



## Implementation of the Policy on Equalization of Structural Positions to Functional Positions in the Department of Library and Archives of South Sulawesi Province

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### Abstract

This study investigates the implementation of the structural to functional position conversion policy at the Library and Archives Office of South Sulawesi Province, as part of Indonesia's broader bureaucratic reform agenda. The policy of position equalization is a strategic initiative introduced by the central government to streamline organizational structures, enhance adaptability, and promote professional governance by transforming administrative echelon IV positions into expert functional roles. Employing a qualitative approach with a case study design, data were collected through in-depth interviews, direct observation, and document analysis. The analysis is guided by Grindle's (2017) policy implementation model, which emphasizes both the content of policy and the context of implementation. The findings reveal several critical challenges in the policy's implementation. Substantively, the policy lacks adequate technical and social preparedness. Identified obstacles include limited policy dissemination, insufficient understanding among civil servants regarding functional position requirements particularly the credit point system and the absence of structured transitional training. From the contextual perspective, the implementation process is hampered by the complex interplay of multiple stakeholders, protracted bureaucratic procedures, and the low responsiveness of affected personnel. Additionally, discrepancies between employees' competencies, job descriptions, and workload in their new functional roles contribute to inefficiencies. This study concludes that without comprehensive technical support and adaptive institutional measures, the goals of structural transformation may remain unmet. It recommends the development of integrative supporting mechanisms to ensure a sustainable and effective transition toward a professional, performance-oriented civil service.

**Keywords:** Agile Governance, One-Stop Services, Public Service, Governance

### 1. Introduction

Bureaucratic reform constitutes a strategic agenda aimed at enhancing government performance, recognizing the central role of bureaucracy in the administration of state affairs. Through the delivery of quality public services, the bureaucracy functions as a primary catalyst in efforts to improve societal well-being (Hamdani & Fauzia, 2022). The main objective of bureaucratic reform is to improve bureaucratic performance and to reshape public perceptions regarding government effectiveness, particularly in public service delivery (Turner et al., 2019). In today's increasingly complex global context, bureaucratic reform must be carried out continuously to respond to the evolving needs of society (Pratama et al., 2023).



One of the strategic policies in Indonesia's bureaucratic reform agenda is the conversion of structural positions into functional ones. This policy aims to establish a governance system that is more adaptive, professional, and results-oriented. The government reaffirmed its commitment through the Ministry of Administrative and Bureaucratic Reform (PAN-RB) Regulation No. 25 of 2020 on the Bureaucratic Reform Road Map 2020–2024, which mandates bureaucracy simplification as a means to accelerate national development. This simplification includes organizational restructuring, position conversion, and the adjustment of work systems.

In 2019, President Joko Widodo announced the elimination of echelon III and IV structural positions, which were to be converted into functional roles, with the goal of reducing rigid hierarchical structures and fostering a more flexible work system. Functional positions are seen as more conducive to the development of civil servants' competencies, as they emphasize individual expertise and performance outcomes. According to Government Regulation No. 11 of 2017 on Civil Servant Management, echelon III and IV structural positions are part of administrative positions, including administrators, supervisors, and implementers.

However, the implementation of this policy has not been without challenges. Gunawan (2022) notes fundamental differences between administrative and functional positions. Administrative roles are generally managerial in nature, while functional positions are based on individual expertise and are assessed through a credit point system. This paradigm shift requires time and adjustment for affected personnel.

The Library and Archives Office of South Sulawesi Province is among the agencies that have begun implementing this policy in accordance with PAN-RB Regulations No. 17 of 2021 and No. 1 of 2023. Initial observations and interviews revealed that echelon IVa positions in several units within the office have been converted into functional expert positions, such as Young Librarian and Young Archivist.

Nonetheless, several challenges have emerged during the implementation process, including insufficient understanding of new responsibilities, increased workload without additional staffing, and mismatches between job placements and employees' competencies or educational backgrounds. These mismatches potentially hinder task execution and service quality. Furthermore, limited resources both budgetary and in terms of expert human capital pose significant obstacles to the provision of training, evaluation, and the adaptation of work systems.

According to Grindle (2017), successful policy implementation depends on the clarity of objectives, well-prepared action plans, adequate resource allocation, and the socio-political context in which the policy is embedded. Therefore, it is essential to evaluate the implementation of the position conversion policy comprehensively within the context of local government institutions.

