



## Rationality of Inpassing Policy for Functional Positions at West Coast Regency Secretariat

Ardi Yanto<sup>1)</sup>, Tabah Maryanah<sup>1)</sup>, Robi Cahyadi<sup>1)</sup>, Hertanto<sup>1)</sup> & M. Fajar Novriansyah<sup>2)</sup>\*

<sup>1)</sup> Master of Government Science, Lampung University, Lampung.

<sup>2)</sup> Ministry of Agrarian Affairs and Spatial Planning / National Land Agency, Indonesia.

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### Abstract

The adjustment/ bypassing policy is devoted to simplification of the bureaucracy which has already experienced enlargement and also burdens the government with regard to the salary payment budget. This simplification of the bureaucracy was also carried out within the Sekretariat Daerah Regency Pesisir Barat so that a rationality analysis of this policy was carried out. This descriptive research uses a qualitative approach because the study of the rationality of employee inpassing/adjustment policies within the Sekretariat Daerah Regency Pesisir Barat requires data that are not statistical or are not taken into account in the number system. This problem is analyzed using the views according to Dunn (2003) about the basis of rationality in choices. The results of this study are that the policy of inpassing/adjusting positions to functional positions is very rational in the Sekretariat Daerah Regency Pesisir Barat, this is based on the results of an analysis of the rationality aspect according to Dunn (2003). Aspects of rationality achieved in this study are aspects of economic, legal, social, and substantive rationality.

**Keywords:** equalization; inpassing; Functional.

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\*Corresponding author:  
E-mail: [mfajarnovriansyah@gmail.com](mailto:mfajarnovriansyah@gmail.com)

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## **INTRODUCTION**

Bureaucratic simplification became one of the government's priority programs during the leadership era of President Joko Widodo and Vice President K.H Ma'ruf Amin. Bureaucratic simplification is one of the important points in carrying out bureaucratic reform, bureaucratic reform is one of the five work priorities of the President and Vice President. Simplification of the bureaucracy must be carried out by all agencies, central and regional. This caused the Minister of State Apparatus Empowerment and Bureaucratic Reform (PANRB) to make a rule that all central and regional agencies must be perpendicular to the President's orders. As of the end of July 2020, the first phase of the transfer of status from structural officials to functional officials has been carried out with a percentage of 68 percent.

(<https://www.menpan.go.id/site/berita-terkini/penvederhanaan-birokrasi-semua-instansi-harus-tegak-lurus-laksanakan-visi-misi-presiden-dan-wapres-ri> accessed on August 31, 2022 at 15.13 WIB).

Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 26 of 2016 concerning the Appointment of Civil Servants in Functional Positions through Adjustment/Inpassing has many perceptions, one of which is related to the background of the issuance of the Permenpan-RB. Adjustment/Inpassing of functional positions is only carried out once at the beginning of the stipulation of the functional position. This regulation is an opportunity for civil servants to pursue careers in functional positions, this is because the adjustment/inpassing method has its own conveniences and advantages for civil servants because rank, class space, years of service and education are automatically adjusted to the level of functional positions that will be occupied by civil servants.

The background to the birth of the inpassing PANRB Ministerial Regulation is that in the context of career development, professionalism and improvement of organizational performance, as well as to meet the needs of functional positions, it is necessary to appoint civil servants who meet the requirements through adjustments/inpassing to ministries/agencies and local governments (Rohida et al, 2018 ).

The adjustment/ bypassing policy is devoted to simplification of the bureaucracy which has already been stretched and also burdens the government with regard to the salary payment budget. The thing that has caught the attention of the public, especially bureaucrats, is the bureaucratic pruning policy. Mechanisms and work processes that are long and winding have begun to be broken down so that they can be quicker and more practical so that they adjust to keep up with the dynamics that are happening. The implementation of the PANRB Regulation is the simplification of the bureaucracy through trimming structural positions, especially administrative positions. We all know, this administrative position holds a sizeable portion of the number of positions in government institutions. So to cut the bureaucratic chain, reducing the number of middle and lower positions is considered the most rational alternative (Permatasari et al, 2021).

