



Challenges of Implementing Bureaucratic Reform and Position Equalization in Mimika Regency Government

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Abstract. The mechanism for implementing the equalization of bureaucratic positions is carried out by two methods, including: 1) the implementation of equalization of administrative, supervisory and executor positions into certain functional positions in accordance with their field of duty; 2) through in passing or transfer of position, of course, it is adjusted to the terms and conditions that must be met by each individual who aims to transfer his position to a functional official. The application of equalization of positions in bureaucratic reform has faced major challenges related to the relatively large difference in income and allowances between echelon III and echelon IV which must be adjusted to the amount of income and workload. One of the challenges of bureaucratic reform faced by the Mimika Regency Government is the low level of ASN motivation to be able to improve work performance and career development, this is due to the placement of ASN in structural positions that are not in accordance with educational qualifications but prioritize the process of political approach to get a position. Thus, it is very necessary to implement bureaucratic reform in equalizing positions so as to produce professional and competent ASN. This study uses a qualitative approach so that it can clearly describe the implementation of bureaucratic reform and equalization of positions in the Mimika Regency Government. The results obtained in the study are that the equalization of positions carried out in the Mimika Regency Government is carried out with the criteria determined in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions.

Keywords: bureaucratic reform · equalization of positions · performance

1 Introduction

The bureaucratic reform carried out aims to produce changes for the better to realize good governance. Bureaucratic reform as an action effort in building a more professional, efficient and effective state apparatus in carrying out its duties and functions. The implementation of bureaucratic reform will provide new nuances related to changes in

the organization and bureaucracy which are also related to the management of the State Civil Apparatus.

One of the reasons for the importance of bureaucratic reform, especially in Mimika Regency, Papua Province, is the creation of good governance in accordance with the 2020–2024 bureaucratic reform road map which has been regulated in the Regulation of the Minister of Administrative Reform and Reform of the Republic of Indonesia Number 25 of 2020 concerning the Roadmap of Bureaucratic Reform 2020–2024. Quality governance greatly affects the implementation of development programs that are on the agenda of bureaucratic reform, especially in structuring state apparatus resources, which is referred to from the Presidential Regulation of the Republic of Indonesia Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010–2025.

Based on the road map and design of bureaucratic reform, to improve quality governance, the focus can be on strengthening the government bureaucracy in various aspects so as to realize a clean and free government of corruption, collusion and nepotism, improve the quality of public services to the community and increase capacity and accountability of bureaucratic performance. Efforts to support the policy of bureaucratic reform, simplification or equalization of the organizational structure is carried out so as to create good and right and ideal government conditions. As stated by Thoah [1] the problem of bureaucracy that ran in the New Order era was more a problem of bureaucratic behaviour where the bureaucratic process to strengthen the rulers was likened to a royal official so that there tended to be KKN practices. Then, Dwiyanto, et al. [2] also said that the behaviour of bureaucrats who tend to commit corruption, collusion and nepotism (KKN) increasingly narrows the negative image of public bureaucracy in society. Thus, the challenge in carrying out bureaucratic reform is very big to make changes to bureaucratic behaviour and realize good governance to overcome the crisis of public trust in public services and create professional and competitive human resources.

Bureaucratic reform was also carried out in Mimika Regency, because this area experienced many problems related to human resources (State civil apparatus) in bureaucratic and non-bureaucratic circles. The problems faced include the low competitiveness in the regional economy related to the participation of the workforce with higher education that is not optimal, thus affecting the quality and work ethic of human resources, especially indigenous Papuans.

The basic problem related to bureaucratic reform in Mimika Regency is related to low ASN discipline and not carrying out its duties and functions as ASN properly and correctly. This is related to the findings made by the Regional Head of Mimika Regency, namely as many as 280 Echelon III and IV ASNs do not carry out their duties and functions as stipulated in the law, but still receive their rights as ASN namely salaries and other benefits every month. Not only the level of discipline is a problem in the administration of the Mimika Regency government, but also related to the discrepancy between the level of education and the position, the incompatibility of experience in the office so that it affects the effectiveness of the administration of government. As the Table 1 explains.

Based on the Table 1, the assignment of positions within the Mimika Regency Government that are not in accordance with the qualifications results in the placement and empowerment of ASN personnel owned by ASN not running optimally, and ultimately

Table 1. Table of Echelon III and Echelon IV Pejabat Officials Those Who Don't Have Educational Suitability

No	OPD	Jabatan	Pendidikan Akhir
1.	Dinas Pendidikan	Eselon III	Sarjana Komputer
2.	Dinas Pekerjaan Umum dan Penataan Ruang	Eselon III	Master Hukum
3.	Dinas Lingkungan Hidup	Eselon III	Sarjana Sosial
4.	Dinas Ketahanan Pangan	Eselon III	Sarjana Sosial
5.	Dinas Pemberdayaan Perempuan, Perlindungan Anak & KB	Eselon III	Sarjana Komputer
6.	Badan Penanggulangan Bencana Daerah	Eselon IV	Sarjana Agama
7.	Dinas Komunikasi dan Informatika	Eselon IV	Master Pendidikan
8.	Dinas Perhubungan	Eselon IV	Sarjana Ekonomi
9.	Dinas Koperasi & UKM	Eselon IV	Sarjana Psikolog
10.	Dinas Perikanan	Eselon IV	Sarjana Kehutanan

