

## **POLICY CAPACITY IN THE POLICY OF STRUCTURING GENERAL FUNCTIONAL POSITIONS IN THE GOVERNMENT ENVIRONMENT**

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### ***Abstract***

This study aims to analyze the policy capacity in the employee management policy in the General Functional Class in the Government of Bangkalan Regency. The problem is that the availability of position classes has not been accommodated in the Regent Regulation Number 75 of 2020 for several job classes. This raises problems such as placing employees in a lower position class than they should be, several job classes are still not fulfilled, causing jealousy between employees. This study uses the theory of policy capacity by Xun Wu, Ramesh, and Howlett with 3 (three) indicators, namely analytical capacity, operational capacity and political capacity at each level, both individual, organizational and system. The research was conducted using a qualitative research method with a descriptive type to dig deeper and detailed information. The location of the research was carried out in the Organizational Section of the Regional Secretariat of Bangkalan Regency. Sources of information or informants that are relevant to the topic in this study are from the Organizational Section, the Staffing and Human Resources Development Agency, the Education Office, the Environment Service. The use of data in this study comes from primary and secondary data collected through interviews, observation and the use of other supporting documents.

***Keywords:*** *Policy Capacity; Employee Arrangement; Job Class; General Functional Position.*

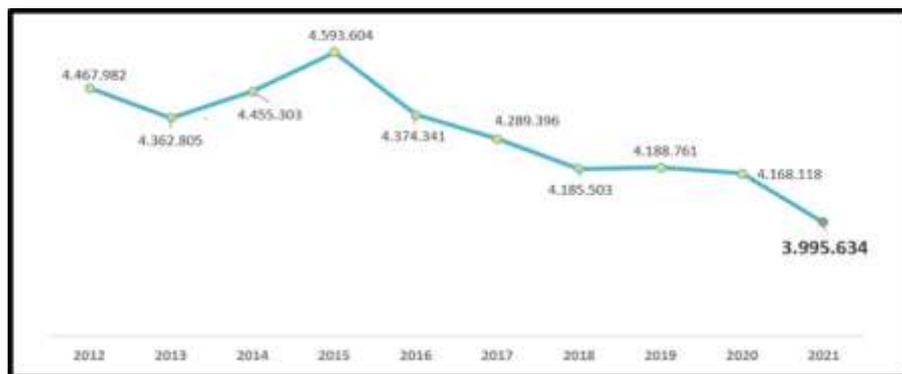
### **Introduction**

The State Civil Apparatus (ASN) has an important role in the delivery of public services because ASN performance will have a real impact on society as users of services. It is mandated in Law Number 5 of 2014 concerning State Civil Apparatus that ASN is expected to be able to provide public services and carry out its role as an glue for national unity and unity with professionalism, integrity, free from political intervention, and free from practices of corruption, collusion and nepotism. The ASN profession has the obligation to manage and develop itself, be accountable for performance and apply the principle of merit in the implementation of ASN management (Riyan, 2020) dan (Daniarsyah, 2020). Policy reform in the field of ASN

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competency development needs to be carried out with the aim of being able to have more effective and efficient services to the community. So then it becomes an important thing to do, namely a thorough review of the structure and capacity of government institutions. Apparatus human resources (ASN) are the main and extraordinary assets that act as subjects/actors as well as objects in bureaucratic reform. ASN resources with knowledge, reason, thoughts, abilities, skills, and skills possessed as potentials that should always be developed and improved so that they can be used for the advancement of public organizations, in this case government agencies. Apparatus human resources are a valuable asset for an organization or agency (Ariza, 2021). Therefore, the factor of human existence as the most important element must be managed properly through planning, organizing, directing, and monitoring and evaluating so as to increase dedication, quality, expertise, abilities and skills in carrying out tasks efficiently and effectively. in achieving organizational goals (Meliana, Sulistiono, & Setiawan, 2013).

Looking at government policies in the last 1 (one) decade which cut the need for the number of government employees, both central and regional agencies, so that nationally there has been a downward trend in terms of the quantity of apparatus resources. It can be seen from the statistical picture of the number of civil servants from 2012 to 2021 which is shown in the figure below.



Picture 1.

