns based on the collection of credit points according to areas of expertise or skills. Leadership at the primary high leadership level is needed in the span of organizational control which is no longer hierarchical through the command structure. Even though the goal of bureaucratic simplification is to reduce the protracted flow, changing the mentality of civil employees is more difficult than restructuring the organizational structure (Angelia Carissa, 2018). Civil servants are expected to improve the basic values of competency, behavior, code of ethics, commitment to morality, integrity, and public service responsibilities based on academic qualifications, the field of work, and the professionalism of the position.

The transfer of structural to functional positions for administrators and supervisors has reduced the number of positions. However, officials affected by the position transformation can still be assigned to coordination functions according to their respective tasks and functions (Daniarsyah, 2020). Many of the former administrators and supervisors accustomed to carrying out their main managerial tasks as echelon III or IV officials experience psychological changes during the transition by feeling awkward and confused. However, the position class and the nominal compensation received do not change.

This is because the tasks and functions of administrators and supervisors have shifted to functional positions hence coordination is only an additional task in the form of a role that is not permanent and inherent. In functional positions, subordinates have been replaced by work groups that promote coordination and collaboration based on experience and areas of position competency as part of an ongoing process of organizational reform.

The implementation requires the organization to carry out a credit score-based functional transformation, and the rank provisions are as follows:

Table 2. Equalization of Structural to Functional Positions

NO	POSITION	RANK	EQUALIZATION
1.	Administrator (Echelon III)	under IV/a	Intermediate expert functional
2.	Supervisor (Echelon IV)	under III/c	Junior expert functional

3.	Supervisor (Echelon IV)	above III/d	Junior expert functional
4.	Executor (Echelon V)	under III/a	First expert functional
5.	Executor (Echelon V)	above III/b	First expert functional

Source: Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 28 of 2019

The credit score is obtained based on the type of calculation in the functional position. The determination is divided into two approaches, namely the conventional and the conversion system of Employee Work Target. The conventional system is an accumulation of educational value, previous rank, and the percentage of position equalization credit score determined by the formula: “(percentage of credit score multiplied by cumulative credit score for promotion to the rank of the occupied position) + (sum of cumulative credit score for the previous rank at the occupied level and the previous level)”.

Table 3. Provisions for Calculation of Percentage Based on Tenure

NO	TENURE	PERCENTAGE OF SCORE
1.	More than 4 years	100%
2.	More than 3 – 4 years	75%;
3.	More than 2 – 3 years	50%;
4.	More than 1 – 2 years	25%;

Source: Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 28 of 2019

For example, an Echelon IV official of rank IIIc for 2 years will be equated to a functional position of Junior Expert with a total credit score of 250. This score is based on an equalization calculation of 50% from Junior Expert with KP cumulative credit score $(50\% \times 100) = 50$, the element of education = 100, the value of Group IIIa = 50, the value of Group IIIb = 50, hence, the total credit score is 250.

Since administrators and supervisors occupy functional positions, they can be given coordination and management activities according to their field of work. However, this task is additional and no longer mandatory when occupying structural positions. A functional official given additional tasks as a coordinator or sub-coordinator can be changed according to a performance evaluation of at least 1 year or until a change of a new coordinator or sub-coordinator. The implementation of coordination responsibility and the management of this activity obtain an additional credit score from the cumulative for promotion to the top level.

The implementation of coordination tasks and functions of this activity is given an addition of 25% from the cumulative credit score for promotion to a higher level recognized as the main task. The assessment of the additional tasks is carried out after the person concerned has conducted the position tasks in at least one period of functional performance appraisal. Former administrators and supervisors who experience equalization cannot shift the perspective that their duty is just 25% of the cumulative credit score. Furthermore, when the coordination tasks, functions, and management of this activity are only additional tasks, some organizational functions and performance will experience a decline. This is because employees with functional positions are more interested or busy collecting credit scores for the benefit of individual careers and promotions than taking care of coordination functions that are no longer a mandatory tasks.

