

Evaluation of the Equalization of Administrative Positions to Functional Positions within the Tuban Regency Government

Apsari Khusna^{1*}, V. Rudy Handoko², Achluddin Ibnu Rochim³
Program Studi Magister Ilmu Administrasi Publik, Universitas 17 Agustus
1945 Surabaya, Indonesia

Corresponding Author: Apsari Khusna apsarikhusna98@gmail.com

ARTICLE INFO

Keywords: Policy Evaluation, Position Equalization, Agile Governance, Bureaucratic Performance, Bureaucratic Reform.

Received : 12, May

Revised : 14, June

Accepted: 22, July

©2026 Khusna, Handoko, Rochim :
This is an open-access article
distributed under the terms of the
[Creative Commons Atribusi 4.0
Internasional](https://creativecommons.org/licenses/by/4.0/).



ABSTRACT

This study evaluates the implementation and impact of equalizing administrative positions to functional positions (PermenPANRB No. 17/2021) within the Tuban Regency Government. Employing a qualitative descriptive-analytical approach, it integrates William N. Dunn's evaluation framework, Agile Governance, and Performance Theory. The findings indicate that while the policy succeeded at the macro-administrative level by layering hierarchies and streamlining budgets, it generated severe micro-operational issues. Efficiency was hampered by high adaptation costs, and a significant competence mismatch affected 26.50% of civil servants. Internal equity collapsed as equalized officials shouldered a double burden of functional and administrative tasks without adequate career paths. Furthermore, internal responsiveness was critically low due to culture shock, latent resistance, and career stagnation anxieties. The policy also proved inappropriate for general administrative support units. Collectively, these issues triggered post-power syndrome and role ambiguity, hindering organizational agility. To mitigate these disruptive impacts, the study recommends immediate competence calibration, precise demarcation of functional and administrative duties, and the expansion of career pathways through structured talent management at the local level.

INTRODUCTION

Bureaucratic reform is a national strategic agenda aimed at realizing clean, effective, and efficient governance that provides excellent public service. One of the most disruptive policies in the history of post-decentralization public administration in Indonesia is bureaucratic simplification, which is legally and formally mandated through the Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPANRB) Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. This policy requires the trimming of hierarchical structures (delaying) at the bureaucratic level, shifting Administrative Officials (Echelon III) and Supervisory Officials (Echelon IV) into Functional Officials based on professional expertise and independence.

Theoretically, position equalization is designed to transform the rigid bureaucratic architecture (mechanistic structure) into a flat, dynamic, and responsive form (organic/agile structure) (Daft, 2010). This step is designed to cut excessively long spans of control, accelerate coordination flows, and shift the work mentality of the apparatus from a structural-based orientation to a competency-based orientation. However, when this uniform (one-size-fits-all) macro policy from the central government is cascaded down to the regional level, significant administrative, cultural, and psychological clashes emerge at the operational level.

The Tuban Regency Government responded to the national policy directive by carrying out a massive overhaul of the Organizational Structure and Work Procedures (SOTK) across all Regional Apparatus Organizations (OPD). This fundamental change can be seen in the abolition of hundreds of Echelon IV structural positions (Section Heads/Sub-division Heads) and their reassignment into Functional Position Groups, as presented in Table 1:

Table 1. Sample Comparison of SOTK Before and After Position Equalization in Tuban Regency

Name of Regional Apparatus Organization	Condition Before Equalization	Condition After Equalization	% Abolition of Sections
Regional Secretariat (Setda)	There were 3 Sub-divisions in each Main Division	All technical Sub-divisions were replaced by Functional Position Groups	78%
Bapperida	There were 12 Sub-divisions under 4 Main Divisions	All Sub-divisions were abolished, replaced by Functional Position Groups	100%
BKPSDM	There were 8 Sub-divisions under 4 Main Divisions	All Sub-divisions were abolished, replaced by Functional Position Groups	100%
Department of Culture, Youth, Sports, and Tourism	There were 9 Sections under 3 Main Divisions	All Sections were abolished, replaced by Functional Position Groups	100%

Name of Regional Apparatus Organization	Condition Before Equalization	Condition After Equalization	% Abolition of Sections
Department of Communication and Informatics, Statistics, and Cryptography	There were 9 Sections under 3 Main Divisions	All Sections were abolished, replaced by Functional Position Groups	100%

Source: Tuban Regency SOTK Regent Regulation Document (2026)

This radical SOTK transformation brought consequences in the form of a drastic shift in the staffing demographic posture of Tuban Regency. There was an exponential surge in the quantity of Functional Officials within a short period, which can be observed in the following staffing data:

Table 2. Shifts in the Composition of Positions in the Tuban Regency Government

ASN Position Category	Before Equalization (2020)	Post-Equalization (2023-2025)	Fluctuation Trend
Primary High Leadership Positions (Echelon II)	26	26	Stagnant
Administrator Positions (Echelon III)	151	149	Decreased 1.32%
Supervisory Positions (Echelon IV)	543	335	Decreased 38.30%
Technical Functional Positions	319	950	Increased 197.80%

Source: BKPSDM Tuban Regency (2026)

Although the quantitative targets for inaugurations were met administratively, the transition process triggered various bureaucratic dysfunctions on the ground. Former structural officials who now hold functional titles are still burdened with managerial and administrative tasks (role ambiguity). There is a decline in work motivation due to the loss of structural power, confusion regarding the credit score-based Employee Performance Target (SKP) assessment, and the unpreparedness of agency heads to delegate tasks without formal hierarchical instruments.

