

Career Development of Functional Positions, Simplification of Organizational Structure, And Equality of Administrative Positions Into Functional Positions: A Literature Review

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ABSTRACT

The number of civil servants in Indonesia is decreasing from year to year. the structure of civil servants is still a serious matter because of the ineffectiveness of the existing echelon levels. Several policies have been carried out to reduce echelon levels. Echelon level simplification policy becomes necessary. That is why echelon level simplification policies and equalization of administrative positions need to be implemented so that employee career paths are clearer. This article reviews the factors that influence the simplification of organizational structure and equalization of administrative positions as executors of career development in functional positions. This paper aims to build a hypothesis based on the literature review and empirical studies that can be used for future studies. The review concludes that the simplification of the organizational structure and the equalization of administrative positions affects the career development of functional positions.

Keywords: *Career Development of Functional Positions, Simplification of Organizational Structure, Equalization of Administrative Positions.*



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INTRODUCTION

An organization, whether a non-profit-based government organization or a profit-based private organization, or a profit-based government-owned organization, will always be faced with what is known as human resource development.

The larger the organization, the more complex the management of human resources. This happens because the number of people who are directly involved in the organization will certainly be even greater. If the people involved are still in the tens or even hundreds, then the management

may not be too complicated. Things are different when faced with organizations in which there are thousands, tens of thousands, or even millions of people. In the context of an organization with human resources in the millions, for example, a government, the level of complexity in its management will obviously be more complicated and difficult.

The number of government employees or often referred to as civil servants is indeed large, especially if the country has a broad contour and is spread over hundreds or even thousands of kilometers and islands like Indonesia. Indeed, there is no definite stipulation on how many civil servants there are in a country. If the number of employees is too large, it is clear that the state's permanent burden will be higher, while it is possible that work effectiveness and efficiency cannot be realized properly. The number of civil servants who are too many has an impact on the burden of employees who are getting heavier. The results of observations by Becker and Posner (2020) show that Most of the attention to government deficits in countries focuses on civil servants, who are seen as parasites who are overpaid, who are paid by the government, contributing directly to public debt. There are indeed good economic reasons to expect the public sector to be less efficient than the private sector. There are four main reasons, namely, there are no incentives provided by the profit motive, public bodies tend to be monopolies, civil servants are voters, and public employers tend to replace salaries that are not in the form of money, such as years of service and large pension benefits because the public pays attention and react negatively to high government salaries.

The results of observations by private institutions, Becker and Posner in 2020, show that comparisons of civil servants in several countries show a unique level of variation. For example, the percentage of civil servants in the workforce of these countries ranges from 6.35 percent in Singapore to 33.87 percent in Sweden. The three lowest countries, and the only ones with less than 10 percent of public employees, are Japan,

Singapore, and Taiwan. The highest countries after Sweden are Denmark (32.3 percent) and Norway (29.25 percent). The rest of the Scandinavian country, Finland, is fifth with 26.31 percent. In fourth place, just below Denmark, is Hungary. Other countries with a percentage of civil servants above 20 percent are Greece (22.3 percent), Canada, and Poland, Greece being the lowest in this group of eight countries, despite all the negative attention its public servants have received recently. The data clearly implies that the variation in the number of government employees or state civil apparatus (ASN) varies between countries and some countries with small populations have a small or small number of ASN.

Reports from the World Bank (World Bank) around the world show that the total government civil employment currently averages (on an unweighted basis for all sample countries) around 4.7 percent of the population. This figure is relatively the largest in the OECD developed market economies (7.7 percent of the population), and the second largest in Eastern Europe and the former Soviet Union (Europe and Central Asia-ECA), with 6.9 percent of the population. Government jobs are relatively small in Africa and Asia (2.0 percent and 2.6 percent of the population, respectively). Latin America and the Caribbean (LAC), and the Middle East and North Africa (MENA) are in between, with employment accounting for about 3.0 percent and 3.9 percent of the population, respectively. From the data above, it is clear that the number of ASN, when compared to the population of a country, is ideally less than 3 percent. Then, what is about Indonesia?. How many ASN and how many echelons are there so far?. Until March 2022, the number of active ASN in Indonesia is almost 4 million people, which means almost 1.5 percent.

The question that must be answered now is whether the figure of 4 million was ideal or excessive considering that the government's burden each year is certainly not small. It means, is the employee structure and levels efficient?