Sumber: BPKPSDM, Kabupaten Mimika tahun 2021

having an impact on the sustainability of the ideal government. Placement that is not in accordance with the competition held by ASN in Mimika Regency which ends in the failure of public services to the community because ASN personnel feel unable to carry out tasks that are not in accordance with the field they used to work in and choose to leave their duties without clear notification. The impact is that activities within the Mimika Regency government are disrupted because the main tasks and functions do not run optimally.

The phenomenon that occurs in Mimika Regency requires a solution that can provide directions and policies that are right on target in the bureaucratic reform program. One thing that can be done in this case is equalization of positions, Fitrianingrum, et al. [3] states that equalization of positions is one of the efforts in the process of simplifying the bureaucracy with consideration to create a more dynamic and professional bureaucracy as an effort to increase effectiveness and efficiency to support public service performance. Bureaucratic reform through equalization of positions as a step carried out to realize bureaucratic simplification.

Simplification of the bureaucracy in the implementation process is carried out in two events, namely first by equalizing administrative, supervisory and executor positions into certain functional positions in accordance with the areas of duty as stipulated in PermenPANRB Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions. Then the second way is through the in passing or transfer of positions, in accordance with the terms and conditions that must be met by each individual who wants to switch positions to become functional officials.

The implementation of the equalization policy is a challenge for bureaucratic reform in Mimika Regency, which must be faced, especially in bureaucratic arrangements that

are not supported by comfortable and conducive conditions. Thus, ideally the bureaucratic reform carried out in Mimika Regency related to equalization of positions through organizational structuring can be carried out with the Organizational Structure and Work Procedure (SOTK), then proceed with the process of equalizing positions. This SOTK requires a long process and time, so the related position equalization: Administrator (Ahli Madya)

- a. Supervisor (Young Expert)
- b. Executor/echelon V (First Expert)

The positions proposed in the equalization of positions are positions that are affected (deleted) in the simplification of the bureaucracy. Officials who are proposed in the equalization of positions are administrative officials who during the simplification of the bureaucracy sit in the positions that are affected (deleted) in the simplification of the bureaucracy in question. Thus, this simplification of the bureaucracy is the biggest challenge in implementing bureaucratic reform in Mimika Regency which is carried out with an equalization process that is adjusted to Article 4 of the PANRB Regulation Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions, through several requirements that must be met by ASN.

However, in this case, it is important to investigate more deeply about the implementation of bureaucratic reform through equalizing supervisory positions to functional positions in the Mimika Regency Government because so far 560 officials have proposed and 318 supervisory officials have been approved. In addition, it is also necessary to look at the supporting and inhibiting factors in the implementation of the equalization of positions that occurred in the Mimika Regency Government by using indicators of success in achieving the goals of bureaucratic reform. Finally, this study will also look at the impact of equalizing supervisory positions into functional positions on the Papua province's special autonomy policy which has been published in the Republic of Indonesia Government Regulation number 106 of 2021 concerning Authority and Institutional Implementation of the Papua Province Special Autonomy Policy. All of this is done solely to create a more dynamic and professional bureaucracy as expected in the goals of bureaucratic reform.

2 Methods

The research method used in the implementation of this research is a qualitative method. This research method is to describe clearly and according to the facts obtained so that they can find out the challenges of bureaucratic reform in equalizing positions in Mimika Regency. Referring to the opinion of Creswell [4] that qualitative research is research related to problems or issues that need to be explored. The results of this study were also analysed using a qualitative approach, Hajar, et al. [5] that a qualitative approach is an analysis that uses several supporting components and is processed as a whole by involving efforts to interpret data in the form of text or images that are specifically related to the research theme.

3 Result and Discussion

PermenPAN RB Number 28 of 2019 directs for equalization of positions within the central and regional agencies, and in 2021 the government will issue a new policy related to equalization of positions, namely PermenPAN RB Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions. This new regulation serves as a further guideline for government agencies to continue the transformation of apparatus resources to the process of equalization of positions for central agencies that have not made or submitted proposals and which is a continuation for central agencies that have carried out equalization of positions as well as a guideline for local government agencies including the Government. Mimika County.

Mimika Regency is a local government that has several problems related to human resources both in bureaucratic and non-bureaucratic environments. The basic problem related to human resources owned by the Mimika Regency Government is the low competitiveness in the regional economy. This situation is based on the condition of the participation of the workforce who do not have higher education, the quality of the workforce is quite low, and the low work ethic of the indigenous Papuans (OAP). Within the Mimika Regency Government. As the results of Afala's research [6] that there are several main reasons for the birth of bureaucratic reform in Indonesia, namely because the bureaucracy is rigid, inefficient, large, slow and unprofessional. Then, Ratna [7] also stated that bureaucratic reform is a significant change in bureaucratic elements, including institutions, human resource apparatus, management, accountability of the apparatus, supervision and public services.