One of the options for simplification of the bureaucracy was also carried out through trimming structural positions. This was chosen because the Government considered that the large number of structural positions made the bureaucracy feel heavy and run slowly. Many strategic actions cannot or are carried out too late because they have to be conditioned by the existing structural mechanisms. By cutting the bureaucracy, it is hoped that it will be easier in the process of coordinating and executing a policy.

The presence of the PANRB Regulation regarding inpassing has a positive impact on civil servants who are interested and really intend to develop their talents and abilities to pursue careers in functional positions. Functional positions are divided into two groups: 1) Special functional positions (JFK) are positions that only exist in certain government agencies based on substantive expertise. Example: Doctor, Teacher Researcher, Agricultural Extensionist, Personnel Analyst, and others. In general, special JF has a credit number as a condition for promotion and position allowances; 2) general functional positions (JFU) are positions that exist or may exist in any government agency. JFU is facilitative in nature, namely supporting the implementation of the main tasks of the relevant government agency. Example: driver, typist, secretary, and others.

According to Law Number 5 of 2014 concerning State Civil Apparatus, positions are divided into 3 categories. The three categories are high leadership positions, administrative positions and functional positions. First, article 1 says that high leadership positions are a group of high positions in government agencies. Furthermore, this high leadership position consists of 3 levels, namely main high leadership positions, middle high leadership positions and pratama high leadership positions. Second, administrative positions are a group of positions that contain functions and tasks related to public services as well as government administration and development.

Article 14 states that administrative positions consist of administrator positions, supervisory positions and executive positions. Third, Functional Position is a group of positions that contain functions and tasks related to functional services based on certain expertise and skills. Functional positions in ASN consist of functional expertise positions and skills functional positions.

Inpassing or adjustment is a form of policy taken by the government in an effort to simplify the bureaucracy, but whether this policy is rational and is the right step taken. Rationality is a normative measure that is used when we evaluate beliefs and decisions taken by someone in order to achieve their goals (Baron, 2008). Rationality is often used in analyzing policies, especially in this study which focuses on employee adjustment/passing. Rationality then emerges from the actor's capacity to calculate and weigh the risks and benefits for each available policy option (Dunleavy et al in Ferrawati et al, 2020). In addition, William Dunn further explains the forms of rational choice in public policy. Rational choices in public policy are multi-rational, an inappropriate policy is said to be irrational because there must be another point of view that is able to see the policy as rational (Dunn, 2003). Dunn divides the basis of rationality in policy choices into several forms, namely:

1. Technical rationality, which considers more effective results with the right technical or technological aspects.
2. Economic rationality, which aims more at efficient results by considering economic aspects.

3. Legal rationality, which takes more into account the aspect of violation or compliance with the law.
4. Social rationality, which prioritizes social aspects in consideration of policy making.
5. Substantive rationality, which takes into account all aspects (multi-aspects) in consideration of policy making.

By using this theory, it can be analyzed that the government's initial policies in simplifying the bureaucracy, so that the problem raised in this study, namely the rationality of the policy of inpassing / adjusting employees in the Regional Secretariat of Pesisir Barat Regency, is answered.

Based on this, there are references to previous research, namely the first study from Permatasari, et al (2021) entitled Overview of Equalizing Career Patterns from Administrative Positions to Functional Positions with the results of the research showing that career equalization from administrative positions to functional positions affects job maps and performance in an organization. With this inpassing, it is hoped that the organization will become more dynamic, agile, effective and efficient supported by professional, competitive and competitive human resources.

The second study by Rohida, et al (2018) entitled Implementation of Transfer of Structural Positions to Functional Positions Through Inpassing/Adjustments (Case Study at Padjadjaran University) with the results of the research namely information regarding planning the number and qualifications of certain functional HR; education and training programs, development and career paths for certain functional HR; Management and planning of specific functional HR competency and performance systems and preparation of HR systems and SOPs to produce professional functional positions.

The third research by Ferrawati, et al (2020) entitled Rationality and Public Policy (Case Study: The Absence of Gender Perspective Policies in Dealing with Peatland Fires in 2019) with the results of the research, namely policies for dealing with peatland fires have been widely implemented. However, in fact these policies are more likely to extinguish forest and peatland fires, have not fully answered the problems and the impact behind them experienced by women. This happens

because there are problems in the formulation of these policies, and the rationality used is not fully gender perspective.