In response to these questions, the Indonesian government through the Ministry of Administrative Reform and Bureaucratic Reform (KemenPan-RB) has made a number of changes to the structure of administrative positions and functional positions. The simplification and streamlining of the structure, including the employee echelons, have been carried out. There are four ranks of ASN, namely groups I, II, III, to IV. There are also 4 ASN Echelon, namely:

1. Echelon I
Echelon I consist of echelon I-A and echelon I-B. The task of echelon I is to determine the main policies to achieve long-term and short-term goals or targets.
2. Echelon II
Echelon II is the executor who serves as the head of an agency with the rank of class IV-C and IV-D. This echelon has the main task of planning and implementing strategy.
3. Echelon III
Echelon III is the head of the field or middle manager with groups III-D and IV-D. This echelon has responsibilities in the form of preparing and realizing agency strategies from echelon II.
4. Echelon IV
Echelon IV is the section head or line manager. Echelon IV is occupied by groups III-B and III-D and is responsible for the operational activities of echelon III.

As mentioned above, KemenPan-RB has issued a policy for ASN, namely Ministerial Regulation PAN-RB Number 25 of 2021, in the form of simplifying the organizational structure and equalizing administrative positions into functional positions. This policy was taken as an effort to simplify the organizational structure and utilize ASN in order to work better effectively and efficiently. With the issuance of these regulations, of course, the central and regional government apparatus must make a number of changes and adjustments. This needs to be done considering that the Regulation will clearly affect the ASN career development process in many ways.

This paper examines the literature with a focus on finding the effect of two independent variables, namely the effect of simplification of organizational structure and job equalization, on career development in functional positions. In particular, the emphasis of the discussion is on government organizations with the object being the field of human resource management.

Based on the background, two main issues can be formulated, namely: a. Does the simplification of the organizational structure affect the career development of functional positions?. b. Does equalization of administrative positions into functional positions affect the career development of functional positions?

THEORETICAL REVIEW

Employee Career Development

Employee career development is important because it relates to their future in the organization. Career development is a personal effort of an employee, in this case is ASN, to achieve certain career achievements (Handoko, 1992). Career development is a personal improvement that is attempted by a person to achieve a personal career plan (Young and Castetter, 2004). That is, career development is an employee's personal effort to improve his status to achieve a higher position in the future. Career development is the result of the interaction between an individual's career plan and the organizational career management process (Bernardin and Russel, 1998). Bernardin and Russell explain the relationship between employee career goals which are determined by two things, namely career development and career planning. All that will be achieved if employees have a clear career path. The goal of employee career achievement is to get the highest position according to their competence. Career planning is the process by which a person chooses career goals and the path to achieve them. Career development is a person's personal improvement in order to realize or achieve his personal career.

Based on the description above, it can be concluded that career development is an intense effort to realize an employee's career improvement in order to achieve his career hopes or aspirations. This achievement must be carried out in a reasonable way, namely through available career paths. DuBrin (2018) asserts that career development is a staffing activity that involves all efforts to help employees determine future career plans in the organization. The ultimate goal is for employees to develop themselves optimally.

From an organizational point of view, employee career development is a must. In order to be able to get employees who are in accordance with the wishes of the organization, the recruitment process must be strengthened. Therefore, employee selection must be carried out according to needs. Mathis and Jackson (2017) suggest that recruitment is an activity of gathering a number of prospective employees (interests) who have qualifications according to the needs of the organization. Recruitment must lead to the implementation of "the right man in the right place". While on the other hand, the selection is the process of selecting and determining a group of prospective applicants who meet the criteria to be placed in certain positions in the organization according to their respective conditions. Employee recruitment is part of human resource management (HRM). HRM consists of a number of activities that include HR planning, recruitment and analysis, equal employment opportunity, health, security, safety, benefits, compensation, and employment relations (Mathis and Jackson, 2017).

In addition to these processes, employee career development must also pay attention to HR competencies. Competence is an inherent characteristic of a person that affects directly or indirectly the skills and abilities and how the person concerned completes the job. Good competent employees can certainly contribute optimally in the organization. On the other hand, a successful training program can also affect the success of the organization in achieving its goals

(Rudhaliawan, 2013). that is, training is expected to be able to increase employee productivity, support and support organizational achievements. Conversely, if the level of employee productivity decreases, then it can hinder the achievement of organizational goals.

