



The Perception of Civil Servants Regarding the Equalization of Structural Positions into Functional Positions and Its Influence on Work Productivity at Ganesha Education University

Ketut Susila¹, Komang Krisna Heryanda², Kadek Rai Suwena³

^{1,2,3} Universitas Pendidikan Ganesha

Jalan Udayana No.11 Singaraja, (0362) 22570, susilaketut77@gmail.com

ARTICLE INFO

ABSTRACT

Article history:

Received:

Received in revised form :

Accepted:

Available online:

The purpose of this study was to determine the perceptions of civil servants regarding the equalisation of structural positions into functional positions and their influence on work productivity at Ganesha University of Education. This research uses quantitative descriptive method. The sampling technique used was purposive sampling with a sample size of 59 employees who have the position of head of section and subsection. Collection using interview techniques and questionnaires. Data analysis using a mixed method approach through qualitative descriptive analysis and quantitative analysis using paired sample t-test. The results showed that (a) the implementation of equalisation of structural positions into functional positions at Ganesha University of Education is a bureaucratic reform in accordance with Permenpan-RB Number 17 of 2021 concerning Equalisation of Administrative Positions into Functional Positions; (b) the perception of civil servants towards the transfer of positions shows that the implementation of the transfer of positions has not optimally increased work productivity due to the determination of functional positions that are limited in number and type so that they do not match employee competence; (c) the results of the paired sample T-test test on there are differences in the work productivity of civil servants at Ganesha University of Education before and after equalisation of structural positions into functional positions.

Keywords: structural position, functional position, job transfer, productivity

1. Introduction

Civil Servants (PNS) play a very important role in carrying out government functions and providing public services to the community. The success and quality of bureaucratic performance

Received Mei 23, 2023; Revised Juni 2, 2023; Accepted Juni 22, 2023

is highly dependent on the competence, integrity, and quality of services provided by civil servants. Therefore, the process of transferring civil servant positions is a very relevant and strategic issue in managing human resources in the bureaucracy.

Simplifying the bureaucracy has become one of the issues that has always surfaced in the last decade. This discourse is one of the responses to the many public complaints about the slow pace of bureaucracy in Indonesia. President Joko Widodo's inauguration speech in mid-October 2019 became a momentum for efforts to simplify the country's bureaucracy. Bringing the bureaucracy down to two levels is one of the five priority programmes of the Advanced Indonesia Cabinet until 2024 (Timur et al., 2022). Following up on the President's mandate, the Ministry of PAN-RB as the leading sector subsequently issued Circular Letters (SE) Number 384, 390, and 391 of 2019 addressed to the Ministers of the Onward Indonesia Cabinet, Governors, Mayors and Regents, as well as all central and regional agencies. The circular letter contains Strategic and Concrete Steps to Simplify the Bureaucracy, in this case starting with identifying echelon III, IV, and V work units that can be simplified and transferred structural positions (Puspita, 2022). A year later, in early May 2020, the Ministry of PAN-RB issued Minister of PAN-RB Regulation Number 25 of 2020 concerning the 2020-2024 Bureaucratic Reform Roadmap. One of the strategic issues that received attention was the simplification of bureaucratic structures and institutions. One of the mandatory quick wins, namely acceleration programmes in the form of activity initiatives that must be implemented by all ministries, institutions, and local governments, both provincial and district / city, is the simplification of the bureaucracy carried out in 2020 and a maximum of 2021.

Responding to the bureaucratic simplification policy, the Ministry of Education, Culture, Research and Technology, since 2021, has started equalising structural positions to functional positions (Saifuddin & Nelliraharti, 2022). This equalisation is also carried out in Higher Education Institutions including Ganesha University of Education based on Permenpan RB Number 17 of 2021 concerning Equalisation of Administrative Positions into Functional Positions. At Ganesha University of Education, it is known that the Head of Section who has been equalised to the Functional Position of Associate Expert is 15 people. Head of Subdivision who has been equalised to the Functional Position of Junior Expert is 44 people, so that the total structural positions that have been transferred to Functional Positions are 59 people. According to (Daniarsyah, 2020), this policy has the potential to lead to high counterproductive work behaviour. The equalisation policy also requires efforts to adjust performance assessments that are integrated with activity items. Previous research conducted by Rohida et al., (2018) explored the implementation of the transfer of positions through the in-passing route at Padjadjaran University, the research proved that the transfer of positions was still not optimal, so it was not as expected. Therefore, this policy is interesting to examine, especially on how civil servants' perceptions of the transfer of structural positions to functional positions and their influence on work productivity (Kustanto & Nuviandra, 2023).