Previous studies regarding bureaucratic simplification have generally focused on two fragmented areas: (1) formative evaluation/procedural implementation of policies at central ministries (Pratama, 2020), and (2) the partial psychological adaptation of individual employees (Lestari, 2023). There is a distinct research gap, as not many studies have holistically evaluated the impact using comprehensive criteria at the regency government level, which possesses unique fiscal, demographic, and sociological bureaucratic characteristics like Tuban Regency.

In addition to the empirical gap, there is also a theoretical gap. Previous studies are dominated by implementation theories such as the models of George

Edward III or Merilee S. Grindle, which merely capture the course of the process. This study integrates William N. Dunn's Multiple Criteria Public Policy Evaluation Model (2003) with Agile Governance Theory and Performance Theory. This theoretical triangulation allows the analysis to go beyond mere administrative compliance, dissecting the values of adequacy, equity, responsiveness, and policy appropriateness concerning regional bureaucratic performance.

Evaluating position equalization in Tuban Regency is urgently needed to identify bureaucratic dysfunctions that threaten long-term public service performance and to prevent a career plateau for hundreds of affected state civil apparatus (ASN). Based on these issues, this study aims to comprehensively evaluate the implementation of the policy on equalizing administrative positions to functional positions in the Tuban Regency Government using William N. Dunn's six evaluation criteria, while also analyzing the real impact of this mechanistic-to-organic structural shift on individual apparatus performance and the effectiveness of regional apparatus organizations within a cohesive and directed framework.

THEORETICAL REVIEW

Public Policy and Policy Evaluation

Public policy is defined as a purposeful course of action taken or not taken by the government to achieve certain goals or solve specific public problems (Anderson, 2014). The public policy cycle places evaluation as a crucial final stage. Policy evaluation is not merely administrative reporting; rather, it is a functional activity to produce information regarding the value or worth of a policy's outcomes in solving public problems (Dunn, 2003).

The Public Policy Evaluation Model according to William N. Dunn (2003) provides six main criteria to comprehensively measure policy performance:

- a) Effectiveness: Measures whether the desired outcomes of a policy have been tangibly achieved.
- b) Efficiency: Measures the amount of effort (cost, time, resources) required to achieve a certain level of effectiveness.
- c) Adequacy: Assesses the extent to which the achievement of policy outcomes can solve the main problem faced.
- d) Equity: Assesses whether the burdens and benefits of the policy are distributed fairly among affected groups.
- e) Responsiveness: Assesses the extent to which the policy satisfies the needs, preferences, or values of target groups.
- f) Appropriateness: Assesses whether the selected goals are viable, worthwhile, and substantively appropriate to solve the problem.

Agile Governance

Agile governance in the public sector is the government's ability to formulate policies and provide services quickly, adaptively, and responsively to dynamic environmental changes without neglecting the principle of accountability (Janssen & Van der Voort, 2020). Agile governance demands the deconstruction of slow formal hierarchical structures into autonomous cross-

functional teams (or squad models) with broad discretion in service execution (Mergel, 2018). The equalization of administrative positions to functional ones is essentially an effort to redesign the regional SOTK to have high flexibility in accordance with the principles of agile governance.

Bureaucratic Performance

Performance in the public sector is a multidimensional concept covering both the qualitative and quantitative work outcomes achieved by employees and organizations in carrying out their functions (Sedarmayanti, 2011). At the individual level, performance is measured through the achievement of Employee Performance Targets (SKP), which are now integrated with leadership expectations and functional contributions (PermenPANRB No. 1/2023). At the organizational level, performance is translated as the degree to which strategic goals, programs, and activities outlined in regional development planning documents are achieved (Moehariono, 2012). Bureaucratic performance is heavily influenced by the alignment of the apparatus's competence with the workload they bear.

METHODOLOGY

This study employs a qualitative approach with a descriptive-analytical research type to deeply dissect the phenomenon of bureaucratic position transition in Tuban Regency (Sugiyono, 2020). Through a constructivist paradigm, the position equalization policy is not viewed as a rigid administrative instrument, but rather as a dynamic process continuously shaped by the interactions, perceptions, and subjective interpretations of implementing actors on the ground (Denzin & Lincoln, 2018). The descriptive-analytical nature of this research serves to capture the empirical reality within the regional agency environment, then critically analyze the data to produce a comprehensive policy evaluation.

The research focus is directed at two main dimensions: evaluating the implementation of the position equalization policy using William N. Dunn's six evaluation criteria, and analyzing the impact of organizational structure changes on individual and organizational performance in Tuban Regency. The main data in this study are classified into primary and secondary data (Moleong, 2018). Primary data were collected through a purposive sampling technique targeting 12 relevant and representative key informants, ranging from technical policy formulators at the BKPSDM and the Organization Division of the Regional Secretariat, OPD Heads as users, to affected functional officials across various technical position families.

The data collection techniques utilized include in-depth interviews, non-participant observation of daily OPD coordination activities, and documentation study of regulations and personnel performance reports. The acquired data were then processed using the interactive model analysis technique by Miles, Huberman, and Saldaña (2014), which consists of data condensation, data display in matrix form, and drawing conclusions. To ensure the validity and credibility of the analysis results amidst psychological and bureaucratic

complexities, the researcher applied source triangulation techniques by cross-referencing information from regional regulators, agency heads, and the target apparatus.