**Statistical description of the number of civil servants from 2012 to 2021**

On December 31, 2021, based on the statistical data from the National Civil Service Agency (BKN) above, the number of Civil Servants with active status was 3,995,634, which means a decrease of 4.1% compared to the number of Civil Servants on December 31, 2020. This was started in previously in 2016, 2017, 2018 and 2019. Even though in 2013 and 2014 there was an increase in the number of employees needed. With the number of Civil Servants consistently decreasing, due to one of the objectives of bureaucratic reform through the moratorium strategy for Candidates for Civil Servants (CPNS), it will be a challenge for Civil Servants in carrying out their duties and functions as well as demands for carrying out various innovations. The statistics above do not show the allocation of employees based on central agencies or

regional agencies. The following table presents the growth of Central and Regional Civil Servants in the last 10 (ten) years ([Pardosi, 2018](#)).

**Table 1.**  
**Statistics Book of the 2021 State Civil Service Agency**

Tahun	Instansi Pusat		Instansi Daerah		Total
2012	910.939	20%	3.557.043	80%	4.467.982
2013	891.509	20%	3.471.296	80%	4.362.805
2014	908.252	20%	3.547.051	80%	4.455.303
2015	960.795	21%	3.632.809	79%	4.593.604
2016	918.436	21%	3.455.905	79%	4.374.341
2017	925.248	22%	3.364.148	78%	4.289.396
2018	939.236	22%	3.246.267	78%	4.185.503
2019	953.371	23%	3.235.390	77%	4.188.761
2020	958.919	23%	3.209.199	77%	4.168.118
2021	936.859	23%	3.058.775	77%	3.995.634

Nationally the number of civil servants has decreased, but the growth of civil servants in the central government from 2012 to 2021 has increased. On the other hand, the growth of civil servants in the regions has decreased. This can be interpreted that the need for PNS at Central Agencies has increased on average from 2012 to 2021 and the need for PNS in the Regions has decreased.

In addressing the policy of structuring human resources or apparatus, Prof. Dr. Sedarmayanti explained that in measuring SDMA arrangements it is necessary to pay attention to the following aspects 1) Implementing a merit system in personnel management; 2) An effective training system; 3) Improve standards and performance; 4) Career patterns that are clearly structured and planned; 5) Position competency standards; 6) Classification of positions; 7) Duties, functions and proportional workloads; 8) Recruitment according to procedures; 9) Placing employees according to expertise; 10) Adequate remuneration; and 11) Improvement of the personnel management information system. All bureaucracies have aspirations to have competent human resources. Benchmark to what extent the competency of an individual is by looking at the capabilities possessed. The elements of knowledge, skill, and attitude are taken into consideration for analyzing a person's competence. These three things look simple but difficult to identify.

As with the staffing issues described above, starting from the problem of the need for central ASN which continues to increase, while the allocation for regional ASN needs is decreasing which causes a lack of human resources for regional apparatus. The disproportionate distribution of employees has also colored the arrangement of ASN in

the regions, as has happened in Bangkalan Regency. Planning for employee management in Bangkalan Regency has gone through a planning process. Position evaluation has been carried out and received a ministry recommendation for the reorganization of Civil Servants based on Bangkalan Regent Regulation Number 75 of 2020.

The mechanism for class arrangement of positions for General Functional Positions or Executing Positions in the Bangkalan Regency Government is carried out by the Organizational Section of the Regional Secretariat and the Personnel and Personnel Resources Development Agency (BKPSDA). The results of the arrangement of position classes are faced with several problems including the availability of position classes in the Regent Regulation Number 75 of 2020 has not been able to accommodate a number of position class needs in the Regional Apparatus Organization (OPD). Other problems include the placement of employees who are not in accordance with the competencies they have. In addition, job analysis and workload analysis have not been carried out in real terms by looking at aspects of the needs and capabilities of the regional budget. The following is the position class recapitulation data from the position desk results presented in the table below:

**Table 2.**  
**Recapitulation of Position Class and Employee Inventory**  
**in the Bangkalan Regency Government Environment**

No	Job Title Class	Employee Inventory	Employee Availability
1	2	3	4
1	15	1	1
2	14	35	35
3	13	8	8
4	12	62	62
5	11	2208	2208
6	10	0	0
7	9	1445	1445
8	8	1032	1032
9	7	725	490
10	6	1312	600
11	5	919	1289
12	4	11	2
13	3	86	73
14	2	0	0
15	1	169	168
Total		8013	7413

Source: processed by the author based on the attachment to the Regent's Regulations and the results of the recapitulation after the job desk was carried out.