In government organizations, in this case, the state civil apparatus, the opportunity to develop a career cannot be said to be evenly distributed. This is indicated because of the various realities that exist in the field. For example, the geographical location of work units that are separated by distance and time, such as between islands, or the disproportionate number of employees between units or departments. There are departments that have a large number of state civil apparatus, but there are also small ones. However, loyal ASN have the same rights and obligations. State civil apparatus has the right to pursue a career as high as possible if the person concerned has competence.

In accordance with Government Regulation Number 11 of 2011 in conjunction with Government Regulation Number 17 of 2020, career development, career patterns, transfers, promotions, and competency development are carried out using a merit system. The selected merit system must be based on certain qualifications, certain competencies, and performance targets. This is where talent management is important. In principle, talent management is developed in order to be able to direct and develop the potential of each ASN. Therefore, the career pattern will be very supportive of its implementation. In summary, the description above clearly shows the importance of government organizations in which there are ASN to be able to develop a career. In line with the issuance of KemenPan-RB regulations where there is a simplification of the administrative and functional position structure, a study of the factors that determine the career of ASN positions needs to be carried out. But at least, there are two factors that are quite dominant in determining the career of an ASN, namely organizational structure and equalization of positions.

Simplification of the organization structure

Simplification of the structure is an effort to rearrange the components of the organization according to the needs and the strategic environment (Rakhmawanto, 2021). Simplification of the structure in an organization is an effort to streamline the organizational unit of administrative positions in government institutions (for government employees) in order to reduce the level of organizational units (Ministerial Regulation of PAN-RB Number 25 of 2021). The simplification of the organizational structure is part of the implementation stages of bureaucratic simplification in order to realize effective and efficient good governance in an optimal way by utilizing the existing government system.

President Joko Widodo stressed the importance of simplifying the organizational structure of the government. The simplification is intended to accelerate government decision-making by shifting structural positions to functional positions. Decision-making management in Government Agencies can consist of four to five levels. Therefore, it is necessary to simplify the organizational structure so that only the two highest levels of decision-making are left. The simplification of the organizational structure puts forward the principles of effective and efficient governance over the implementation of all tasks and functions of the organization, including matters related to efficiency issues in the budget sector.

The policy of simplifying the organizational structure by shifting structural positions into functional positions is part of a strategic program to cut the bureaucratic chain, so as to shorten or shorten the decision-making process. In addition, the simplification of the organizational structure is expected to accelerate the range of actions of the public service work system. In this case, if the positions of administrator and supervisor are reduced, the service in the government bureaucracy is expected to be faster and at the same time open the widest possible space for functional positions that value the special

expertise of the ASN profession.

The things mentioned above are in line with the spirit of bureaucratic reform with the demands of fast, precise, and accurate public services so simplification of the government organizational structure is needed as a solution to overcome the problems of government organizations as a means of providing public services which are currently considered old, complicated, nor less efficient. Simplification of organizational structure is part of the concept of organizational restructuring. Restructuring is an effort to prepare and rearrange all organizational resources. Restructuring is also used to direct HR so that they can contribute to realizing organizational competitiveness so that they are able to face dynamic and tight competition. This understanding in principle emphasizes that reform can be carried out in many and various ways, all of which must be principled and rely on organizational change or renewal. Considering that an organization, especially a large organization, must have a level or structure, or an organizational structure. The organizational structure describes the complete design of the organizational leader on the system and its working mechanism.

A good organizational structure will be able to determine the expectations of the HR organization in order to realize its vision and mission (Gibson et al., 2012). Organizational structure describes the relationship of HR with their activities as a whole (Piffner and Owen, 1951). It explained how the division of tasks, jobs, or functions. Therefore, the design of the organizational structure must be able to ensure the effective operation of the organization. Organizational design must have the flexibility and can be changed according to the needs and developments and demands of the times. Therefore, the organizational structure must be structured by prioritizing dynamic flexibility. The simplification of the organizational structure itself can be analogized as a modification of the structural design. For example, changing the design of a simple organizational structure to another

structure that prioritizes elements of teamwork or a matrix design. According to Harvard Business Essentials, structural changes are aimed at treating organizations like parts of a machine model. The policy of streamlining the organizational structure of the government, both central and regional, in the form of simplifying the bureaucracy is expected to increase activities as well as government effectiveness and form a dynamic, agile, and professional bureaucracy that supports the public service process.