Table 4. Bureaucratic Simplification at the Coordinating Ministry for Economic Affairs

Echelon	Number of Work Units		Description
	Before simplification	After simplification	
Echelon Ia	8	8	Consistent
Echelon Ib	5	5	Consistent
Echelon II	40	40	Consistent
Echelon III	93	10	Reduced
Echelon IV	204	23	Reduced
Total	350	86	Reduced
Percentage of simplification			88.9%
Number of work units removed			264

Source: Legal Bureau and Organization of the Coordinating Ministry for Economic Affairs in 2021

Minimizing turbulence demands a change in the thinking of functional officials due to equalization that work outputs will be assessed based on credit scores according to their functional positions (Lia, 2020). Organizational governance after restructuring and position equalization has turned into a form of networking that is no longer hierarchical. The organization is turned on by working groups, supporting each other according to their level of position and competency. Even though the performance targets of functional officials after organizational restructuring will follow the same rules as their respective positions, civil servants can be recommended to receive a disciplinary warning when there is an indication of not performing under the main tasks.

Equalization of structural to functional positions can be conducted by the agency's Personnel Guidance Officer without having to wait or obtain a recommendation from the Specific Functional Position (SFP) guidance agency. This is certainly different from the recommendations of the SFP guidance agency. However, there will still be intervention or attention in the process of developing the career of functional officials. Problems occur when a civil servant has occupied a functional position for 2 years and has fulfilled the cumulative credit score, hence, the agency can propose a promotion. Meanwhile, many agencies have not prepared a credit score calculation team after the equalization of structural to functional positions. This is due to the lack of knowledge and organizational priorities to understand the composition, scheme, and requirements for promotion.

Based on Government Regulation Number 17 of 2020, 54 functional position guidance agencies which are ministries, non-ministerial government agencies, secretariats of state institutions, and secretariats of non-structural institutions already have conducted the coaching tasks and functions according to the applicable laws and regulations. Even though several guidance agencies have acted as managers of functional positions and are responsible for ensuring the realization of quality standards and professionalism, many organizations still feel unclear about their new position guidance agencies. Therefore, they are still experiencing difficulties in forming an internal credit score assessment team. This condition will discourage civil servants to improve competency and collect credit scores.

Several variables that should be considered by organizations in the process of transferring functional positions are proposal, consideration, validation, recommendation letter, appointment, and inauguration stages. Government agencies should submit a bureaucratic simplification plan document to the Ministry of State Apparatus Empowerment and Bureaucratic Reform to implement work compensation. It is intended to describe a plan for certain positions to be filled at a later date, depending on the nature of the task and the main business.

After the proposal file is sent to the Ministry of State Apparatus Empowerment and Bureaucratic Reform, the verification and validation process will be performed to issue a recommendation letter as a guide for the appointment of civil servants affected by the simplification of functional status. The last stage is the appointment of functional positions through the process of taking the oath of office.



Figure 3. Civil Servant Career Pattern

Restructuring and transfer of functional positions require the government to formulate a national career pattern between central and regional agencies assigned to the Main High Leadership Position (HLP), Intermediate HLP, Primary HLP, Principal Expert Functional Position (FP), and Intermediate Expert FP. This national career pattern is used as the basis for the preparation of an agency career pattern determined by the Personnel Guidance Officer under the agency's needs and has received consideration from the Minister. The agency career pattern is carried out within the scope of work units in government agencies containing an Administrative Position (AP), First Expert FP, and Skills FP. The Personnel Guidance Officer should pay attention to a sustainable career path such as the lowest to the highest position in a horizontal, vertical, or diagonal career pattern.



Figure 4. Scope of Civil Servant Career Pattern

The career pattern plan includes the number and distribution of prospective office holders, composition, and calculation of periods across career paths or positions with the following considerations: 1). technical, managerial, and socio-cultural competencies under the laws and regulations, 2). the distribution of prospective office holders evenly distributed in terms of number, qualifications, and career development, and 3). fulfilling the competency, qualification, and performance requirements. Based on the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 22 of 2021, the career pattern of civil servants is divided

into horizontal, vertical, and diagonal. These three options can be selected by individuals and are used as the basis for consideration in formulating the career pattern by the Personnel Guiding Officer.

This career pattern can be a guideline and choice for individual career development based on expertise and skills-based competencies (Marthalina, 2021). Meanwhile, civil servants assume equalizing structural to functional posts will make their careers repetitive and specific. Functional positions are not the end of everything because there are still opportunities or options to develop careers on vertical, horizontal, or diagonal paths under the competencies, qualifications, and position requirements equivalent in one or across clumps. This is conducted by considering the organizational needs and through a competency test by the guidance agency. Another problem lies in the choice to develop a diagonal career considered difficult to be implemented between groups of AP, FP, and HLP.