In terms of organisational performance, position equalisation also causes confusion in reducing organisational performance indicators into performance agreements down to the employee level. Some of the obstacles that can be observed in the implementation of the position transition are resistance and discomfort. Employees who are used to structural positions may feel uncomfortable or unwilling to move to functional positions. They may feel that they will lose the status or power they had in structural positions. Transitioning to a functional position may require different skills and competencies. Employees who previously worked in structural roles may not have the appropriate skills to succeed in a new functional role. This can be a major obstacle if there is not adequate training or support. Another inhibiting factor is lack of understanding. In addition, the equalisation of these positions has led to changes in organisational culture. This includes changes in ways of working, values, and attitudes towards work. Changing organisational culture can be a difficult and time-consuming process.

Employees' perceptions of structural to functional equivalency can vary greatly depending on a variety of factors, including how the process is implemented, and the impact on their careers and jobs (Setiawan et al., 2020). To manage employee perceptions of structural to functional equivalency, it is important for organisations to run effective communications, provide appropriate training, and ensure transparency in the process (Astuti et al., 2019). Strong management support and understanding of the long-term importance of this change can also help overcome potential

resistance and dissatisfaction that leads to decreased employee productivity (Wardani & Ika, 2017). The influence of perception is believed to be quite high on work productivity. This will greatly interfere with the overall performance of the organisation if the perception of the position equalisation is poor (Purwaningtyas & Septyarini, 2021). Work productivity can be measured by work quantity, work quality, work efficiency, innovation and creativity and time management. Therefore, the purpose of the study was to determine employee perceptions of the implementation of the transfer of positions from structural to functional in civil servants at Ganesha University of Education and the difference in work productivity of civil servants at Ganesha University of Education before and after the transfer of positions from structural to functional.

2. Research Method

This research uses quantitative descriptive methods. Quantitative descriptive research is research that describes variables as they are supported by data in the form of numbers generated from actual circumstances. The research will be conducted at Ganesha University of Education. The sample in this study amounted to 59 people with details, the head of the section who was equal to the functional position of intermediate expert was 15 people, the head of the subdivision who was equal to the functional position of young expert was 44 people. The sampling technique used in this study is Purposive Sampling, where sampling is carried out through certain criteria, including based on the level of the position of head of section and head of subdivision at Ganesha Education University. This study uses primary data derived from interviews with stakeholders (officials who handle related to the transfer of positions) and distributing questionnaires to affected civil servants and secondary data derived from recording documents related to the transfer of positions. The analysis used to determine the relationship between employee work productivity data before position equalisation and data after position transfer (functional) using the Paired Samples Correlations test. The research stages are shown in Figure 1 below