Based on this background, the main research questions of this study are: how is the content of the structural-to-functional position conversion policy being implemented at the Library and Archives Office of South Sulawesi Province, and how do environmental factors influence the policy's implementation? Addressing these questions is crucial, as the conversion from structural to functional roles affects not only technical-administrative aspects but also employee task comprehension, workload, competency alignment, and overall organizational effectiveness. Hence, this study seeks to examine how the policy is implemented and identify the factors that influence its success.

## 2. Methods

This study adopts a qualitative approach, as it seeks to obtain a comprehensive and in-depth understanding of the phenomenon under investigation, particularly the implementation of the policy on the conversion of structural positions to functional positions. This approach is deemed appropriate as it enables the researcher to descriptively explore various dynamics, perceptions, and the socio-organizational context that influence policy implementation. Data collection was conducted using a triangulation technique, which involves the integration of multiple methods and data sources to enhance the validity and reliability of the findings.

Data were gathered from two types of sources: primary and secondary. Primary data consist of information directly obtained from informants through in-depth interviews, direct field



observations, and internal organizational documents. Secondary data include supporting materials such as official documents, policy reports, legal regulations, and relevant scholarly literature.

The data analysis process employed in this study involves several key stages. The first is data reduction, which entails filtering and categorizing the collected information to focus on elements deemed important and relevant to the research theme. The reduced data are then presented in a systematic narrative or descriptive form to facilitate interpretation. The final stage is drawing conclusions, which is conducted reflectively and based on the interpretation of the analyzed data, with the aim of addressing the research questions and achieving the overall objectives of the study.

### 3. Results and discussion

#### A. Result

In this study, the researcher employed the policy implementation theory proposed by Grindle, which consists of two main dimensions: *Content of Policy* and *Context of Implementation*. The *Content of Policy* dimension includes the following components: interests affected, type of benefits, extent of change envisioned, site of decision-making, program implementers, and committed resources. Meanwhile, the *Context of Implementation* dimension encompasses the power, interests, and strategies of involved actors, as well as the compliance and responsiveness of implementers.

This framework was used to analyze the implementation of the Minister of Administrative and Bureaucratic Reform Regulation No. 17 of 2021 concerning the conversion of administrative positions into functional positions. The regulation serves as a bureaucratic reform strategy aimed at streamlining organizational structures to enhance efficiency and reduce hierarchical levels within government institutions. By minimizing excessive bureaucratic tiers, the policy is expected to accelerate decision-making processes and improve overall governance performance.

#### *Content Of Policy*

Isi kebijakan adalah muatan dalam kebijakan publik yang mencakup apa yang diatur dalam kebijakan tersebut, tujuan yang ingin dicapai serta bentuk tindakan atau program yang akan dilakukan. Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Nomor 17 Tahun 2021 mengatur tentang penyetaraan jabatan administrasi ke dalam jabatan fungsional yang bertujuan untuk menyederhanakan birokrasi dengan mengalihkan jabatan struktural eselon III, IV, V ke jabatan fungsional tertentu. Penerapan kebijakan ini telah dilakukan oleh Dinas Perpustakaan dan Kearsipan guna menciptakan organisasi yang lebih adaptif dan berbasis pada keahlian.

#### a. *Interest Affected*

At the South Sulawesi Provincial Library and Archives Office, the interests affected by the implementation of the policy encompass not only individual and group interests but also the institutional roles of the organizations involved. This was revealed through interviews with personnel officers who are primarily responsible for administrative and human resource management. One respondent explained:

“The implementation process of the bureaucratic simplification policy follows certain stages. The President provides instructions to initiate the simplification effort, the Ministry for Administrative and Bureaucratic Reform (KemenPANRB) issues policy guidelines, and then the Regional Government Agencies (OPDs) submit proposals through the organizational bureau. This process involves collaboration among the OPD, the Regional Personnel Agency (BKD), and the National Civil Service Agency (BKN), before the proposal is formally submitted by the Governor to the Minister. Official approval from the Minister is required before the organizational simplification can be executed. The involved OPDs must work in coordination with the organizational bureau and the regional personnel agency. In this case, for functional roles such as librarians and archivists, proposals originated from the Library and Archives Office. Once approved, the Governor will establish the new organizational structure through a gubernatorial regulation.”