This diagonal career pattern shift can be carried out by AP to FP, FP to AP, AP or Intermediate Expert FP to Primary HLP, or Principal Expert FP to Intermediate HLP and Main HLP through the mechanism of transfer, adjustment, inpassing, or promotion in FP. The rules regarding the diagonal transfer of functional positions for cognate positions and the mechanism for calculating credit scores in cross-functional positions are not specifically regulated. Therefore, they are relatively difficult to be implemented for civil servants wanting to develop a career across functional positions

HORIZONTAL	VERTIKAL	DIAGONAL
<p>Perpindahan dari satu posisi jabatan ke posisi jabatan lain yang setara dilakukan melalui mutasi di dalam maupun antar kelompok Jabatan Administrator, Jabatan Fungsional, atau Jabatan Pimpinan Tinggi. Mutasi dilaksanakan dengan ketentuan: (1) dalam 1 (satu) Instansi Pusat, antar-Instansi Pusat; (2) dalam 1 (satu) Instansi Daerah, antar-Instansi Daerah; (3) antar-Instansi Pusat dan Instansi Daerah; dan (4). ke perwakilan Negara Kesatuan Republik Indonesia di luar negeri dengan ketentuan paling singkat 2 (dua) tahun dan paling lama 5 (lima) tahun.</p> <p>• Horizontal JPT JPT ke JPT</p> <ul style="list-style-type: none"> JPT Madya dan JPT Pratama dapat pindah secara horizontal ke dan JPT Pratama lainnya sesuai dengan persyaratan Jabatan. JPT Utama dapat pindah secara horizontal ke dalam JPT Utama lainnya sesuai peraturan perundang-undangan. Mekanisme perpindahan antar JPT dilaksanakan sesuai dengan ketentuan peraturan perundang-undangan. <p>JPT ke JF Pejabat Pimpinan Tinggi Utama, Pejabat Pimpinan Tinggi Madya, Pejabat Pimpinan Tinggi jabatan yang setara dapat berpindah secara horizontal ke dalam JF Ahli Utama sesuai dengan ketentuan perundang-undangan.</p> <p>Horizontal JF JF ke JF</p> <ul style="list-style-type: none"> JF dapat berpindah ke JF lain sesuai dengan kualifikasi, kompetensi, dan syarat jabatan, 	<p>Perpindahan dari satu posisi Jabatan ke posisi Jabatan lain yang lebih tinggi dilakukan melalui promosi bagi (1) JA dalam satu kelompok JA; (2). JF dalam satu kelompok JF kategori keterampilan atau JF kategori keahlian; dan (3). JPT dalam satu kelompok JPT.</p> <p>Promosi Dalam JPT</p> <ul style="list-style-type: none"> dilakukan sepanjang memenuhi persyaratan Jabatan melalui rencana suksesi, seleksi terbuka atau berdasarkan ketentuan Sistem Merit dengan memperhatikan kebutuhan organisasi. JPT Madya pada Instansi Pusat dan Instansi Daerah dapat pindah secara vertikal ke dalam JPT Utama pada Instansi Pusat. JPT Pratama pada Instansi Pusat dan Instansi Daerah dapat pindah secara vertikal ke dalam JPT Madya pada Instansi Pusat dan Instansi Daerah. Perpindahan secara vertikal dilakukan melalui seleksi terbuka sesuai dengan kualifikasi, kompetensi, dan syarat jabatan dengan memperhatikan kebutuhan organisasi. <p>Promosi Dalam JF</p> <ul style="list-style-type: none"> Promosi dalam kelompok JF dilakukan dalam hal kenaikan jenjang ketentuan peraturan perundang-undangan. 	<p>Perpindahan dari satu posisi jabatan ke posisi jabatan lain yang lebih tinggi tidak berdasarkan garis lini, melalui Promosi atau mekanisme pengangkatan dalam Jabatan Fungsional. Perpindahan karier diagonal dilakukan bagi: (1). JA ke JF; (2). JF ke JA; (3). JA atau JF Ahli Madya ke dalam JPT Pratama; atau (4). JF Ahli Utama ke dalam JPT Madya dan JPT Utama.</p> <p>JA dan JF Ke Dalam JPT</p> <ul style="list-style-type: none"> Perpindahan karier diagonal JA atau JF Ahli Madya ke dalam JPT Pratama dilaksanakan melalui promosi secara seleksi terbuka, sesuai ketentuan peraturan perundang-undangan, dengan memperhatikan kualifikasi, kompetensi, persyaratan jabatan, dan kebutuhan organisasi. Perpindahan karier diagonal JF Ahli Utama ke dalam JPT Madya dan JPT Utama dilaksanakan melalui promosi secara seleksi terbuka, sesuai ketentuan peraturan perundang-undangan, dengan memperhatikan kualifikasi, kompetensi, persyaratan jabatan, dan kebutuhan organisasi. <p>JA Ke JF</p> <ul style="list-style-type: none"> Administrator berpindah diagonal ke Fungsional Ahli Utama;