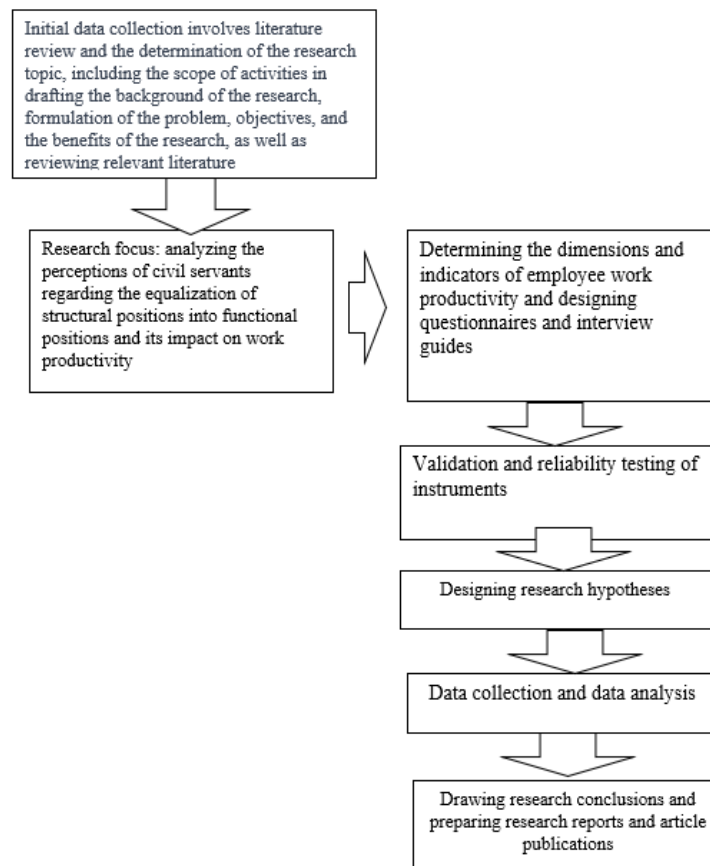


Figure 1. Research Process Steps

3. Results and Analysis

This research was conducted to find out the implementation of equalisation of structural positions into functional positions and its impact on employee productivity. Employee productivity can be seen from work quantity, work quality, efficiency, innovation and creativity and time management. Data analysis is seen from respondents' perceptions based on interviews and questionnaire answers.

3.1 Implementation of equalisation of structural positions into functional positions

The implementation of equalisation of structural positions into functional positions at Ganesha University of Education is one of the bureaucratic reforms that occurs due to government regulations / policies, namely Permenpan-RB Number 17 of 2021 concerning Equalisation of Administrative Positions into Functional Positions, Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 1 of 2023 concerning Functional Positions, and Regulation of the Minister of Education, Culture, Research and Technology of the Republic of Indonesia Number 10 of 2023 concerning the Organisation and Work Procedures of Ganesha University of Education. The implementation of equalisation of positions is still not optimal because (a) the determination of functional positions is limited in number and type so that it is not in accordance with competence and education but is required to be professional, (b) the description of duties, principles and functions (tupoksi) in structural positions is not fully in accordance with functional positions so that they are not ready to carry out duties, principles and functions (tupoksi) in functional positions, (c) many additional tasks outside the duties and functions of their functional positions which cause equalisation functional officials to have difficulty in

collecting credit numbers. The disproportionate division of tasks between additional duties and functional duties causes work overload so that equalising functional officials take extra time in adjusting their duties as functional officials.

3.2 Persepsi Pegawai implementasi penyetaraan jabatan structural ke dalam jabatan fungsional

Civil servants' perceptions of the transfer of positions from structural to functional positions in terms of work productivity at Ganesha University of Education. shows that before equalising positions (structural) work productivity is greater than after equalising positions (functional).

Table 1. Employee perceptions of the implementation of equalising structural positions into functional positions

Num.	Productivity Aspects	Before equalization	After equalization
1	Employee work quality	3.38 (sufficient)	3.12 (sufficient)
2	Employee work quantity	3.43 (High)	3.42 (High)
3	Work efficiency	3.42 (High)	3.37 (sufficient)
4	Employee innovation and creativity	3.47 (High)	3.78 (High)
5	Employee time management	3.44 (High)	3.65 (High)

The data in the table above shows that almost all indicators forming work productivity, namely work quantity, work quality, work efficiency, work innovation and creativity and time management, show a decrease in productivity after being transferred to functional positions. The average value of the level of work productivity of civil servants in structural positions is higher than in functional positions, but the difference is not too large, namely 0.1931 and is still in the same category, namely the high category. In addition, the main tasks and functions in positions before equalisation still need a lot of adjustment so that the level of work productivity is not much different.

3.3 Test Results Hypothesis

Hypothesis testing is used to determine the difference in employee productivity before and after equalisation of functional positions. The following are the results of descriptive statistical tests and paired two-sample mean difference tests.

Tabel 2 Descriptive Statistical Test Result

Paired Samples Statistics					
		Mean	N	Std. Deviation	Std. Error Mean
Pair 1	Before Functional Position Equivalency	3,6024	59	0,34881	0,04541
	After Functional Position Equivalency	3,4093	59	0,36005	0,04687

Source: Primary data processed, 2022

Table 2 above shows the average value of the two data samples, namely before and after the equalisation of structural positions into functional positions at Ganesha University of Education. It can be seen that the mean value of the data before the equalisation of positions (structural) is 3.6024 and the data after the equalisation of positions (functional) is 3.4093. This means that the average data before equalising positions (structural) is greater than the average data after equalising positions (functional). The difference between the data is 0.1931 which indicates that