RESULTS

Evaluation of the Implementation of the Position Equalization Policy in the Tuban Regency Government

The implementation of the position equalization policy in Tuban Regency requires a comprehensive evaluation to understand its true impact beyond mere administrative compliance. Using William N. Dunn's multi-criteria evaluation model, this section dissects the policy's execution across six fundamental dimensions: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. This structured approach allows for a nuanced analysis of how the transition from structural to functional roles operates on the ground, highlighting both macro-level achievements and micro-level operational challenges experienced by local agencies.

Effectiveness

The evaluation of the effectiveness dimension tests the extent to which the implementation of echelon pruning in Tuban Regency succeeded in achieving organizational simplification targets. Macro-administratively, the arrangement of a flat SOTK in Tuban Regency runs effectively as it cuts the long bureaucratic chain from four layers down to three layers. This standardization of coordination channels makes it easier for regional leaders to distribute directives directly to technical functional groups below them without the hindrance of the Echelon IV hierarchy.

This macro-institutional effectiveness is hampered by slow daily operational adaptation at the lower levels. This is evidenced by a decline in the quality of the timely delivery of operational services within the human resources and general administration sectors. The loss of supervisory echelon officials as basic-level tiered verifiers has triggered a backlog of documents on the desks of Administrator Officials (Echelon III), which ultimately impedes the achievement of main service performance targets.

The sharpness of this analysis can be reinforced by referring to significant findings from Meyer-Sahling and Mikkelsen's (2022) research regarding the implications of flattening hierarchies in local government. Their study proves that massive layering does accelerate the transmission of instructions from the top down, but often disrupts horizontal coordination mechanisms due to the absence of frontline administrative coordinators (first-line managers). In the context of the Tuban Regency Government, the absence of Echelon IV as a technical-operational bridge has caused cross-unit coordination to become siloed, as each functional official works in isolation without daily operational directors (Meyer-Sahling & Mikkelsen, 2022).

This condition is reflected in the achievement data of main performance indicators post-equalization in Table 3. Although the digital service satisfaction index is rated quite well, the process of approval and completion of technical

personnel documents experienced significant delays due to limited verification capacity post-abolition of Echelon IV.

Table 3. Achievement of Main Public Service Performance Indicators
Post-Equalization (2025)

Service and Main Performance Indicators	Performance Target (%)	Performance Realization (%)	Effectiveness Ratio (%)	Service Performance Status
Percentage of Digital-Based Public Services	50.00	48.39	96.78	Quite Effective
Percentage of Integrated Electronic ID Card Ownership	99.70	98.54	98.83	Highly Effective
Ratio of Timely Completion of Personnel Documents	100.00	85.40	85.40	Less Effective
Percentage of Follow-up on Internal Supervision	95.00	91.20	96.00	Effective

Source: Result of Tuban Regency LKjIP Analysis (2026)

Efficiency

The evaluation of the efficiency dimension compares the achievement of policy outcomes with the effort, time, and budget allocated within the Tuban Regency Regional Revenue and Expenditure Budget (APBD). Theoretically, the abolition of 208 Echelon IV positions within the Tuban Regency Government provided regional budget efficiency from the structural allowance expenditure post. These savings were then reallocated to support physical development spending and capacity building for regional digital service systems.

This budget efficiency experienced leakage due to the high sociological transition costs that had to be borne by the Tuban Regency APBD. The regional government had to spend a massive amount of money to organize technical guidance (Bimtek) on new delegations, the e-Kinerja application reporting system, and the provision of functional expertise competencies for hundreds of affected personnel.

This is also supported by theoretical studies on transaction costs in bureaucratic reform, which indicate that reactive institutional restructuring is always followed by an explosion of expenditures in the HR adaptation incubation sector (Lapsley & Skærbæk, 2016). The Tuban Regency Government was forced to allocate recurring budgets for socialization programs and technical guidance on integration credit score assessments to prevent reporting stagnation. This confirms that short-term structural financial efficiency is distorted by urgent capacity-building expenditures.

As detailed in Table 4, the personnel competency development program absorbed a very high budget, approaching the ceiling limit. This figure proves

that the cost to re-engineer generalist apparatuses into functional specialists during the transition period is exceedingly expensive and burdens the regional fiscal capacity, meaning the short-term financial efficiency of cutting structural allowances was not optimally achieved.

Table 4. Budget Realization of Personnel and Bureaucratic Reform Programs (Post-Equalization)

Regional Priority Program / Activity	Budget Ceiling (Rp)	Budget Realization (Rp)	Budget Absorption (%)	Remaining Efficiency Level (%)
Regional Personnel Management Program	3,305,834,950	2,942,193,105	89.00	11.00
HR Development Program (Functional Tech. Guidance)	828,005,528	815,585,445	98.50	1.50
General Administration and Logistics Service Program	1,302,040,304	1,150,000,000	88.33	11.67

Source: Tuban Regency Government Financial Performance Data, Processed (2026)

Adequacy

The evaluation of the adequacy dimension assesses whether the availability of HR capacity and supporting regulations in Tuban Regency is sufficient to solve the problem of regional bureaucratic inefficiency. On paper, institutional adequacy has been fulfilled, with the Tuban Regency Civil Servant Professionalism Index (IP ASN) rocketing to 81.98 in 2025 from an initial target of 64.36. All personnel undergoing equalization have also been facilitated to meet the 20 JP per year competency development requirement.