Based on PermenPan-RB Number 25 of 2021, the criteria for administrative positions are simplified into functional positions and administrative positions are still maintained as administrative positions. The simplification criteria for the simplified structure of Administrative Positions include organizational units in the form of administrative positions with various scopes of types of work. For example, work based on analysis and preparation of materials and/or policies. In addition, it also emphasizes work that requires coordination, monitoring and evaluation of policies. Another type that must be maintained is how to regulate the implementation of certain technical tasks of the administrators of government affairs and the implementation of tasks. All of that must continue to prioritize what is known as conformity with functional positions, and functional technical services.

However, the government still maintains the criteria for the administrative unit organizational unit which includes the administrative unit organizational unit, the scope of duties and functions covers several aspects. For example, is the authority to grant authorization that is attributive, or a work unit with regional-based authority, or a technical implementing work unit that has independent characteristics and/or a work unit based on the procurement of goods and/or services.

Equalization of Administrative Positions

Equalization of administrative positions into Functional Positions contains rules regarding the

process of appointing Administrative Officers to Functional Positions. The appointment is carried out by means of an adjustment mechanism (known as inpassing) in equivalent Functional Positions (MenPanRB Regulation Number 25 of 2021). Previously, the government had regulated the policy for equalization of positions (Government Regulation or PP. Number 17 of 2020 as an amendment to PP Number 11 of 2017 concerning Management of Civil Servants and PermenPan-RB Number 28 of 2019 concerning Equalization of Positions in conjunction with PermenPan-RB Number 17 the year 2021 concerning Equalization of Positions. Equalization of positions is one way of simplifying the process of simplifying bureaucracy. This is done with the consideration of creating a more dynamic and professional bureaucracy. The ultimate goal is to create an increase in the performance of public services that run effectively and efficiently.

Equalization of positions as a series of implementation of bureaucratic simplification is carried out in two ways. The first way is to carry out equalization of administrative and supervisory positions into certain functional positions in accordance with the current duties and functions. This is regulated in Permen Pan-RB Number 28 of 2019 concerning Position Equalization jo. PermenPAN-RB Number 17 of 2021 concerning Position Equalization. The second method is carried out by inpassing or changing positions in accordance with the terms and conditions. This must be applied to each administrative official who is affected by the equalization of administrative positions into functional positions. The equalization of administrative positions into functional positions affected by simplification of the organizational structure and equalization of positions is detailed as follows. The administrative position of echelon III becomes the functional position of the middle expert, the administrative position of Supervisor (Echelon IV) becomes the functional position of the Junior Expert, and the executive administrative position (Echelon V) becomes the functional position of the First Expert.

Appointment of functional positions of employees affected by equalization of positions has advantages in terms of simplification of the transfer mechanism. The settings are as follows. Equalization of positions does not require a competency test. Competency tests are carried out if required qualification requirements have not been met. In this case, the exam can be run when the level of education is still not in accordance with the required competencies. There is a discretionary age limit in the implementation of equalization of positions and educational qualifications and experience in Functional Positions, but within three to four years the affected employees must complete educational adjustments to the level of Functional Positions after the equalization of positions, there are three, namely the compatibility between Administrative Positions and Functional Positions, the existence of awards by getting regular promotions and credit points, and approval from the Minister of PAN-RB to carry out the appointment and inauguration of Functional Positions. In principle. the policy of equalization of positions is intended to improve the career development and welfare system of each employee of a Government Agency.

METHODS

The method of writing scientific articles is a policy study by analyzing basic social problems for simplifying organizational structures and equalizing positions on career development in functional positions. This paper is carried out with a literature study approach and by reviewing literature books related to simplification of organizational structures, equalization of positions, and career development of functional positions. In addition, an analysis of scientific articles from various levels of scientific journals was also carried out.

RESULT AND DISCUSSION

Based on relevant theoretical studies and previous research, the discussion in this scientific review paper is emphasized two variables that determine the success of career development in employee functional positions, namely

simplification of organizational structure and equalization of administrative positions.

1. The Effect of Simplifying Organizational Structure on Career Development of Functional Positions

Simplification of the structure in principle is an activity or effort to rearrange organizational components according to the needs and strategic environment (Rakhmawanto, 2021). Simplification of organizational structure is part of the concept of organizational restructuring. Restructuring is part of the organizational transformation called The Four R's Transformation (Gouillart and Kelly, 1995)

Gibson et al. (2012) explained that the organizational structure is the design of organizational leaders so that they are able to determine expectations for HR in order to achieve organizational goals. Meanwhile, according to Pfiffner and Owen (1951), an organizational structure is the relationship between human resources and their activities as a whole which includes the division of tasks, jobs, or functions of implementing employees.