If seen from the table 2 above, what is meant by employee supply is the number of employee needs based on position class, it can also be said as the number of position class inventory that can be filled. Then what is meant by the availability of employees is the real number of employees occupying the position class. The arrangement of job classes is influenced by several aspects, such as educational background and suitability of educational level with the position occupied. From the table above it is known that in certain position classes such as position class 7, position class 6, position class 4, position class 3, and position class 1 the number of employees occupying the position class has been accumulated in accordance with the supply of positions. However, in position class 5 there are excess employees of 370 employees who occupy that position class.

The problem of structuring job classes for General Functional Positions in Bangkalan Regency has yet to find the best solution. The non-optimal arrangement which is guided by Bangkalan Regent Regulation Number 75 of 2020 still leaves the problem of not yet being accommodated by employees to occupy positions that are in accordance with their educational background and level of education.

### **Research methods**

In this study, researchers used a descriptive type with a qualitative approach. A qualitative approach was chosen because researchers are trying to get an overview and understanding of a social phenomenon. Inductive data analysis by building themes from specific themes to general themes, collecting data, and asking questions is the scope of this research process, ([Creswell, 2009](#)) the type of research used in this research is descriptive type. According to ([Neuman, 2017](#)), descriptive research can be in the form of new data that contradicts old data that has been found, detailed and very accurate descriptions that have been successfully provided, a series of categories or classifications of types that have been successfully created, a series of stages or steps that have been successfully explained, and process or causal mechanism reported.

In this study, the technique of determining informants used a purposive sampling technique, also known as judgmental sampling, which is a type of sample that is useful for special situations. Exploratory research or field research usually uses this type. The judgment of an expert in a case or how an expert chooses a case with a specific purpose is used in this sampling technique ([Neuman, 2017](#)). The data collection process is carried out by selecting participants/determining objects intentionally (purposefully) and not randomly. According to ([Creswell & Creswell, 2017](#)), in qualitative research, the researcher determines the object/participants to be studied (purposeful sampling) by selecting the best person or place who really understands the phenomenon being studied. Researchers used 5 techniques in data collection, namely (1) interviews, (2) observation, (3) documentation studies, (4) physical devices, and (5) archival records, ([Neuman, 2017](#)). The data analysis technique in this study used the method developed by Miles, ([Abdul & Masruri, 2021](#)), namely data collection, data condensation, data presentation, and drawing conclusions or verification. Furthermore, to check the validity

of the data, researchers used data triangulation techniques ([Kadioglu, Weiser, Paton, & Andrew, 2008](#)). The triangulation technique helps researchers in checking the sources, theories and methods used.

## **Results and Discussion**

In the policy process is in dire need of analytical skills. The individual analytical skills needed are in diagnosing policy problems and their causes, formulating and seeking alternative solutions, formulating plans for implementation, and evaluating. In addition, individual analytical capacity can also affect the success of the organization in finding the source of problems and determining the strategy to be used. This also influences the implementation of the policy function. At the organizational level, analytical capacity relates to the ability to obtain and process information and data needed to carry out policy functions. The context in evidence-based policies also really requires individual analytical skills. Its ability is used to explore a problem, besides that the availability of data in a timely, systematic manner is also important. At the system level, analytical capacity is measured by the quality of data collection throughout the system. Components such as availability, speed and ease of access for various stakeholders are the main things in this concept. In determining analytical capacity at the system level, accessibility of data or information by non-governmental organizations and private organizations also plays a key role. Of course, this accessibility must have the support of transparency from the government itself.