This macro administrative achievement conceals a severe deficit in technical competence adequacy (competence mismatch) at the operational level. A large proportion of former structural officials transferred to functional roles do not have an academic degree background or certification that aligns linearly with the demands of their new specialized positions.

This condition is deepened by the sociology of personnel analysis, which states that professional competence cannot be formed instantly through mass inaugurations, but rather requires a continuous career development process (Suryani, 2020). Consequently, equalized functional officials in Tuban Regency experience technical stuttering when faced with in-depth policy analysis tasks or high-risk procurement of goods and services. This proves that the equalization policy has not met the adequacy aspect in terms of substantive competency quality.

Based on Table 5, the level of non-linearity in diploma qualifications and the status of competency test participation are highly disproportionate in most crucial job families. This condition proves that the mass equalization policy violates the essence of independence and specialization of pure functional

positions, as it places generalist officials who have not been specifically trained in technical expertise posts.

Table 5. Qualification Gaps and Certification Fulfillment of Equalized Functional Officials

Post-Equalization Functional Position Family	Total Equalized Officials	Linear Educational Qualification (Persons)	Have Not Passed Competency Test (Persons)	Qualification Gap (%)
Junior Expert Policy Analyst	145	68	77	53.10
Junior Expert Planner	85	50	35	41.17
Goods/Services Procurement Manager	42	15	27	64.28
Junior Expert Apparatus HR Analyst	60	28	32	53.33

Source: BKPSDM Tuban Regency, Processed (2026)

Equity

The evaluation of the equity dimension assesses the fair distribution of benefits and burdens resulting from policy implementation across all work units of the Tuban Regency Government. Externally, the agility of a lean bureaucracy contributes positively to the equitable distribution of public services, impacting the improvement of macro poverty indicators in Tuban Regency.

Within the internal bureaucratic environment, the principle of equity is distorted by the gap in workload between equalized functional officials and pure functional officials. Pure functional officials enjoy full autonomy to pursue their expertise credit scores without being bogged down by office administrative matters. Conversely, equalized functional officials, especially those given additional duties as Sub-Coordination, shoulder a double burden. They are required to meet individual expertise credit scores while simultaneously being obligated to complete financial accountability reports (SPJ), general administration, and lead implementing staff.

This distributive injustice is reinforced by the perspective of organizational justice, which emphasizes that perceived workload imbalances unaccompanied by compensation system adjustments will damage employees' affective commitment (Firmansyah, 2022). Equalized functional officials in Tuban Regency feel they are treated unfairly because they bear former structural managerial responsibilities but are evaluated using strict specialist functional performance indicators, creating a deep chasm of work demotivation.

This equity gap is also visible in the hindered prospects for promotion to the Middle Expert (Ahli Madya) rank due to limited formations provided by the central government. This can be observed in the disparity between the macro

equity ratio of regional development compared to the internal personnel sense of fairness presented in Table 6.

Table 6. Comparison of Macro Regional Equity Indicators and Internal Workload

Policy Equity Elements	Evaluation Target	Realization (2024)	Realization (2025)	Equity Impact
Regional Development Gini Ratio	0.334	0.355	0.312	External benefits are evenly distributed
Ratio of Functional Officials with Double Burden	0.00%	71.20%	73.33%	Internal distributive injustice
Open Unemployment Rate (%)	4.27	4.28	3.44	Economic growth is evenly distributed

Source: Synthesis of Tuban Macro Planning and Personnel Data (2026)

Responsiveness

The evaluation of the responsiveness criterion measures the level of acceptance, satisfaction, and psychological adaptation of affected personnel regarding the loss of their structural position privileges. On one hand, the system's responsiveness to external community complaints and follow-ups on legislative (DPRD) aspirations has seen a very good improvement, as a shorter bureaucracy accelerates the process of resolving citizen complaints.

Internal responsiveness from the equalized employees yielded highly negative values. The abolition of echelon IV positions triggered widespread anger, anxiety, and work demotivation across all lines of Regional Apparatus Organizations in Tuban Regency.

Studies in public sector occupational psychology show that a sudden change in employment status that eliminates symbols of prestige and facilities of power (status power) will trigger culture shock, breeding latent resistance (Wijaya, 2023). This is exactly what happened in Tuban, where former structural officials experience difficulties positioning themselves as independent functional officials because they are still accustomed to being served by implementing staff, which sparks an apathetic attitude toward achieving daily performance targets.

Internal survey data in Table 7 confirms this strong latent resistance. An absolute majority of employees (67.20%) are dissatisfied due to the loss of direct command managerial authority (structural power), while 41.30% experience acute confusion regarding their new main tasks and functions due to the lack of clear technical guidelines.