“The institutions involved include KemenPANRB, the Ministry of Home Affairs, BKN, the Governor or Mayor, the Bureau of Organization (Ortala), the Regional Personnel Agency (BKD), and human resource departments.”

Based on interviews with the personnel division, the organizational restructuring and position reclassification process involves multiple institutions. The Ministry of Administrative and Bureaucratic Reform (KemenPANRB) is responsible for formulating the policy, issuing implementation guidelines, and conducting final validation of the conversion of 21 administrative positions into functional roles. The Bureau of Organization and Procedure is tasked with reviewing job proposals and workload analyses to determine whether the proposed conversions are appropriate. The Regional Personnel Agency (BKD) validates employee data to ensure candidates meet the necessary requirements for functional roles. At the regional level, the Governor holds the authority to submit official requests for job conversion to the Ministry, ultimately endorsing the implementation of bureaucratic simplification at the local government level.

#### *b. Type of Benefit*

The interview with the Head of the Personnel Subdivision at the South Sulawesi Provincial Library and Archives Office revealed:

“The benefit of this organizational simplification is that coordination, which used to be complicated, is now much more streamlined. Here, supervisory positions have already been equalized, so coordination now proceeds directly from the head of the division to the secretary and then to the head of the agency.”

In addition, based on interviews with employees who experienced job reclassification, it was stated that:

“A functional position is independent. It is not bound in the same way a structural position is, which tends to be more rigid.”

“Structural positions are about managerial coordination, whereas functional positions have specific targets as outlined in job standards. Functional roles are guided by performance indicators. Structural positions emphasize managerial and coordination tasks, but functional positions focus on technical competencies and specialized skills. There are also added benefits such as functional allowances. Personally, I find the work more flexible in a functional role compared to a structural one. In a functional role, we work based on our performance targets (SKHK), which gives more direction and clarity about what tasks to prioritize. We are required to accumulate credit points from activity elements. However, with the new regulation from the Ministry, this is now evaluated through the SKP (Employee Performance Target), though we still carry out the core duties of a librarian.”

Furthermore, a coordinator at the same institution explained:

“It facilitates organizational performance. With the presence of functional positions, technical work becomes easier because the direction is clear. The nature of the library service involves direct interaction with the public and capacity building activities, which require functional positions due to the expertise and skills they demand.”

#### *c. Extent of Change Envisioned*

Ministerial Regulation PAN-RB Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions, as a follow-up regulation on the technical implementation of bureaucratic simplification, has prompted the South Sulawesi Provincial Library and Archives Office to carry out structural streamlining. Signs of the intended changes have begun to emerge, as reflected in the following interview findings:

The Head of the Personnel Subdivision at the Library and Archives Office stated:



“With this organizational simplification, coordination previously convoluted is now more streamlined. Here, supervisory positions have already been equalized, allowing coordination to flow directly from the head of division, then to the secretary, and finally to the head of the agency.” (30/04/25)

An employee whose supervisor was transitioned to a functional position also stated:

“I feel that we can now collaborate without pressure... Work has become more effective after the equalization because everyone is now on the same level. We just need to work together to complete tasks. Especially when those in the equalized roles are more capable, we can simply help each other in our respective fields.”

Another staff member, who also experienced the equalization, added:

“The process follows Government Regulation No. 17 of 2021. So, in fact, structural positions do not immediately disappear, but are first equalized into sub-coordinator or coordinator roles. For example, a division head becomes a coordinator, and over time the transition from structural to functional position happens gradually.”

Based on the legal basis of the policy and its implementation at the South Sulawesi Provincial Library and Archives Office, the intended outcome is to simplify the organizational structure by streamlining existing hierarchies. This aims to facilitate and accelerate coordination between leadership and functional units, reducing complexity and redundancy in business processes. Ultimately, this enables more efficient and effective decision making and is expected to improve public service delivery in accordance with the agency’s duties and functions.

#### *d. Side of Decision Making*

The South Sulawesi Provincial Library and Archives Office has undertaken a series of steps in the decision-making process, which ultimately resulted in a policy of bureaucratic simplification through position equalization. This process reflects a structured approach taken to enhance organizational efficiency and effectiveness, in line with the broader bureaucratic reform agenda.