Therefore, the organizational structure is well designed to ensure that an organization is effective. In this case, the existence of human resources is absolute in the organization, so with the development of the organization, it is necessary to adjust the organizational structure. A good organizational structure can be implemented optimally according to the organization's work system for effective and efficient organizational goals.

To improve the career development of functional positions by paying attention to the simplification of the organizational structure, what management must do is pay attention to the policy implementation process, which includes several things, namely communication, disposition or attitude, resources, and bureaucratic structure (Edward, 1980). simplification of the organizational structure

affects the career development of functional positions, if the simplification of the organizational structure is carried out a mapping of the positions and administrative officials will be affected directly by the simplification of the organizational structure.

These structural changes are also intended as programs that implement organization like a functional part of a machine model. That is, the organizational structure must describe the key parts to realize the vision and mission of the organization both in the short and long term (Harvard Business Essentials, 2003: 8).

Based on the description above, it can be seen that the simplification of the organizational structure as a form of bureaucratic simplification is expected to increase government effectiveness and accelerate public services. This simplification is also expected to be able to form a bureaucracy that is more dynamic, flexible, flexible, forward-looking, and professional. All of this is expected to help organizations improve their effectiveness and efficiency. In turn, if the organization is a government organization, then efforts to support good public services will be realized.

An example of a study that analyzes organizational simplification in the Indonesian government is Irfan (2013). Irfan analyzed whether the transfer of structural positions to functional positions emerged as a direct result of the policy of eliminating echelon III and IV at the Regional Personnel Agency. The results of the study indicate that it takes time to see the actual results of the simplifications carried out. Meanwhile, Nalien (2021) found that in the local government of Bukittinggi there were still a number of obstacles to the implementation of the policy of cutting bureaucracy.

2. The Effect of Administrative Position Equalization on Career Development in Functional Positions

Equalization of positions as a series of implementation of bureaucratic simplification is

carried out in two ways. The first way is to equalize administrative and supervisory positions into certain functional positions in accordance with their field of duties and functions. This is in accordance with PermenPAN-RB 17 of 2021 concerning Position Equalization. Equalization of administrative positions was rolled out by the government in order to simplify the echelon and organizational structure of the government with the hope that efficiency and effectiveness would be created as well as convenience in the process of evaluating employee performance (Fitrianingrum et al., 2020).

The Indonesian government carries out three types of transfers from administrative positions to functional positions. To do this, the related units must first propose the transfer of administrative positions to functional positions and then arrange the Organizational Structure and Work Procedures (SOTK), then wait for the SOTK arrangement, and then propose the transfer of administrative positions to functional positions, and through the inpassing route. Fitrianingrum et al. (2020) emphasize four things that must be considered in relation to equalizing administrative positions to functional positions in order to be successful, namely communication, resources, disposition, and organizational structure.

Equalization of positions must be carried out with reference to the principle of merit. This principle requires a number of things, starting from qualifications, competencies, and work results. Everything must be fair. Relevant units must carry out an inventory of positions. In addition, it is also necessary to do job mapping and job analysis. The unit is also required to conduct an analysis of employee needs. All of this should be the basis or basis for shifting the positions of administrators and supervisors into functional positions. Another thing that must be done is the determination of the class of office. This determination must be made rationally. Everything must be based on the results of the job evaluation. This means that the

assigned official must not distinguish between the class of functional officials and the new functional officials as a result of the equalization of positions.

Human resource development can be done by identifying human resource needs. Human resource development aims to improve the performance of individual employees in the organization which in the end is an increase in organizational performance. Human resource development plays an important and vital role in the success of the organization. Development can be done in several ways, for example directing, encouraging, and motivating the improvement or development of employee abilities and skills. All of this is done so that HR can work and contribute optimally in order to achieve the principles of efficiency and effectiveness (Lee and Bruvold, 2003). Human resource development must be based on the concept of individual employee self-development which can take the form of training programs and career advancement. All of this is done to meet the organization's need for human resource expertise in the future.