The difference with previous research is that this research is related to the functional position inpassing policy and will analyze the rationality of the functional position inpassing policy taken so that it supports the purpose of this research, namely knowing the rationality of the Functional Position Inpassing Policy at the Regional Secretariat of Pesisir Barat Regency.

## **RESEARCH METHOD**

This type of research is a descriptive study using a qualitative approach. Qualitative research according to Sugiyono is a research method based on the philosophy of postpositivism, used to research in natural conditions, (as opposed to experiments) where the researcher is the key instrument. Data analysis is inductive/qualitative in nature and the results of qualitative research emphasize meaning rather than generalization (Sugiyono, 2017).

The researcher's argument was that he conducted a descriptive study using a qualitative approach, namely because the study of the rationality of employee inpassing/adjustment policies at the Regional Secretariat of Pesisir Barat Regency required data that were not statistical or were not taken into account in the numerical system. While the qualitative descriptive method with the consideration that in this study has problems that are descriptive in nature which guide researchers to explore or photograph social situations that are thoroughly, broadly, and deeply researched.

## **RESULT AND DISCUSSION**

After only being a discourse, the restructuring of the human resource management architecture for the State Civil Apparatus (ASN) could finally be realized. The restructuring was carried out on the grounds of creating a more dynamic and professional bureaucratic climate. So far, the bureaucratic work system is considered ineffective and inefficient due to the long bureaucratic paths that must be passed. Therefore, against the background of the spirit to streamline the performance of the bureaucracy, the president sees the need for equalization of positions.

The policy of equalizing positions is a big step in the world of bureaucracy. Moreover, this policy applies to all Ministries/Institutions, both central and regional levels. The Minister of Administrative Reform and Bureaucratic Reform is seriously trying to change the bureaucratic climate so that it can be more responsive and dynamic in providing services to the community, so as to be able to realize the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions then refined with the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions.

Through this regulation, the Minister of Administrative Reform and Bureaucratic Reform mandated all Ministries/Institutions to conduct an independent assessment of the mapping of administrative positions that would be equated with functional officials. Based on the letter on Empowerment of State Apparatuses and Bureaucratic Reform, they approved the proposal to change the Equalization of Administrative Positions into Functional Positions in the Regional Secretariat of Pesisir Barat Regency. The Regional Secretariat of Pesisir Barat Regency responded to instructions by inaugurating functional officials resulting from the equalization of functional positions into functional positions. Not only mapping job requirements, but also taking concrete steps to take part in organizational reform by gradually equalizing administrative positions into functional positions, and conducting negotiations so that not all administrative positions are equated to functional positions, conducting studies review and realize equalization of positions by inaugurating administrative officials to become functional officials.

In creating a more dynamic and professional bureaucracy as an effort to increase effectiveness and efficiency to support the performance of government services to the public, it is necessary to simplify the bureaucracy through equalizing administrative positions to functional positions. The implementation of the equalization of positions is motivated by an assessment of the bureaucracy in Indonesia that cannot move

innovatively, adaptively and responsively. Even in the context of investment acceleration policies, bureaucracy is considered to be one of the inhibiting factors because the bureaucratic ladder is too long. Based on this assessment, President Joko Widodo in his second term of leadership made bureaucratic reform one of his priority programs. Through bureaucratic reform, it is hoped that services and permits will be accelerated, eliminating linear, monotonous and stuck mindsets in the comfort zone and creating an adaptive, productive, innovative, and competitive bureaucratic climate.

Simplification of the Bureaucracy is aimed at increasing government effectiveness and accelerating decision making, this is intended to make the bureaucracy more dynamic and professional which will increase effectiveness and efficiency in supporting the performance of government services to the public. The simplification of the bureaucracy was also intended to cut down the bureaucratic flow, which initially consisted of four or even five levels of positions (ranging from echelon I officials to echelon V officials), to only two levels of positions, namely senior high leadership positions (echelon I and II).