HORIZONTAL	VERTIKAL	DIAGONAL
<p>meliputi jenjang jabatan dan angka kredit yang setara dalam satu atau lintas rumpun/klasifikasi JF.</p> <ul style="list-style-type: none"> • Perpindahan JF ke JF lain dilakukan dengan memperhatikan kebutuhan organisasi dan melalui uji kompetensi (yang dilaksanakan oleh instansi pembina JF) <p>JF ke JA</p> <ul style="list-style-type: none"> • JF dapat pindah ke JA sesuai jenjang jabatan, kualifikasi, kompetensi, dan syarat jabatan. <p>JF ke JPT</p> <ul style="list-style-type: none"> • JF Ahli Utama dapat berpindah secara horizontal ke dalam JPT Pratama sesuai dengan ketentuan peraturan perundang-undangan. 	<ul style="list-style-type: none"> • Dalam hal kenaikan jenjang jabatan, Pejabat Fungsional berpindah rendah sampai dengan jenjang paling tinggi dalam satu kategori Jabatan • Pejabat Fungsional kategori keterampilan atau keahlian dapat berpindah ke kategori rumpun jabatan fungsional yang memiliki tugas dan fungsi yang sama. • Promosi dalam kelompok JF dapat dilakukan pada Instansi pusat dan Instadengan kualifikasi, kompetensi, dan syarat jabatan berdasarkan kebutuhan dan peta jabatan yang telah ditetapkan. 	<ul style="list-style-type: none"> • Pengawas berpindah diagonal ke Fungsional Ahli Madya; • Pelaksana berpindah dalam bentuk diagonal ke Fungsional kategori keahlian atau kategori keterampilan. • Perpindahan karier diagonal dilakukan melalui mekanisme: (1). perpindahan; (2). penyesuaian (inpassing); atau (3). promosi dalam JF yang dilakukan sesuai dengan ketentuan peraturan perundang-undangan
<p>Horizontal JA</p> <p>JA ke JF</p> <ul style="list-style-type: none"> • Administrator berpindah secara horizontal ke Fungsional Ahli Madya • Pengawas berpindah secara horizontal ke Fungsional Ahli Muda. • Dalam hal kondisi tertentu, perpindahan karier dapat dilakukan melalui mekanisme penyetaraan sesuai dengan ketentuan peraturan perundang-undangan. <p>JA ke JA</p> <p>JA dapat berpindah ke JA lain yang setara sesuai dengan kualifikasi, kompetensi, dan syarat jabatan.</p>	<p>Promosi Dalam JA</p> <ul style="list-style-type: none"> • Promosi dalam JA dilakukan sesuai dengan kelompok rencana suksesi atau melalui seleksi internal. • Jabatan Pengawas ke Jabatan Administrator; atau Jabatan Pelaksana ke Jabatan Pengawas. • Promosi dilaksanakan pada Instansi Pusat dan Instansi Daerah sepanjang memenuhi persyaratan Jabatan sesuai ketentuan peraturan perundang-undangan, dengan memperhatikan kebutuhan organisasi. 	<p>JF Ke JA</p> <ul style="list-style-type: none"> • JF kategori keterampilan atau JF Ahli Pertama berpindah diagonal ke Jabatan Pengawas; atau • JF Ahli Muda berpindah diagonal ke Jabatan Administrator. • Perpindahan karier diagonal dilakukan melalui mekanisme penugasan pada jabatan di luar JF, sesuai dengan ketentuan peraturan perundang-undangan.