An employee from the agency stated:

“We report to the division head because each division has its own head-there’s one for librarianship and one for archiving, and we, as part of the archiving unit, are responsible to the head of that division.”

Another employee elaborated on the functional transition:

“That position has already been equalized, but even before that, the Head of the Office had appointed him as a functional librarian while simultaneously assigning him as a coordinator. The only difference is that this role doesn’t appear formally in the organizational structure. It’s just a matter of equalization. However, in practice, he still regularly coordinates with both the Head of the Office and the division heads. So, in our unit, for example in the processing division, we consult with him, share concerns, and he then discusses them with the division head, who subsequently brings them to the Head of the Office.”

This reflects the implementation of the President’s directive, which is formalized through Government Regulation (PP) No. 11 of 2017 as amended by PP No. 17 of 2020 concerning Civil Servant Management. Article 350A, paragraph 2, stipulates that bureaucratic restructuring through position equalization is to be executed via ministerial regulation. Consequently, Ministerial Regulation PAN-RB No. 17 of 2021 was issued.

As part of this implementation, the Governor of South Sulawesi acts as the primary decision-maker by issuing South Sulawesi Governor Regulation (Pergub) No. 7 of 2023 concerning the Position,





Organizational Structure, Duties and Functions, and Work Procedures of Regional Apparatuses. This regulation includes provisions on the updated organizational structure of the Library and Archives Office, which was then followed up by each relevant regional apparatus unit in the province, including the South Sulawesi Provincial Library and Archives Office.

*e. Program Implementer*

At the South Sulawesi Provincial Library and Archives Office, bureaucratic reform programs have been implemented, including organizational simplification. One of the key components of this simplification is the equalization of Echelon IV positions, which has been carried out by the institution. Based on an interview with the Library and Archives Coordinator, it was stated that:

"The Minister of Administrative and Bureaucratic Reform instructed that all structural officials at the Echelon IV level must be equalized by January 1, 2022. Civil servants occupying structural positions must be converted into functional positions and appointed as *Ahli Muda* (Intermediate Experts). There was an employee who already held Rank IV and should have been placed as *Ahli Madya* (Senior Expert), but due to their previous Echelon IV structural role, they were only appointed as *Ahli Muda*."

"There are four ways to simplify the organization, but when it comes to equalization, it follows the instruction of the Minister of PAN-RB that all Echelon IV structural officials must be converted to functional roles. The governor executes this and grants authority to the Regional Civil Service Agency (BKD) to carry out the equalization by issuing a decree converting structural positions into functional ones. The requirement is that the official must already occupy an Echelon IV structural position within the relevant institution such as the Library and Archives Office so that even if the official does not fully meet the qualifications, the position is still converted to functional."

In an interview with the HR officer at the Library and Archives Office, it was also stated that:

"The implementation process of this equalization policy involves several stages, starting from the President's instruction for bureaucratic simplification, followed by the issuance of technical guidelines or policies by the Ministry. Regional apparatuses (OPD) then submit proposals to the Organizational Bureau, in coordination with BKD and BKN. Official submissions are made by the Governor to the Minister, who must approve them before implementation. The involved parties include the Organizational Bureau, the Regional Civil Service Agency (BKD), and the proposing OPD itself. For example, functional roles for librarians and archivists were proposed directly by the Library and Archives Office. The proposal is submitted to the Governor, who then forwards it to the Minister for approval. Once approved, the Governor enacts a Governor Regulation (Pergub) to establish the new organizational structure, making the revised structure visible and official within the regional government."

The implementation of the equalization program, based on the Minister of PAN-RB's instruction, required that all Echelon IV structural officials be converted into functional roles by no later than January 1, 2022. All employees previously occupying structural positions were automatically reassigned and appointed to specific functional positions. However, the process was often conducted simultaneously and did not always consider the individual qualifications and ranks of the employees, leading to mismatches such as employees in Rank IV being appointed only as *Ahli Muda* rather than *Ahli Madya*.

Bureaucratic simplification was carried out through five main mechanisms: initial appointment, job transfer, equalization, adjustment, and promotion. This process began with national policy and proceeded to regional implementation. At the regional level such as within the South Sulawesi Provincial Library and Archives Office the process began with a proposal drafted by the OPD, validated jointly with BKD and BKN, and then submitted to the Governor, who forwarded it to the Minister of PAN-RB for approval. Upon approval, the Governor issued a Pergub (Governor Regulation) as the legal basis for organizational restructuring, including the equalization of positions.