Table 7. Survey on ASN Understanding and Acceptance of Work System Changes Post-Equalization (N=420)

Responsiveness / Satisfaction Assessment Indicators	Strongly Agree (%)	Undecided (%)	Disagree (%)	Interpretation of Responsiveness
In-depth understanding of the new Functional Main Tasks and Functions	18.20	40.50	41.30	Low (Role Confusion)
Satisfaction with the loss of managerial authority	10.15	22.65	67.20	Very Low (Latent Resistance)
Clarity of the digital Credit Score assessment system	25.40	34.10	40.50	Low (Administrative Frustration)
Alignment of functional promotion opportunities	12.30	25.50	62.20	Very Low (Career Anxiety)

Source: BKPSDM Tuban Regency, Processed (2026)

Appropriateness

The evaluation of the appropriateness dimension tests the substantial alignment between the policy instruments of position equalization and the real characteristics of public service governance needs in Tuban Regency. Position equalization is deemed highly appropriate when applied to independent work units that prioritize expertise and in-depth analysis, such as Auditor functional positions in the Regional Inspectorate or Planner functional positions in Bapperida.

This policy proves highly inappropriate when applied uniformly to secretarial work units whose operational duties are to organize administrative, financial, and general logistics support functions for the agency. Forcing employees who daily manage logistics, correspondence administration, and finance to become Policy Analyst functional officials constitutes a form of central policy diagnostic dysfunction.

This analysis aligns with theoretical critiques regarding the limits of restructuring, which warn that cutting bureaucracy must not harm the stability of core administrative support (bureaucratic core) (Osborne, 2017). In Tuban Regency, forcing functional status upon agency secretarial affairs has demonstrably reduced the speed and accuracy of office facility facilitation due to the loss of a frontline manager focused on orchestrating office household operational affairs.

As depicted in Table 8, the inappropriateness of this placement instrument tangibly contributes to a decline in the quality of regional food security index realization due to the loss of supervisory operational orchestration previously tightly guarded by Echelon IV officials in the field.

Table 8. Alignment of Macro Regional Development Impacts Post-Equalization

Macro Appropriateness Impact Indicators	RPJMD Target	Realization (2024)	Realization (2025)	Instrument Appropriateness Status
Percentage of Poverty Reduction (%)	11.38	14.36	14.13	Appropriate (Consistently Decreasing)
Economic Growth Rate (%)	4.29	3.86	Not Yet Released	Less Appropriate (Fluctuating)
Regional Food Security Index	88.65	85.85	72.23	Inappropriate (Decreasing Anomaly)

Source: Bapperida Tuban Regency (2026)

The Impact of the Position Equalization Policy on Performance within the Tuban Regency Government Environment

The transition from a structural-heavy bureaucracy to a functional-based system has produced profound, yet polarized, effects on the overall performance of the Tuban Regency Government. While the equalization policy was primarily designed to cultivate a more agile, responsive, and specialized civil service, its empirical execution reveals a complex duality. This section analyzes these bifurcated outcomes, categorizing them into positive impacts such as the acceleration of digital service delivery and the emergence of collaborative organizational agility and negative consequences, which include severe competence mismatches, unequal workload distribution, and widespread psychological resistance among the affected personnel.

Digital Service Acceleration and Individual Performance Independence

Empirically, the position equalization policy within the Tuban Regency Government has had a massive positive impact on the acceleration of public service digitalization and internal personnel governance. The systemic transformation from structural to functional positions forces the apparatus to abandon manual work patterns and switch to using digital performance assessment platforms independently. The implementation of the integrated e-Kinerja application has successfully fostered individual independence among new functional officials to design annual work plans and report daily logs without protective structural intervention.

This positive impact is evident from the achievement of Main Performance Indicators (IKU) in regional digital public service affairs. Based on empirical data in Table 3, the percentage of digital-based public services in Tuban Regency successfully reached a realization of 48.39% out of the 50.00% target (a 96.78% effectiveness rate). This massive digitalization was accelerated by the removal of the Echelon IV bureaucratic desk, allowing functional apparatuses in the Department of Communication, Informatics, Statistics, and Cryptography as well as the Department of Population and Civil Registration to have the technical

authorization independence to directly process and issue population documents in real-time.

This state of independence runs optimally in pure functional position groups and specific expertise families. In the Auditor family at the Regional Inspectorate, as mapped in Table 5 with a very low gap of 7.89%, post-equalization functional work independence triggered the birth of more independent, objective, and measurable supervisory innovations. Functional apparatuses no longer act passively waiting for tiered instructions, but are driven to improve their professional certification capabilities to boost individual performance, which is directly proportional to the accumulation of their integration credit scores.

Organizational Agility through Collaborative Work Models

On an organizational level, the policy has successfully enhanced organizational agility across several strategic government agencies in Tuban Regency. The massive pruning of Echelon IV positions (delaying), reaching an average of 100% in technical agencies as presented in Table 1, succeeded in flattening the organizational architecture, which was originally highly vertical-mechanistic, into a horizontal-organic one. This flat organization has proven to cut the bureaucratic span of control, thereby accelerating the distribution of strategic instructions from Primary High Leadership Officials directly to functional working groups.