Equalization of administrative positions was found to have an effect on career development in functional positions (Rohida et al., 2018). They examine the implementation of the transfer of structural positions to functional positions through what we know as inpassing or adjustment to empirical studies at Padjadjaran University. Other research has also been conducted by examining specific matters with different research loci, for example regarding career development through functional positions such as librarian (Widayanti, 2014) or personnel analyst (Suryana and Agsutina, 2019). A number of studies have been carried out related to the implementation of PermenPAN-RB Number 17 of 2021. For example, Susiawati (2021) examined the simplification of the organizational structure of regional apparatus in the form of streamlining the organization of regional apparatuses in Wonosobo Regency and found that streamlining the organization or simplifying the organizational

structure can optimize Functional Positions that allow organizations to become more flexible and dynamic. This can shorten the hierarchical chain.

Setiawan et al. (2022) examine the implementation of organizational simplification policies at the Ministry of Administrative Reform and Bureaucratic Reform and found that there are a number of factors that determine the success of organizational structure simplification. These factors are clear communication, adequate resources, implemented disposition, and availability of bureaucratic structures. Permatasari and Ariani (2021) examined the equalization of post-administrative career patterns to functional positions and reported that career equity from administrative positions to functional positions affects job maps and performance in an organization. This equity is expected to make the organization more dynamic, agile, effective, and efficient, supported by professional, competitive, and superior human resources.

Another research conducted by Fitrianingrum (2020) with the locus is the Indonesian Institute of Sciences (LIPI) found that the determining factors in influencing policy implementation are communication and bureaucratic structure, but unfortunately, these two factors are still not optimally implemented. In addition, it was also found that the change in mindset was also another important factor.

Research Framework

Based on the description of the theory review and empirical evidence, a research framework can be built as shown in Figure 1.

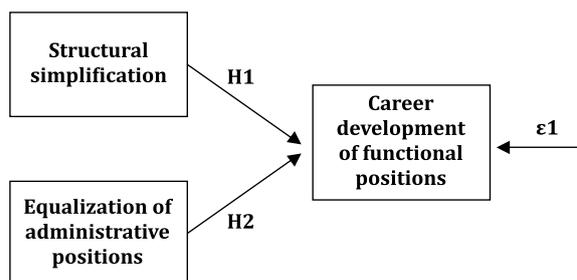


Figure 1. Research Framework

Based on the picture of the research framework above, it can be seen that the simplification of the structure and equalization of administrative positions has an effect on the career development of functional positions.

Based on the theory, relevant articles, and discussions, hypotheses can be formulated for further research. First, the simplification of the organizational structure affects the career development of functional positions. However, the direction of its influence can be positive or negative. A positive effect will appear if the simplification of the structure is able to spur employees to compete more seriously. On the other hand, the simplification of the structure can have a negative impact if the position of the position decreases, and competition can lead to an unhealthy form.

The simplification of the new structure can be carried out after a fairly complete study to ensure that this step is really needed to achieve organizational efficiency and effectiveness. Second, the equalization of positions can have a positive effect on the development of career careers. Equalization of positions will encourage employees to make efforts to improve themselves which in the end will be a trigger to move forward and perform better. However, equalization of positions must be carried out based on good, for example, based on the principle of merit. In this case, the organization's management can set a number of conditions, such as aspects of qualifications, competence, and work results, and carry out with fair principles. Other things that must be done in the context of equalizing positions are job inventory, job mapping, job analysis, and employee needs analysis, which remain the basis or reference for shifting the positions of administrator and supervisor into functional positions.

CONCLUSION AND RECOMMENDATION

Based on the theory, relevant articles, and discussions, hypotheses can be formulated for further research. First, the simplification of the organizational structure affects the career

development of functional positions. However, the direction of its influence can be positive or negative. A positive effect will appear if the simplification of the structure is able to spur employees to compete more seriously. On the other hand, the simplification of the structure can have a negative impact if the position of the position decreases, and competition can lead to an unhealthy form.

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Based on the conclusions above, the suggestion for the development of future research is to identify other variables, apart from the two independent variables discussed in this paper. It must be admitted that there are many other factors that influence the career development of functional positions, apart from the simplification of the organizational structure and equalization of administrative positions at all types and levels of the organization or company. Therefore, further studies are still needed to find out what factors can influence career development in functional positions. Other factors that have the potential to be investigated in relation to career development in functional

positions include the merit system, increased salaries, and allowances or the development of job competencies.

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