As referred to in the provisions of Article 350A Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning the Management of Civil Servants, the Minister of Administrative Reform and Bureaucratic Reform issued the Minister of Administrative Reform and Bureaucratic Reform Number 28 of 2019 concerning Equal Position Administration into Functional Positions as refined in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions concerning Equalization of Administrative Positions into Functional Positions.

Equalization of Administrative Positions into Functional Positions, hereinafter referred to as Equalization of Positions, is the Appointment of Administrative Officers into Functional Positions through Adjustments/Inpassing to equivalent functional positions. Equalization of Positions is carried out without regard to rank levels and spatial groups attached to Administrators,

Supervisors and implementing officials who are echelon V to be equalized. Equalization of Positions is carried out as follows:

1. Administrator is equivalent to a Functional Position at the middle expert level;
2. Supervisors are equated with Functional Positions at the junior expert level; and implementing officials who are echelon V are equated with Functional Positions at the first expert level.

This Equalization of Positions is carried out without regard to rank levels and spatial groups attached to Administrators, Supervisors, and implementing officials who are echelon V to be equalized. The criteria for equalizing positions include:

1. The official proposed for Equalization of Positions is an Administrative Officer who at the time of simplification of the organizational structure sat in a position that was affected by the simplification of the organizational structure;
2. The duties and functions of the Administrative Position are related to functional technical services;
3. Duties and functions of the position can be carried out by Functional Officers; And
4. Positions based on certain skills or expertise.

The requirements for equalization of positions are as follows:

- a. Civil servants who are still carrying out their duties in the Administrative Position, Supervisory Position, and executor position who are echelon V based on the decision of the Personnel Development Officer or other officials who are given authority;
- b. Have a diploma of at least: 1) bachelor's degree or diploma four for those who are equivalent to Functional Positions that require a minimum educational level of bachelor's or diploma four; 2) masters for Functional Positions which require the lowest level of education to masters; or 3) in accordance with the qualifications and level of education required in the appointment of a Functional Position which requires certain educational qualifications at a certain level in accordance with the provisions of laws and regulations; and Administrators who will be appointed to the Functional Position at the intermediate expert level must pay

attention to the provisions of certain Functional Positions which require a master education qualification to occupy the intermediate expert level and must have education in accordance with the requirements of the position no later than 4 (four) years after being appointed and appointed to the Functional Position.

Simplification of the bureaucracy in structural positions of Echelon III, Echelon IV and Echelon V is exempted for structural positions which have the following criteria, among others: having duties and functions as Head of Work Unit with authority and responsibility in using the budget or using goods/services; or has duties and functions related to authority/authority, legality, validation, document approval, or regional authority; criteria and other requirements of a specific nature based on the proposal of each Ministry/Agency to the Minister/Agency.

According to Law Number 5 of 2014 concerning Management of the State Civil Apparatus (ASN) is a group of positions that contain functions and duties related to public services as well as government administration and development. The role of administrative officials is more focused on management functions, where administrative officials are given the authority to organize, delegate tasks and work of employees under their control to achieve organizational goals.

In administrative positions, there are three levels of authority, namely administrator officials (echelon III/), supervisory officials (echelon IV/) and implementing officials (echelon V). The mindset of leaders and subordinates in the world of administrative positions, through the process of equalizing positions, requires change. In the context of functional positions, there is no leadership and staff terminology, what is there are colleagues who carry out their duties and functions according to the expertise of their functional positions and are both directly responsible to the leadership.

To accelerate the simplification of the bureaucracy, the Ministry of State Apparatus Empowerment and Bureaucratic Reform (PANRB) also encourages all heads of government agencies to take strategic and concrete steps. There are nine steps that must be taken immediately before December 2019. This is as stated in the Circular (SE) of the

Minister for Administrative Reform and Bureaucratic Reform (PANRB) Number 384 of 2019, Number 390 of 2019, and Number 391 of 2019 addressed to the Minister The Indonesia Onward Cabinet, Governors, and Mayors and Regents, regarding Strategic and Concrete Steps to Simplify Bureaucracy signed on 13 November 2019.