The Perception of Civil Servants Regarding the Equalization of Structural Positions into Functional Positions and Its Influence on Work Productivity at Ganesha Education University.
(Ketut Susila)

the number of means decreases in the data after the transfer of positions (functional). To answer the main problem, it can be stated that:

- a. The mean before the equalisation of positions (structural) of 3.3024 is between the mean scale of 3.31 - 4.28 which means that the level of productivity of civil servants at Ganesha University of Education is in the "High" category.
- b. The mean after equalisation of positions (functional) of 3.0093 is between the mean scale of 3.21 - 3.80, which means that the level of job satisfaction of civil servants at Ganesha University of Education is in the "High" category.
- c. The average value of the level of work productivity of civil servants in structural positions is higher than in functional positions, but the difference is not too large, namely 0.1931 and is still in the same category, namely the high category.

Hypothesis testing is carried out through parametric statistical tests, namely the paired sample t-test. The mean difference test of two paired samples is one method of testing hypotheses with data used that is not free, which is characterised by the existence of a value relationship in each of the same samples (paired). Paired samples can be interpreted as a sample with the same subject but experiencing two different treatments or measurements, namely measurements before and after a treatment. Hypothesis testing using paired sample t-test was carried out to determine significant differences in the level of work productivity of Civil Servants (PNS) at Ganesha University of Education before the transfer of positions (structural) and after the transfer of positions (functional). The results of testing with paired sample t-test through the help of SPSS software can be explained in Table 3 below.

Table 3 Paired Sample T-test

		Paired Differences							
		Mean	Std. Deviation	Std. Error Mean	95% Interval Difference Lower	95% Interval Difference Upper	Confidence of the t	df	Sig. (2-tailed)
Pair 1	Before Position Equivalency	0.2930	0.4384	0.0501	0.28302	0.30308	58.507	58	.000
	After Position Equivalency	5	7	1					

Source: Primary data processed, 2023

Based on the results of the paired sample T-test in Table 3 above, it can be explained as follows. This test uses a significance level of 5%. The basis used in decision making is if the sig value. 2 (tailed) <0.05 then ho is rejected and h1 is accepted. Seen in Table 4.26 the sig value. 2 (tailed) is 0.000 where this value is smaller than 0.05, so ho is rejected and h1 is accepted. Therefore, it can be concluded that there are differences in the work productivity of civil servants at Ganesha University of Education before and after equalising positions from structural positions to functional positions.

The difference in productivity can be seen from the average value of respondents' responses before and after the equalization of positions was implemented, almost all components of the employee productivity variable decreased after the equalization of structural positions into functional positions was implemented. This is because functional positions require credit score requirements for promotion, while structural positions do not require these requirements. Although functional positions have the opportunity for faster promotion compared to structural positions, the ease of time does not affect the increase in work productivity in functional positions. Functional

positions can be promoted within a period of 2 (two) years if the employee is able to meet the requirements for the amount of credit points set, while structural positions require 4 (four) years to be promoted. Furthermore, things that have an impact on change are in terms of the number of additional tasks outside the duties and functions of functional positions which cause functional officials to experience difficulties in collecting credit numbers. The division of tasks that are less proportional between additional duties and duties as functional causes excess workload so that functional officials equalize become more extra time in adjusting their duties as functional officials. This is in accordance with the results of research conducted by Widya (2022) related to the implementation of equalization of administrative positions for education personnel to functional positions at Surabaya State University found that the obstacle that is often experienced in the implementation of structural positions into functional positions is the difficulty of finding credit numbers because the scope is in the Central area not in the University area (Timur et al., 2022). Another study conducted by Saifudin (2022) related to equalization of positions in higher education stated that in terms of the appointment of functional officials as a result of equalization, it was also seen that the equalized officials were not suitable or even not in accordance with the background of the duties and functions of the previous position, For example, an ASN who was previously an Administrator (Head of Section) of Student Affairs and Alumni was appointed as an Associate Expert Learning Technology Developer, and there was also an ASN who previously served as a supervisor (Head of Subdivision) of Alumni Empowerment in the Student Affairs and Alumni Section was appointed as a Junior Expert Public Relations Officer, where the duties of the current functional position are not in accordance with the previous duties and functions. This is also conveyed by Daniarsyah (2020) who states that in the character of the work that is owned, it affects the skills needed, the type of tasks assigned, and the way of working. However, these three things will affect individual psychological experiences related to the implementation of work tasks. For example, experiences when completing tasks perfectly, feeling responsible for the tasks assigned, and knowledge of the work results achieved. This then affects individual work behaviour which is reflected in the performance given, job satisfaction, work motivation, work attendance and turnover rates at work (Daniarsyah, 2020).