With the enactment of the Pergub, the new organizational structure was formally adopted within the regional government environment.

#### f. *Resources Committed*

In the context of the South Sulawesi Provincial Library and Archives Office, the process of equalizing positions from structural to functional roles demands substantial budgetary support and adequate human resources to ensure the smooth and effective implementation of the policy.

“The human resources involved in this organizational simplification include personnel related to staffing analysts, employees subject to equalization, and competent HR professionals responsible for overseeing the equalization process. As for the budget, it is accumulated and determined by the governor, and is already included in the governor’s regulation (Pergub). Thus, when the organizational simplification is implemented, the budgeting process automatically adjusts as well.”

“The structural Echelon IV position previously came with a job allowance of IDR 540,000, while the functional *Pustakawan Ahli Muda* position offers around IDR 800,000. Although the functional allowance is higher, the structural position entails greater responsibilities, especially in coordination and in handling activities tied to the budget plan (DPA).”

“This equalization process also requires sufficient funding because transitioning from structural to functional roles necessitates an increased budget.”

The resources available and utilized in the implementation of the job equalization policy at the South Sulawesi Provincial Library and Archives Office were primarily focused on human resources. These included the Head of the Office as the institutional leader, and six sub-coordinator positions: Sub-Coordinator for Deposit, Sub-Coordinator for Collection Development and Processing, Sub-Coordinator for Library Development, Sub-Coordinator for Archival Development, Sub-Coordinator for Archival Supervision, and Sub-Coordinator for Archival Studies. Additionally, HR officers played a crucial role in designing the transition process from structural to functional roles, ultimately resulting in the transformation of all structural positions into *Pustakawan Ahli Muda* (Intermediate Expert Librarians) and *Arsiparis Ahli Muda* (Intermediate Expert Archivists). Moreover, resource allocation extended beyond the transition process itself. After equalization, the respective employees received education and training programs to prepare them for their new responsibilities in line with the tasks and functions of their functional positions. The shift also required a higher budget, as the functional positions are accompanied by higher allowances compared to their previous structural roles. Consequently, a reallocation of the budget had to be carried out by the South Sulawesi Provincial Library and Archives Office to accommodate these financial adjustments.

#### *Context Of Implementation*

Policy environment refers to all external and internal factors that influence the process of policy implementation, particularly those related to actors, institutions, and the level of compliance among implementers. Understanding this context is crucial to ensure that the formulated policies can be implemented effectively and achieve their intended goals (Entjaurau et al., 2021). According to Grindle, the factors within the implementation context determine the extent to which a policy can be implemented successfully or is likely to face failure.

##### a. Power, interest, and strategy of actors involved

Power, interests, and the strategies of involved actors are critical elements that influence the course of policy implementation. In practice, numerous stakeholders such as government bodies, civil servants, organizations, and community groups are involved. Each of these actors holds a certain degree of power, which refers to their influence in shaping the direction or substance of a policy. In 2021, the Ministry of Administrative and Bureaucratic Reform (KemenPAN-RB) issued Regulation



No. 17 of 2021 concerning the functionalization of structural positions, mandating that all government institutions submit their proposals for position equalization by June 30, 2021. Furthermore, by December 31, 2021, all equalized employees were required to be officially appointed. This was later followed by the issuance of KemenPAN-RB Regulation No. 1 of 2023, which further regulated functional positions. Based on an interview conducted on June 18, 2025, the Coordinator of the Library and Archives Office of South Sulawesi Province explained:

"The equalization policy aligns with the President's directive at that time to simplify organizational structures and accelerate decision-making. All regional government agencies (OPDs) in South Sulawesi were required to implement position equalization."

This directive was formally stipulated in KemenPAN-RB Regulation No. 17 of 2021, which instructed that all echelon IV structural officials be transferred to functional positions no later than January 1, 2022. This is further confirmed by another statement:

"According to the Minister's instruction, all echelon IV structural officials had to be equalized by January 1, 2022, and appointed as first-level functional officials. There were cases where officials already holding IVth grade (IV/a) should have been appointed as mid-level functional officials, but due to the simultaneous equalization, they were only designated as junior-level functional officials."