Several tasks of the coordinator and sub-coordinator are vacant during the transfer of functional positions because they were previously occupied by the task executors. Assignments of daily and task executors for functional officers can be carried out with the following requirements:

Table 5. Equalization of Daily or Task Executors in Functional Positions

FUNCTIONAL OFFICERS	DAILY/TASK EXECUTORS
Principal Expert	Primary HLP or Intermediate HLP and Main HLP
Intermediate Expert	Administrative Position or Primary HLP
Junior Expert	Supervisory Position or Administrative Position
First Expert	Executor Position or Supervisory Position

Source: Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 28 of 2019

The assignment of daily or task executors can be given to civil servants higher than the position to be assigned when there is no one with these requirements. Furthermore, prospective government officers should have competency and professionalism under the requirements of the position. Competency, expertise, and professionalism are the most important criteria in the appointment of future government employees. Merit is a system for recruiting and promoting

employees based on job performance rather than a political party system. It is the opposite of the spoil system in which government positions are filled by friends, family members, or supporters of the ruling party. Several aspects that form the basis of any performance system implementation are competency, work performance, and an administratively sound structure.

Performance Transformation

According to the discipline concept, the performance system focuses on the basic consideration for the competency of civil servants from the applicable law. The management system based on Government Regulation 30 of 2019 regarding the appraisal of civil servants can be used by organizations, communities, and the state. Meanwhile, performance evaluation factors account for 60% to 70% of employee work goals and 30% to 40% of behavior assessments, including service orientation, commitment, collaboration, initiative, and leadership. It is presented in a role outcome matrix where a performance appraisal is followed by the merit of award or punishment. The new performance appraisal system adds an element of initiative to one of the ratings, which demonstrates the need for officers to adapt and respond more quickly to the challenges of the strategic environment. Superiors give orders, while civil servants are expected to solve problems and meet community needs and expectations.

Changes in professional performance management should be accompanied by training in a dynamic governance framework as well as agile, efficient, and effective administration in the delivery of public services. Dynamic management requires personnel who can think predictively, reflectively, and horizontally or interdisciplinary. This requires the active participation of all employees in the organization and rethinking. The mentality assumes that achievement is a service to the state and the community, including worship, fulfillment of obligations, and material activities. Organizations can promote their employees to work better in serving the community and achieving the vision and mission with this mindset.

The transformation has been oriented towards a flexible and collaborative work mechanism that requires a working system and public services as well as the transformation of human resources prioritizing rewards. This is based on a merit system regardless of political origin, race, gender, age, religion, ethnicity, culture, and disability. Therefore, all civil servants who have fulfilled the qualification and competency requirements can fill career positions according to their field (Damayanti, 2009).



Figure 6. Civil Servant Governance Based on Merit System

Source: Ministry of State Apparatus Empowerment and Bureaucratic Reform Document in 2021

Performance transformation is related to the merit system which aims to minimize the practice of politicization in the bureaucracy, such as the appointment of civil servants who are not elected and promoted based on the merit system principle. Restructuring the appointment of civil servants outside capabilities and qualifications will make the effectiveness and efficiency of performance low. The implementation of the law is expected to bring a new atmosphere for the management of civil servants based on a merit system, recruitment, placement, and promotion for employees.

Bureaucratic Turbulence

Organizational downsizing is conducted by the government to carry out the process of improving human resource governance and improve public services. The existence is made with the aim that government organizations facilitate the realization of the vision and mission with a lean organization by facilitating the division of main tasks and functions in carrying out their duties. Maximizing the potential and quality of employees will indirectly have a major impact on the organization to achieve its goals and objectives. Furthermore, organizational downsizing can assess qualified and competent civil servants to obtain the promotion process (Rakhman, 2020).

The transition from structural to functional positions has left some officers unprepared to perform the essential duties of their jobs. There is still a skill and expertise gap between the initial and the current functional positions. Consequently, civil servants should quickly adjust in setting employees' performance targets according to functional positions. Adaptation efforts are carried out during the transition period, the process of changing work patterns and mindsets in the work environment with a flat and circular model organizational structure. This process is performed

quickly and simultaneously with the process of bureaucratic reform. Therefore, it is very vulnerable to turbulence from the organization, individual apparatus, and the environment.