In the findings of research in the field of policy analytical capacity in individual sectors, basically, human resources in the Bangkalan district government have basically understood the process of proposing class positions for general functional positions in their regional apparatus organizations (OPD). In fact, after the desk (verification and validation) has been carried out on the proposed positions, there are still proposals that are not in accordance with what has been stipulated in the Bangkalan Regent Regulation Number 75 of 2020. As a result of the incompatibility of the proposals, OPDs that have not passed the verification and validation are given time to repaired and adjusted according to regulations. This is when viewed in terms of competence and authority in office, then the role of a leader can be recognized as understanding the problem and an evaluation is required. The research findings prove and provide direction that the Regional Secretariat Organizational Section is a pilot project rather than job analysis and workload analysis of an organization. Furthermore, regional apparatus organizations or OPDs that carry out job class proposals have not been able to fully maximize the potential of apparatus resources to occupy the position class as required by the regent regulations.

Analytical capacity in the proposed class of positions on a broad perspective to be able to improve the analysis of policy processes involving the management of employees and sources of information. Although utilizing existing resources to manage and collect information is still difficult in implementing policies. limitations in human resources and supply of job classes simultaneously limit the ability to conduct policy

analysis. the ability to perform analytical capacity functions still needs to be improved at the organizational level due to the involvement of tasks in the policy process, namely diagnosing policy problems and their root causes. The ability to design and compare solutions to problems is still top-down (superior's instructions). Individuals at the executive level should be able to help formulate policy plans and evaluate policies ([Setyowati, 2016](#)).

Planning in question is how organizational goals can be understood by individuals (one perception) and about how to describe the conditions of future challenges to be achieved. This can be used as a source of individual strength to be motivated to do work. Individuals who have high capacity can be seen with the advantages they want to create in the future with optimism that they will succeed. Seeing the conditions in the Bangkalan Regency Government, the work scheme carried out is from superiors to subordinates that are orders or instructions, so as to form individuals to comply with the common goals to be achieved. Increasing the operational capacity that an individual has cannot be achieved in a nutshell, it requires individual processes and consistency in carrying out policies in accordance with superiors' directions. In general, the researcher's analysis is that operational capabilities at the individual level have made efforts to implement the proposed class position policy through planning, direction, and coordination but indeed the resources are still lacking.

The Bangkalan Regency Government has constraints on the limited resources of the apparatus for the long term because in the mapping of employees it is still uneven, planning for employee needs is not maximized, employee competency development is limited in the budget, and the commitment of staff supervisors is not consistent in staffing management. This shows the need for an increase in staffing capabilities so that the apparatus resources can carry out policies ([Idris, 2014](#)).

Capacity at the individual level involves political ability to consider aspects of policy and political support. Understanding of the political situation is considered important in the policy process. the ability to interact, negotiate and build consensus in the stages of the policy process is also necessary to provide smooth policy objectives. It should be remembered that political capacity is not only for policy makers and senior officials, but is also important for policy analysts and experts. without adequate political capacity, policy analysts and experts may ignore political actors as the key to the policy process ([Sadeli, 2008](#)).

Based on the analysis of the data in the research, it shows that the political capacity of the individual level is more dominant in officials than staff or other members. The ability possessed by officials cannot be separated from the experience and power possessed ([Marsono, 2008](#)). The power possessed by a leader is used to protect, foster, direct his staff in order to achieve goals in an optimal and directed manner. Knowledge of the policy process, leaders must show attitude when there are differences of opinion among individuals, helping individual actors to respect each other ([Setyaningrum & Syafitri, 2012](#)). As a professional apparatus, the involvement of

leaders embracing stakeholders in providing policy advice can also be identified as an individual's ability to engage in politics.

## Conclusion

Policy capacity in research refers to the scope of implementation by using indicators of analytical capacity, operational capacity, and political capacity at the individual, organizational and system levels. In the implementation of policy capacity by stakeholders related to the arrangement of employees in general functional positions, it was found that there were problems in implementing the position class policy for general functional positions in the Bangkalan Regency Government Environment. Among them is that the availability of position classes has not been accommodated in the Regent Regulation Number 75 of 2020 for several job classes, and there are still some positions where there are discrepancies with the requirements for occupying certain class positions. In addition, it was found that there were several indicators that hindered the implementation of the policy capacity of staff management in job classes for general functional positions so that it had not gone well, namely analytical capacity at all levels, operational capacity at all levels, and political capacity at the individual level. However, there are indicators that are running well, namely political capacity at the organizational and system level.

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