As a consequence of this policy, the organizational structure of the Library and Archives Office underwent significant changes, including the elimination of the Sub-Coordinator position. The equalization process involved several key actors at both central and regional levels. As stated by the interviewee:

"Those involved include the Ministry of PAN-RB, Ministry of Home Affairs, BKN (National Civil Service Agency), the Governor or Mayor, the Bureau of Organization and Governance (Ortala), the Regional Personnel Agency (BKD), and the OPD's HR unit."

KemenPAN-RB played the central role in policy formulation, issuing technical regulations, and granting final approval for equalization proposals. The Ministry of Home Affairs coordinated the implementation in regional governments, while BKN was responsible for evaluating qualifications, approving functional appointments, and offering a two-year transition period for civil servants not yet meeting requirements. The Governor finalized proposals and conducted the appointments. The Ortala bureau analyzed organizational structures and gave technical considerations, while BKD handled technical coordination and compiled lists of affected employees. OPD HR units facilitated administrative processes and assisted civil servants throughout the transition. One official emphasized:

"There are four mechanisms for organizational simplification. Regarding equalization, it was an instruction from the Minister of PAN-RB that all echelon IV structural positions be converted into functional ones. The Governor executed this by authorizing BKD to issue the appointment decrees. Even if employees did not fully meet the qualifications, as long as they held echelon IV positions, they were still equalized into functional roles."

The strategy for implementing the equalization policy included cross-institutional coordination, assigning functional roles based on work experience rather than strictly on academic qualifications, and adopting flexible regulations such as initial credit point equalization, technical training, and career development support. Additionally, ongoing socialization and assistance were provided to ensure that civil servants understood their new roles, rights, responsibilities, and career advancement opportunities within the functional system.





#### b. Compliance and Responsiveness

Compliance and responsiveness of implementers are two critical aspects in the implementation of public policy, directly related to how policy actors carry out their responsibilities in practice. *Compliance* refers to the extent to which implementers such as government employees, executing agencies, or technical officers follow established policies according to regulations, technical guidelines, or official instructions. Compliant implementers carry out policies as intended, without altering their objectives or meaning. Meanwhile, *responsiveness* reflects the ability and willingness of implementers to respond to real-world conditions, including public needs, technical obstacles, or unforeseen situations. Responsive implementers do not rigidly apply policy, but rather adapt their actions to current contexts to ensure that the policy continues to function effectively and achieves its intended goals.

An interview with a staff member from the Human Resources Division at the Library and Archives Office of South Sulawesi Province revealed:

*"As civil servants, if there is a policy that must be implemented especially related to human resources we in HR follow up in accordance with the established deadlines. In the case of position equalization, we coordinated with the Regional Personnel Agency (BKD) up until the time of the official appointment."*

Additionally, the Coordinator of the Library and Archives Office stated:

*"If the appointment is not carried out and the instruction mandates the equalization of echelon IV positions, any employees affected but not officially appointed would become non-positioned staff, since structural positions have been eliminated and those not appointed hold neither structural nor functional roles."*

The HR division of the Library and Archives Office of South Sulawesi Province demonstrated a high level of *compliance* and *responsiveness* in implementing the policy of structural-to-functional position equalization. The implementation referred to provisions outlined in Ministry of Administrative and Bureaucratic Reform Regulation (PermenPAN-RB) No. 17 of 2021, which mandated that all echelon IV structural officials be reclassified into functional positions by January 1, 2022. In compliance with this regulation, the office conducted the appointment of functional officials in accordance with the specified schedule. This also reflected the responsiveness of the implementers to the urgency of the policy, as delays or inconsistencies in appointments could have serious consequences, including rendering affected staff as *non-job* employees. Thus, this implementation illustrates a strong institutional commitment to maintaining organizational continuity and safeguarding the employment status of civil servants. However, despite the responsive and timely implementation, some challenges remain. Many echelon IV structural officials who were equalized into functional roles continue to act informally as *Sub-Coordinators*, and their actual execution of functional duties in librarianship and archiving remains limited. This is primarily due to a lack of understanding in completing performance targets (SKP), and a mismatch in qualifications, as many of these employees do not hold academic backgrounds in library science or archival studies.