Empirical facts on the ground indicate that collaborative work models in the form of establishing cross-functional task forces (squad models) run successfully in planning agencies like Bapperida and personnel agencies like BKPSDM. With the new post-equalization organizational structure, the coordination process for drafting regional planning documents and managing personnel mutations can be completed across divisions without being hindered by rigid sectoral bureaucratic silos. The visualization of dynamic restructuring within these strategic work units is officially presented in the chart below:

Before Equalization



Post-Equalization

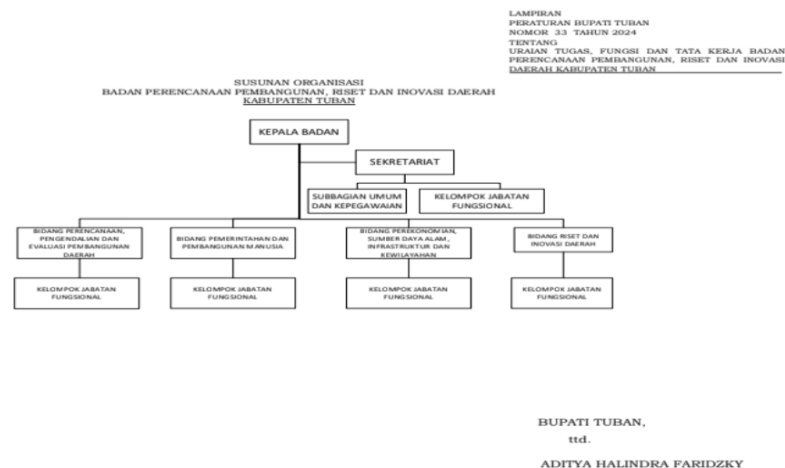


Figure 1. SOTK Bappeda Tuban Regency

Source: Attachment to Tuban Regent Regulation Number 33 of 2024 concerning Bappeda SOTK, 2026

The organizational agility formed by this collaborative work system indirectly makes a significant contribution to the achievement of macro-regional development. Based on macro empirical data in Table 6, the Tuban Regency development inequality index (Gini Ratio) improved and narrowed significantly to 0.312 in 2025 compared to 2024, which stood at 0.355. This proves that the agility of cross-functional teams in executing social security and investment licensing programs collaboratively has successfully delivered a rapid impact on equitable external welfare for the people of Tuban Regency.

Technical Competence Mismatch and Decline in Work Motivation

Despite the positive impacts, this structural transition precipitated highly severe negative impacts at the level of individual apparatus performance due to the existence of a competence mismatch. The implementation of mass equalization—carried out pragmatically to chase central deadline administrative compliance without adequate preliminary aptitude assessments and technical competency tests—has birthed the phenomenon of generalists forced into becoming specialists. Apparatuses who have been trained for decades to carry out general managerial functions are suddenly expected to produce output of complex technical expertise analysis.

Based on quantitative data in Table 5, there is a highly alarming level of qualification gap across all regional agencies in Tuban Regency. A total of 26.50% of affected ASNs are in an absolute mismatch status, with the highest performance gap being in the Goods/Services Procurement Manager family at 64.28% and the Policy Analyst family at 53.10%. This technical inability triggers chronic occupational stress because the apparatus feels held hostage by monthly e-Kinerja targets that they do not know how to execute.

This competency gap directly impacts the decline in Public Service Motivation (PSM). According to the internal perception survey in Table 7, as many as 41.30% of functional apparatuses stated they do not understand the

details of their new job's main tasks, and 40.50% feel frustrated with the digital credit score assessment system. Consequently, individual performance suffers qualitative degradation; the completion of daily performance reports on the e-Kinerja platform tends to be administratively manipulated merely to fulfill obligations to secure Additional Employee Income (TPP) payments, without producing value creation in the quality of daily services.

Overlapping Workloads (Double Burden), Supervision Gaps, and Psychological Resistance

The most disruptive negative impact of this policy culminates in the emergence of a double burden for certain functional officials and a supervision gap at the operational level of OPDs. The abolition of Echelon IV, which acted as first-line managers, forced organizations to appoint equalized functional officials as Sub-Coordination to lead shadow work units. Empirical facts in Table 6 prove the occurrence of extreme internal distributive workload injustice, where as many as 73.33% of equalized functional officials must carry a double workload: achieving individual functional expertise targets while concurrently managing structural administration such as being assigned as PPTK, managing financial SPJs, and office logistics.

This double burden gives birth to ineffective organizational coordination that results in sluggish execution of strategic regional programs. As recorded in Table 3, the ratio of timely completion of personnel documents only reached 85.40% (less effective). This sluggishness is caused by an extraordinary backlog of files on the desks of Administrator Officials (Echelon III/Division Heads) due to the loss of Echelon IV as initial verifiers, thus creating a phenomenon of managerial overload. Horizontal coordination stalls because the squad model only operates as a formal decree (SK) without accompanying budget authorization flexibility.

Psychologically, the accumulation of an uneven workload, the loss of command managerial status, and the lack of a clear career roadmap to the Middle Expert (Ahli Madya) level – as complained about by 62.20% of ASNs in Table 7 – precipitated the onset of post-power syndrome and career plateau anxiety. This psychosocial impact manifests in the form of passive resistance from employees across all Tuban Regency OPDs, such as intentionally working slowly, refusing to take independent initiative, and exhibiting apathy toward the achievement of the agency's main performance indicators. If this state of psychological disintegration and career uncertainty is not immediately mitigated, it has the potential to damage the collaborative work climate and undermine the foundations of Tuban Regency ASN professionalism in the long run.

CONCLUSIONS AND RECOMMENDATIONS

The implementation of the policy equalizing administrative positions into functional positions within the Tuban Regency Government has successfully realized macro-administrative delayering targets and streamlined the expenditure of Echelon IV structural allowances; however, it precipitated severe operational dysfunctions at the micro-organizational level. Based on the

evaluation using William N. Dunn's multiple criteria, the effectiveness of this flat bureaucracy is hampered by sluggish service verification due to the loss of first-line managers, high transitional competency development budget inefficiencies, and a widening competence mismatch. Furthermore, this policy demonstrably triggered workload injustice (double burden) for functional officials appointed as Sub-Coordinators, birthed highly psychological resistance responses due to the loss of structural authority, and was deemed inappropriately targeted when forced upon work units that carry out general administrative support.