Equalisation of structural positions into functional positions has a significant impact, this can be seen from the results of the correlation test, the correlation coefficient (r) is 0.995. From the level of relationship, the correlation coefficient (R) is located between the intervals of 0.80 - 1.000 which means it has a very strong correlation. The calculation results show that the significant value is 0.000, which means that the probability value is still below 0.05. This shows that there is a strong positive correlation between the level of work productivity of civil servants at Ganesha University of Education before and after the transfer of structural positions into functional positions.

In terms of the components that make up the productivity variable, most of them provide an overview in the moderate to high category. Most respondents' perceptions describe work productivity in structural positions as greater than after being equalised into functional positions. Judging from the quantity of employee work before and after the transfer of positions (structural) is in the sufficient category, one of which is the factor of increasing the quantity of work. Judging from the quality of employee work is in the high category both before and after the equalisation of positions is implemented, but there is a need to improve performance related to the skills and competencies needed in carrying out work duties. In terms of work efficiency, it is high enough, this is based on respondents' responses, especially in the ability to compile and organise information, documents, or tasks so that they are easily accessible and manageable. In terms of innovation and creativity, employees have been able to get involved in innovative projects run by the organisation or work unit. While in the aspect of time management, employee responses are very positive, seen from the responses before and after equalisation, employee work productivity is in the high category, especially in the aspect of the ability to re-plan work schedules when faced with sudden changes or urgent tasks. Based on the description above, it can be concluded that work productivity

in structural positions is greater than after being equalised into functional positions, especially in indicators of work quality, employee time management and work efficiency.

4. CONCLUSION

Based on the results of the analysis and discussion, it can be concluded that;

1. The implementation of equalisation of structural positions into functional positions at Ganesha University of Education is a bureaucratic reform in accordance with Permenpan-RB Number 17 of 2021 concerning Equalisation of Administrative Positions into Functional Positions. The implementation of equalisation of positions is still not optimal because (a) the determination of functional positions is limited in number and type so that it is not in accordance with competence and education but is required to be professional, (b) the description of duties, principles, functions (tupoksi) in structural positions is not fully in accordance with functional positions so that they are not ready to carry out duties, principles, functions (tupoksi) in functional positions, (c) many additional tasks outside the duties and functions of their functional positions which cause equalisation functional officials to have difficulty in collecting credit numbers. The division of tasks that are not proportional between additional duties and functional duties causes work overload so that equalising functional officials spend more time in adjusting their duties as functional officials.
2. The perception of civil servants towards the transfer of positions shows that the implementation of the transfer of positions has not optimally increased work productivity because the determination of functional positions is limited in number and type so that it does not match the competence of employees;
3. The results of the paired sample T-test test on there are differences in the work productivity of civil servants at Ganesha University of Education before and after equalising structural positions into functional positions.