## 4. Discussion

### Content of Policy

In terms of the content of policy, based on field data collection and analysis, several significant inhibiting factors were identified in the implementation of the policy on the conversion of administrative positions into functional positions at the Library and Archives Office of South Sulawesi Province. Specifically, the policy implemented so far has not fully provided clarity or concrete follow-up on various technical and operational aspects post-conversion particularly



regarding positions converted from echelon IV structural roles, such as Sub-Coordinator for Deposit, Sub-Coordinator for Development and Processing of Library Materials, Sub-Coordinator for Library Development, Sub-Coordinator for Archival Management, Sub-Coordinator for Archival Supervision, and Sub-Coordinator for Archival Studies all of which have been reclassified into Functional First Expert positions (Ahli Muda).

Although this conversion policy is mandatory and applies nationally, its implementation at the regional level especially within the Library and Archives Office still reveals substantial gaps in policy communication and operational readiness. One of the main challenges identified is the lack of comprehensive and structured socialization efforts by the regional government towards employees directly affected by the policy. Socialization, which should have served as a key initial step in the transition process, was neither extensive nor well-structured. As a result, many employees especially those whose positions were to be converted lacked a thorough understanding of the consequences, responsibilities, and functional changes associated with their new roles as functional officials

This condition was exacerbated by a predominantly top-down, non-participatory decision-making process. In the formulation of the conversion policy, the Library and Archives Office was not actively involved. The OPD (Regional Government Organization) was limited to executing instructions from the central and regional governments without adequate opportunity to express their concerns, needs, or on the ground constraints. This is evident from the issuance of the Gubernatorial Regulation (Peraturan Gubernur) concerning the new organizational structure, which was delivered without in-depth consultation or discussion with internal stakeholders. As a result, abrupt structural changes occurred, followed immediately by the implementation of position conversion without sufficient transition planning.

Due to the lack of participation and socialization, confusion emerged among employees regarding their new roles, responsibilities, and work mechanisms. Employees who previously held structural positions with managerial and coordinative duties are now required to adapt to functional roles that are more technical and individually performance-based. This shift in paradigm was not supported by appropriate training, guidance, or comprehensive work manuals, leaving employees uncertain about how to perform effectively in their new functional roles.

One of the most pressing technical challenges is the obligation to accumulate credit points, which serve as the primary performance indicator in functional positions. In their former structural roles, civil servants were not required to manage credit points, as performance was primarily assessed through administrative and coordination tasks. In contrast, within the functional position system, credit points are a mandatory requirement for promotion and career advancement. The lack of readiness in understanding and managing credit point systems combined with the absence of adequate training or mentoring has left many newly converted functional officials unsure of how to meet their credit point targets.

In conclusion, the main weakness of the policy content lies in the policy's unpreparedness to manage the transition phase and its supporting mechanisms. The policy primarily emphasizes administrative compliance through mandatory conversion, yet fails to address essential elements such as role redefinition, human resource readiness, technical support, and a career development system tailored to functional positions. If left unaddressed, these shortcomings could result in decreased work motivation, career stagnation, and even a decline in institutional performance. Therefore, the implementation urgently requires a comprehensive and adaptive support policy that aligns with on-the-ground realities.

### Context Of Implementation

From the perspective of policy context, data collected by the researcher reveals several inhibiting factors that have the potential to delay or even hinder the effective implementation of the policy to convert administrative positions into functional positions at the Library and Archives Office of South Sulawesi Province. One of the primary obstacles lies in the complexity of power relations, interests, and strategies among various actors involved in the process. The policy implementation process involves not only a single institution but multiple stakeholders, including the Ministry for Administrative and Bureaucratic Reform (KemenPAN-RB) as the policy initiator, the Ministry of



Home Affairs (Kemendagri) as the supervisory body for local governments, the National Civil Service Agency (BKN) responsible for technical civil service matters, as well as the Regional Civil Service Agency (BKD), the Bureau of Organization and Governance (Ortala), and the Governor as the final decision-maker at the provincial level.