Evaluating the impact of this mass functionalization reveals a stark dichotomy of outcomes between the positive and negative aspects affecting the performance of the Tuban Regency Government bureaucracy. On the positive side, this policy successfully accelerated individual work independence within the digital e-Kinerja assessment system and boosted organizational agility through the formation of a flat SOTK based on a cross-divisional collaborative work concept (squad model), as depicted in Bapperida and BKPSDM. Conversely, on the negative side, this equalization triggered severe technical stuttering due to a functional expertise competency crisis affecting 26.50% of ASNs, lowered Public Service Motivation (PSM), birthed psychological passivity (post-power syndrome), and precipitated overlapping workloads (double burden) for Sub-Coordinators without career certainty (career plateau), which threatens to paralyze the effectiveness of Tuban Regency's public service coordination in the long run.

To refine the implementation of bureaucratic downsizing and mitigate its resulting performance impacts, the Tuban Regency Government, through BKPSDM and the Regional Secretariat Organization Division, must immediately conduct a competence calibration by strengthening upskilling programs for the 26.50% of apparatuses experiencing a qualification mismatch, accompanied by the formulation of regional regulations that define rigid work demarcation boundaries to eliminate the double burden of new functional officials. Concurrently, regional apparatus heads are required to redesign internal coordination SOPs by perfecting the clarity of operational authority for digitally collaborative squad teams, executing a humanistic dialogical approach to dampen the psychological hurdles of post-power syndrome, and actively submitting proposals to the Ministry of Administrative and Bureaucratic Reform (KemenPANRB) and supervisory ministries to relax Middle Expert functional formations as a tangible solution to unravel the stagnation of employee career development in the regions.

FURTHER STUDY

Future research should consider a longitudinal approach to evaluate the long-term psychological impacts and career progression of equalized functional officers across multiple regional governments in Indonesia. Expanding the scope to include comparative studies between rural and metropolitan regencies could provide deeper insights into how different demographic, cultural, and fiscal contexts influence the success of bureaucratic layering. Additionally, empirical investigations focusing specifically on the practical effectiveness of digital cross-

functional teams (*squad models*) as a replacement for traditional supervisory roles would highly enrich the theoretical discourse on Agile Governance within the public administration landscape.

ACKNOWLEDGMENT

The author sincerely thanks all parties who provided support and assistance in completing this research.

REFERENCES

- Anderson, J. E. (2014). *Public Policymaking: An Introduction* (8th ed.). Cengage Learning.
- Ariza, R. (2021). Strategi Penguatan Organisasi Melalui Jabatan Fungsional dalam Perspektif Agile Governance di Kepulauan Riau. *Jurnal Ilmu Administrasi Sektor Publik*, 12(1), 15-28.
- Arizal, M. I., Handoko, V. R., & Rochim, A. I. (2025). Pengaruh Kepemimpinan Dan Kompetensi Pegawai Terhadap Kinerja Pegawai Melalui Kepuasan Pegawai di Lingkungan Bagian Protokol. *EKONOMIKA45: Jurnal Ilmiah Manajemen, Ekonomi Bisnis, Kewirausahaan*, 12(2), 1318-1329.
- Birkland, T. A. (2015). *An Introduction to the Policy Process: Theories, Concepts, and Models of Public Policy Making* (4th ed.). Routledge.
- Brewer, B., & Hu, X. (2021). Evaluating civil service reforms using Dunn's framework: Effectiveness and equity in local government. *Journal of Public Policy*, 41(4), 780-802.
<https://doi.org/10.1017/S0143814X2000015X>
- Chen, J., & Bozeman, B. (2023). Measuring the performance of functional vs administrative roles in the state bureaucracy. *Journal of Public Administration Research and Theory*, 33(1), 102-118.
<https://doi.org/10.1093/jopart/muac012>
- Christensen, T., Paarlberg, L., & Perry, J. L. (2017). Public Service Motivation Research and Practice: Assessing the Impact of Equalization on Civil Servants. *Public Administration Review*, 77(3), 421-434.
- Creswell, J. W., & Poth, C. N. (2018). *Qualitative Inquiry and Research Design: Choosing Among Five Approaches* (4th ed.). SAGE Publications.