References

- [1] A. Pratama, A. Rajak, and R. Sabuhari, "Pengaruh Penyederhanaan Birokrasi Terhadap Kepuasan Kerja dan Dampaknya Pada Kinerja Pegawai di Lingkup BPS Se- Provinsi Maluku Utara (Studi Tentang Pengalihan Jabatan Struktural Ke Jabatan Fungsional)," *J. Ilm. Wahana Pendidik.*, vol. 8, no. 23, pp. 712–728, 2022.
- [2] M. Marthalina, "Analisis Dampak Pengembangan Karir PNS Pasca Pelaksanaan Alih Jabatan Struktural ke Jabatan Fungsional," *J. MSDA (Manajemen Sumber Daya Apar.*, vol. 9, no. 1, pp. 42–55, 2021, doi: 10.33701/jmsda.v9i1.1716.
- [3] L. Fitrianingrum, D. Lusyana, and D. Lellyana, "Pengembangan Karier Jabatan Fungsional Dari Hasil Penyetaraan Jabatan Administrasi: Analisis Implementasi dan Tantangan," *Civ. Serv.*, vol. 14, no. 1, pp. 43–54, 2020.
- [4] M. Kustanto and W. L. Nuviandra, "Implementasi Penyetaraan Jabatan Terhadap Pola Karier Pejabat Fungsional Hasil Penyetaraan Di Pemerintah Kabupaten Sidoarjo," *J. Litbang Sukowati Media Penelit. dan Pengemb.*, vol. 7, no. 1, pp. 67–80, 2023, doi: 10.32630/sukowati.v7i1.350.
- [5] W. Timur, A. Fauzi, Y. Yakup, and T. Satyawati, "Implementasi Penyetaraan Jabatan Administrasi Tenaga Kependidikan ke Jabatan Fungsional," *JDMP (Jurnal Din. Manaj. Pendidikan)*, vol. 7, no. 1, pp. 39–47, 2022, doi: 10.26740/jdmp.v7n1.p39-47.
- [6] S. Rahmawati, Faizah M. Nur dan Fazila, "Pengaruh penerapan model pembelajaran Problem Based Learning (PBL) terhadap kemampuan berpikir kritis dan hasil belajar siswa pada mata pelajaran ...," *Lentera*, pp. 31–38, 2021, [Online]. Available: <http://mulok.library.um.ac.id/index3.php/82502.html>.
- [7] A. Rakhmawanto, "Model Pengangkatan Jabatan Pimpinan Tinggi Aparatur Sipil Negara dalam Perspektif UU Nomor 5 Tahun 2014 (A)," *J. Penelit. Huk. Jure*, vol. 16, no. 4, pp. 411–424, 2016.
- [8] Saifuddin and Nelliraharti, "Implementasi Kebijakan Penyetaraan Jabatan Administrator dan

- Pengawas ke Jabatan Fungsional (Studi Kasus di UIN Ar Raniry Banda Aceh),” *J. Educ. Sci.*, vol. 8, no. 2, pp. 280–287, 2022.
- [9] D. Daniarsyah, “Menghalau Perilaku Kontraproduktif: Transformasi Jabatan Administrasi Menjadi Jabatan Fungsional,” *JIPAGS (Journal Indones. Public Adm. Gov. Stud.*, vol. 4, no. 1, 2020, doi: 10.31506/jipags.v4i1.7794.
- [10] J. B. A. J. dan Futum Hubaib, “KONSEP PELAYANAN PUBLIK DI INDONESIA (Analisis Literasi Penyelenggaraan Pelayanan Publik di Indonesia),” *Dedikasi*, vol. 22, no. 2, p. 105, 2021, doi: 10.31293/ddk.v22i2.5860.
- [11] W. Setiawan, N. Alfianto, and W. K. Kusumo, “Faktor-faktor yang mempengaruhi terjadinya Fraud Di Sektor Pemerintah Pada Dinas Kota Semarang,” *J. Din. Sos. Budaya*, vol. 21, no. 1, p. 68, 2020, doi: 10.26623/jdsb.v21i1.1505.
- [12] K. Astuti¹ *et al.*, “Pengaruh Kualitas Sumber Daya Manusia Terhadap Produktivitas Kerja Perangkat Desa Di Desa Mekarsari Kecamatan Cipari Kabupaten Cilacap,” *J. MODERAT*, vol. 5, pp. 2442–3777, 2019.
- [13] D. K. Wardani and A. Ika, “Pengaruh Kualitas Sumber Daya Manusia, Pemanfaatan Teknologi Informasi, Dan Sistem Pengendalian Intern Terhadap Keandalan Pelaporan Keuangan Pemerintahan Desa Di Kabupaten Klaten,” *J. Akunt.*, vol. 5, no. 2, 2017.
- [14] E. Purwaningtyas and E. Septyarini, “Pengaruh Stres Kerja dan Persepsi Dukungan Organisasi Terhadap Produktivitas Karyawan yang di Mediasi oleh Self-Efficacy (Studi Pada Karyawan My Creative.Id Yogyakarta),” *J-MAS (Jurnal Manaj. dan Sains)*, vol. 6, no. 1, p. 226, 2021, doi: 10.33087/jmas.v6i1.248.
- [15] S. Mulyani, A. A. Effendy, M. Mas’adi, G. D. Pratama, and A. Teriyan, “Pengaruh Budaya Organisasi Terhadap Produktivitas Karyawan Pada PT Berdikari Pondasi Utama Di Jakarta Barat,” *J. Ekon. Ef.*, vol. 4, no. 1, p. 75, 2021, doi: 10.32493/jee.v4i1.14508.