A new work culture and style have emerged due to shorter leadership structures that have eliminated numerous responsibilities (Marthalina, 2022). Structural organizations are also transforming into virtual amid the Covid-19 pandemic. During times of limited knowledge and civil servants who are not prepared to face the old Weberian version of restructuring, organizations based on developments in knowledge and skills present new challenges and opportunities.

The skuel model requires a strategy of cooperation and synergy between civil servants with an open and competent system, which is the initial capital of a dynamic, adaptive bureaucracy and overrides the comfort zone in the staffing environment. The work system in functional positions is associated with the digital era through a flexible organization with simpler business process arrangements and output-based outcomes with the challenge of changing the mindset of functional civil servants (Marthalina, 2022).

The organization of the Coordinating Ministry for Economic Affairs has attempted to make changes in 3 areas of bureaucratic simplification, namely organizational, position, and performance transformations by implementing a policy of structural transfer into functional positions. Given the many limitations and deadlines set by the Ministry of Administrative Reform and Bureaucratic Reform, the organization has experienced turbulence that is still natural as a form of adjustment to the policy of shifting structural to functional positions. This turbulence is marked by several phenomena such as the discovery of former structural officials who are still lacking in confidence and feel confused about carrying out their main tasks and functions in new functional positions identical in expertise and skills. Meanwhile, the bureaucratic environment has not completely changed from the command and managerial system. This means during the transition to the change of office, a "functional sense of structure" joke emerged.

In the transition, not all civil servants are interested in occupying functional positions due to equity. This is due to a mismatch between the types of functional position clumps carried out with the individual interests of civil servants, scientific competence, expertise, and organizational needs. This condition raises concerns that will indirectly affect individual and organizational performance as well as future career development. Based on observations, some civil servants occupying certain functional positions are still busy with additional tasks that have a heavier workload such as being a financial manager but are still constrained by a limited number of civil servants with experience.

After going through a transitional period of functional positions, organizations need to map the interests and competencies of civil servants. The organization also needs to prepare a

credit score collection system for promotions and positions submitted after 2 years according to the level of rank through the formation of an internal organizational assessment team. Therefore, the Coordinating Ministry for Economic Affairs has made efforts to develop human resources by improving management capabilities, increasing budgets, developing functional position competencies, and improving adaptive and dynamic work culture in response to the impact of transferring structural to functional positions.

Conclusion

The process of transferring structural to functional positions is very different from the previous performance system, causing certain turmoil within the organization and individual civil servants of former structural officials (echelons III and IV). This turbulence occurs during the transition period interpreted as a process of shifting work culture for the needs of a flat circular model based on competency, and prioritizing coordination across work groups to support organizational goals. The transition period can be interpreted by the phenomenon of turbulence within the organization as a form of adjustment and adaptation process to the new bureaucratic reform environment.

Turbulence in the Coordinating Ministry for Economic Affairs is marked by changes in bureaucratic simplification, namely organizational, position, and performance transformation through the arrangement of the new Organizational Structure and Work Procedure (OSWP). The emergence of new functional positions has promoted the organization to harmonize needs and work procedures through career training programs, skills development, and promotions. The organization is expected to provide guidance and guarantee the career pattern of functional positions by preparing a development system through a mechanism for collecting and assessing credit scores.

The main tasks and functions of the Coordinating Ministry for Economic Affairs are to coordinate, synchronize, and control economic affairs in several Ministries and institutions deemed necessary. Therefore, the implementation of transferring structural to functional positions for all administrative and supervisory officers needs to be reviewed. This is because the coordination, synchronization, and control of economic affairs require many apparatus with generalist competencies. Furthermore, they are considered to have greater insight, competency, and opportunities to occupy several positions with a wider scope. Generalist competency is still needed to link economic affairs across ministries and agencies. Therefore, innovation and problem-solving can be carried out comprehensively through a broader helicopter view.

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Regulation :

- Law Number 5 of 2014 concerning State Civil Apparatus
- Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions
- Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 22 of 2021 concerning Civil Servant Career Patterns
- Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 28 of 2017 concerning Competency Standards for Civil Apparatus Positions
- Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 28 of 2019 concerning Equalization of Administrative into Functional Positions