The presence of multiple actors with differing levels of authority and interests has made the implementation process lengthy, bureaucratic, and dependent on complex cross-sectoral coordination. Each institution operates under its own roles, regulations, and procedures, which complicates the submission of proposals, validation of data, and the formal inauguration of civil servants into their new functional roles. Overlapping mandates and a lack of synchronization in inter-agency communication both vertically and horizontally have further contributed to delays in policy implementation at the regional level. From the perspective of policy implementers on the ground namely, the civil servants whose positions have been converted there are also issues related to compliance and responsiveness. Many of the affected employees expressed unpreparedness in accepting the sudden shift from structural to functional positions. This change is not merely administrative; it fundamentally alters their daily roles and responsibilities.

Previously, structural positions afforded managerial and hierarchical authority, whereas functional positions demand individual expertise and rely heavily on credit point accumulation as the primary measure of performance. This shift has proven difficult for many employees, who now face challenges in adjusting to new work practices, preparing performance reports based on credit points, and navigating the psychological and cultural shifts in workplace norms. Many employees admitted to lacking a complete understanding of their new functional roles, including career development mechanisms, promotion systems, and the new performance evaluation indicators.

Another significant challenge in the implementation context is the lack of readiness among personnel in terms of training and education. The transition from structural to functional roles should be supported by systematic efforts to equip civil servants with relevant technical training to ensure they can fulfill the demands of their new positions. However, in practice, such training programs have not always been available or equitably distributed, either in terms of access or quality. This has resulted in a gap between the competency requirements of functional roles and the actual capabilities of the employees involved.

The absence of adequate training and lack of widespread socialization has also led to passive resistance among staff. This is reflected in their slow adaptation to new work mechanisms, reduced motivation, and uncertainty in planning career advancement. Some employees even perceived the policy as a “demotion,” given the loss of their structural status long considered prestigious without clear communication on the benefits and incentives of their new functional positions. In conclusion, the policy context surrounding the conversion of positions reveals major challenges rooted in the complexity of policy actors, bureaucratic procedures, and a general unpreparedness among implementers psychologically, technically, and institutionally. Without improvements in inter-actor coordination, enhanced human resource capacity, and comprehensive training and outreach systems, the policy risks falling short of its intended goals of creating a leaner, more professional, and results oriented bureaucracy.

## 5. Conclusion

Based on the discussion of two main aspects in the implementation of the policy on the conversion of administrative positions into functional positions at the Library and Archives Office of South Sulawesi Province namely, the content of policy and the context of implementation it can be concluded that this policy faces significant challenges, both substantively and structurally.

### 1. Inadequacy in Policy Content

The policy on position conversion reveals fundamental weaknesses in its planning and formulation, particularly in anticipating the transitional phase from structural to functional roles. The policy appears to focus primarily on fulfilling administrative directives from the central government, without being accompanied by adequate technical guidelines, training, mentoring, or structured



socialization efforts. As a result, many affected employees experience confusion regarding their new duties, responsibilities, and performance evaluation systems based on credit points an entirely different approach from the previous administrative system.

## 2. Complexity and Unpreparedness in the Implementation Context

From an implementation standpoint, the policy faces a highly complex organizational environment involving multiple actors with diverse interests, mandates, and procedures. Coordination among institutions remains ineffective, resulting in a slow, disjointed, and uncertain implementation process. The lack of readiness among human resources particularly in terms of technical knowledge, mental preparedness, and understanding of their new functional roles also serves as a major barrier. The absence of systematic training and open communication further exacerbates the situation, leading to passive resistance, declining work motivation, and uncertainty about future career development.

## 3. Implications for Policy Effectiveness and Objectives

Overall, both the content and the context of implementation indicate that the conversion policy was neither holistically designed nor participatory in nature. Instead of strengthening professionalism and improving bureaucratic performance as originally intended, the policy risks causing role disorientation, career stagnation, decreased motivation, and weakened institutional performance. Without immediate follow-up through adaptive, responsive, and comprehensive supporting policies, the goal of building a lean, professional, and results-oriented bureaucracy will remain unachieved.

## 4. General Recommendations

Therefore, a thorough reform effort is urgently needed, which includes:

1. Developing clear and applicable technical and operational policy guidelines,
2. Enhancing the quality and reach of socialization and technical training for affected civil servants,
3. Strengthening cross-sector coordination through a collaborative approach,
4. Establishing a structured mentoring and support system for functional positions,
5. And actively involving government agencies (OPDs) in the policy formulation and evaluation process.

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