Bureaucratic reform in the process of equalizing positions in the Mimika Regency Government is also influenced by internal ASN factors and political factors that are full of interests. Internal factors found ASN's indiscipline in carrying out their duties and functions related to the hours of entry and exit, but received a full salary and allowances every month. This ASN indiscipline greatly affects the effectiveness of the local government of Mimika Regency so that it cannot realize good and correct governance.

The process and mechanism for equalizing positions in the Mimika Regency Government is also strongly influenced by political interests, especially since the special autonomy policy in Papua. The resulting impact in the bureaucratic reform process is that the OAP education level as ASN cannot support the equalization of positions carried out within the Mimika Regency Government so that they cannot occupy structural positions which are finally brought into the political realm. The policy of equalization of positions related to obtaining structural positions for OAP also greatly influences community involvement in development directly.

The reality that occurs in the Mimika Regency Government is that bureaucratic reform can be realized through equalization of positions, starting from the Regional Secretariat, DPRD and OPD Secretariat, but at the district and sub-district levels it is still in the process of being studied so it is not yet at the implementation stage. Streamlining the bureaucracy by eliminating echelon III and IV and then replacing it with functional ones in several oktal sections, first of all socialization must be carried out involving all OPD Heads and Secretaries. Echelon III in the entire Mimika Regency Government is a human resource analyst at a functional analyst institution that has several staff to help realize good governance.

There are several changes that must result from the implementation of bureaucratic reform in Mimika Regency, including:

1. Change management, namely changing the system, mindset and work culture for the better and in accordance with the goals and objectives of bureaucratic reform.
2. Organizing and strengthening the organization, namely by increasing the efficiency and effectiveness of the organization proportionally according to the need so that it can be of the right function and right size.
3. Arrangement of laws and regulations, by increasing the effectiveness of the management of laws and regulations issued or issued.
4. Structuring human resources, by increasing the professionalism of apparatus resources with the support of a competency-based, transparent recruitment and promotion system for apparatus and obtaining appropriate salaries and forms of welfare insurance.
5. Arrangement of management, by increasing the efficiency and effectiveness of systems, processes and work procedures, strengthening supervision, namely realizing a clean and corruption-free government, such as statutory regulations.
6. Strengthening work accountability by increasing the capacity and capability of bureaucratic performance.
7. Improving the quality of public services, through the provision of services that are faster, cheaper and of higher quality.

The existence of dynamics in bureaucratic reform on organizational structuring, so as to get bureaucrats who have high integrity in carrying out their performance, the government through Permenpan RB No. 17 of 2021 to equalize positions in every agency directly under the Ministry of Home Affairs, both in the central government and regional governments. Bureaucratic reform by equalizing positions has also been ratified and will be carried out in early 2022.

Equalization of positions in the form of the abolition of echelon III and echelon IV and become functional positions. The Mimika Regency Regional Government is one of the level II regions that has matured in making preparations for the equalization of positions. Consideration to abolish echelon III and echelon IV in structurization is believed to be able to create a simpler organization to support performance more effectively and efficiently, another effort that has been made is to streamline the government organizational structure. With the simplification of the bureaucracy, it is hoped that the disposition/communication is more flexible and direct to the functional, including in Mimika Regency which has a track record of taking action against the spoil system in the implementation of organizational structuring and job analysis.

4 Conclusion

Government agencies that wish to carry out bureaucratic reform through equalization of positions must first propose documents to the Ministry of State Apparatus Empowerment (KEMENPAN-RB). This is explained in the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions.

Structural positions in echelon III and echelon IV have almost the same level in functional positions that have reached the expert level. The reality is that those who have certain functional positions at the expert level can be at a higher level of achievement compared to those who occupy structural positions in echelon III. However, in the calculation of allowances, the amount received is not based on the weight of the position, so that there is a disproportionately high proportion of work weights and allowances.

However, changes in the Mimika Regency Local Government did not occur as a whole, such as the general section and the public relations section which did not experience any changes. However, a comprehensive change occurred in echelon III and IV in the OPD which was only occupied by the Head of the OPD and the Secretary, for the ones they supervised were only functional groups. From some of the obstacles found in the Mimika Regency government, it is necessary to reorganize or reform the bureaucracy.

Mimika Regency has also conducted socialization to all civil servants within the Mimika Regency Government regarding the equalization of administrative positions into functional positions. This socialization activity was carried out with the aim of equating the perception of all employees towards Permenpan RB Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions after the issuance of Government Regulation Number 106 of 2021 concerning Institutional Authority for the Implementation of the Special Autonomy Policy for the Province of Papua.

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Authors' Contributions. This research is expected to be a reference in the Mimika Regency Government in optimizing bureaucratic reform through equalization of positions. It aims to improve the quality of the performance of ASN.

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