- Daft, R. L. (2010). *Organization Theory and Design* (10th ed.). South-Western Cengage Learning.
- Dye, T. R. (2013). *Understanding Public Policy* (14th ed.). Pearson.
- Dunn, W. N. (2003). *Pengantar Analisis Kebijakan Publik* (Edisi Kedua). Gadjah Mada University Press.
- Firmansyah, A. (2022). Analisis Keadilan Organisasional (Organizational Justice) dalam Kebijakan Penyetaraan Jabatan di Badan Kepegawaian Negara. *Jurnal Manajemen SDM Aparatur*, 10(2), 115-130.
- Hutasoit, M., & Amalia, S. (2024). Evaluasi Penyetaraan Jabatan Fungsional dan Tantangan Profesionalisme Aparatur Daerah. *Jurnal Kebijakan Publik Indonesia*, 15(1), 45-59.
- Janssen, M., & Van der Voort, H. (2020). Agile and adaptive governance in crisis response: Lessons from the COVID-19 pandemic. *International Journal of Information Management*, 55, 102180.
- Lapsley, I., & Skærbæk, P. (2016). New Public Management and the downsizing of middle management: A critical review. *Financial Accountability & Management*, 32(1), 4-24.
- Leavitt, H. J. (1965). Applied Organizational Change in Industry: Structural, Technological and Humanistic Approaches. *Handbook of Organizations*, 11(4), 1144-1170.
- Lestari, D. A. (2023). Kesiapan Psikologis dan Adaptasi ASN Terhadap Transformasi Jabatan Struktural ke Fungsional di Pemerintah Kota Surabaya. *Jurnal Administrasi Publik*, 21(2), 200-215.
- Luna, A. J. H. O., Kruchten, P., & Moura, H. P. (2015). Agile Governance Theory: conceptual development. *Proceedings of the 12th International Conference on Information Systems and Technology Management*, 32-45.
- Mangkunegara, A. P. (2009). *Manajemen Sumber Daya Manusia Perusahaan*. Remaja Rosdakarya.
- Mergel, I. (2018). Agile innovation management in government: A research agenda. *Government Information Quarterly*, 35(3), 516-523.

- Meyer-Sahling, J., & Mikkelsen, K. S. (2022). The effects of flattening hierarchies on service delivery in local government. *Local Government Studies*, 48(5), 890-911. <https://doi.org/10.1080/03003930.2021.1928065>
- Moeheriono. (2012). *Pengukuran Kinerja Berbasis Kompetensi*. RajaGrafindo Persada.
- Osborne, S. P. (2017). Public sector innovation through structural decentralization and delayering. *Public Management Review*, 19(4), 413-428.
- Pratama, R. (2020). Analisis Kebijakan Penyetaraan Jabatan Fungsional dalam Rangka Reformasi Birokrasi di Kementerian Dalam Negeri. *Jurnal Bina Praja*, 12(1), 21-34.
- Putra, A., & Keban, Y. T. (2022). Dampak Delayering dan Fungsionalisasi Birokrasi Terhadap Motivasi Pelayanan Publik. *Jurnal Administrasi Negara*, 28(2), 112-129.
- Rachmatika, A., Handoko, V. R., & Wahyudi, E. (2024). Pengaruh Pengembangan Sumber Daya Manusia Terhadap Kinerja Pegawai Di Dinas Pekerjaan Umum Bina Marga Provinsi Jawa Timur. *Praja Observer: Jurnal Penelitian Administrasi Publik*, 4(1), 22-35.
- Rahman, F., Arenawati, & Cadith, J. (2024). Problematika Peran Ganda Sub-Koordinator Jabatan Fungsional Hasil Penyetaraan di Pemerintah Kabupaten. *Jurnal Kebijakan Publik Daerah*, 8(2), 98-114.
- Ratnasari, & Handoko, V. R. (2024). Pengembangan Kompetensi Jabatan Fungsional Analisis Kebijakan Hasil Penyetaraan Di BPSDM Provinsi Jawa Timur. *Jurnal Kajian Pemerintah: Journal of Government, Social and Politics*, 10(2), 125-140.
- Sedarmayanti. (2011). *Manajemen Sumber Daya Manusia, Reformasi Birokrasi dan Manajemen Pegawai Negeri Sipil*. PT Refika Aditama.
- Suartini, S. (2023). Dilema Fungsionalisasi Massal: Antara Reformasi Organisasi dan Kompetensi Pegawai di Indonesia. *Jurnal Reformasi Birokrasi*, 11(3), 174-190.
- Sunarsih, S., Handoko, V. R., & Novaria, R. (2026). Implementation of Supervisory Leadership Training Policy At The East Java Provincial

- BPSDM In Driving Organizational Performance Change. *Asian Journal of Management, Entrepreneurship and Social Science*, 6(2), 304-328.
- Suryani, I. (2020). Tantangan Manajemen Karir Aparatur Sipil Negara Pasca Kebijakan Penghapusan Eselon III dan IV. *Jurnal Analisis Kebijakan*, 4(2), 110-124.
- Sutanto, H., & Triputro, D. (2024). Analisis Stagnasi Karier dan Dampak Psikologis Pegawai Pasca Penyetaraan Jabatan Struktural di Jawa Timur. *Jurnal Psikologi Birokrasi*, 6(1), 80-95.
- Syafaatun, A., Sukristyanto, A., & Indartuti, E. (2025). Implementasi Kebijakan Melalui Sistem Informasi Kepegawaian (SIKEP) Mahkamah Agung RI Fitur Presensi Online Bagi Hakim dan Aparatur. *Jurnal Mude*, 6272, 12-24.
- Wahyudi, I., Sujoko, T., & Wening, S. (2024). Transformasi Budaya Kerja dan Dampak Birokrasi Flat Terhadap Kinerja Instansi Sektoral Daerah. *Jurnal Tata Kelola Pemerintahan Daerah*, 16(2), 110-125.
- Wijaya, H. (2023). Post-Power Syndrome dan Resistensi Pasif Mantan Pejabat Eselon IV Pasca Penyetaraan Jabatan. *Jurnal Psikologi Birokrasi*, 5(2), 110-125.