As a follow-up to the Circular Letters of the Minister for Administrative Reform and Bureaucratic Reform Number 384 of 2019, Number 390 of 2019, and Number 391 of 2019, the Regional Secretariat of Pesisir Barat Regency is gradually and in the process of equating administrative positions to functional positions at both the central and regional levels. regions by implementing strategic and concrete steps, among others:

- a. Identify work units of Echelon III, Echelon IV and Echelon V whose structural positions can be simplified and transferred according to the position map within the Regional Secretariat of Pesisir Barat Regency;
- b. Mapping the positions and structural officials of Echelon III, Echelon IV and Echelon V which have a transitional effect as well as identifying the equivalence of positions with the functional positions to be occupied;
- c. Map out functional positions that can and are needed to accommodate the transition of structural officials from Echelon III, Echelon IV and Echelon V which have the impact of trimming as a result of bureaucratic simplification policies;
- d. Aligning budget requirements related to income in positions impacted by organizational simplification policies;
- e. Carry out socialization and provide understanding to all employees to be able to adjust to the professional organizational structure in order to improve organizational performance and public services.

The results of the mapping of general functional positions to accommodate the transition of executor positions which have the impact of trimming as a result of bureaucratic simplification policies at the Regional Secretariat of Pesisir Barat Regency consist of general Functional Positions as stated in Table 1 below:

**Table 1. List of the Number of Equal Distribution of General Functional Positions at the Regional Secretariat of Pesisir Barat Regency in 2023**

NO	POSITION	TOTAL
1	Drafter of Legislation	1
2	Legal Analysis	1
3	Economic Analyst	1
4	Creative Economy Analyst	1
5	Data Manager	2
6	Goods and Services Organization	1
7	General Services Analyst	2
8	Mail Manager	1
9	Treasurer	1
10	Compiler of Household Needs Plans	1
11	Archivist	1
12	State Property Manager	1
13	Management Analyst	1
14	Job Analyst	1
15	Performance Accountability Report Analyst	1
16	Library Manager	1
17	Protocol Analyst	1
18	Public Relations Analyst	1
<b>TOTAL</b>		<b>20</b>

The results of the mapping of general functional positions to accommodate the transition of structural positions which have the impact of trimming as a result of

bureaucratic simplification policies at the Regional Secretariat of Pesisir Barat Regency consist of general Functional Positions as stated in Table 2 below:

**Table 2. List of Equal Distribution of Certain Functional Positions at the Regional Secretariat of Pesisir Barat Regency in 2023**

NO	POSITION	TOTAL
1	Young Expert Policy Analyst	9
2	Policy Analyst	2
3	Young Expert Planner	5
4	Young Expert Legal Analyst	1
5	Manager of Procurement of Goods and Services for Young Experts	3
6	Personnel Analyst	1
7	Public Relations Institution	1
8	Community Protection Analyst	1
<b>TOTAL</b>		<b>23</b>

In the realization of the process of equalizing positions, it turns out that it is not easy to change the mindset of officials who experience equalization of positions. On the other hand, employees who have previously occupied functional positions demand a paradigm shift for officials who experience equalization. There is a gap between demands and expectations and the realization of the working mechanism of officials who experience

equalization often creates friction. Nevertheless, constraints like this are still within tolerable limits.

The differences in the characteristics of administrative positions and functional positions in several respects are detrimental to administrative officials who experience equalization. In theory, with the equalization of positions, the affected officials have turned into functional officials who have different duties

and responsibilities. No longer acts as a party that has the authority and responsibility of the IV/e administrator as in the previous position.

However, in practice, the world of bureaucracy still requires gradual levels of review and performance resulting in officials who experience equalization still having to carry out their roles as if they were still holding administrative positions. To replace the terminology for the positions of administrator and supervisor, the terms coordinator and subcoordinator were raised. Where the duties and functions of the coordinator and sub-coordinator are the duties and functions of administrators and supervisors. Officials who are affected by the equalization of positions policy, in practice are entrusted with the role of coordinator or sub-coordinator, which in other words, they are still given authority and responsibility in certain fields as attached to their previous positions. So that the adage "functional officials with a sense of structure" appears.

In the equalization of positions that have harmed employees, there are administrative positions at the executive level (echelon V). based on the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions, executor positions are equalized to functional positions at the first expert level. Problems arise when the official holding the executive position has occupied the rank of III/d (Level I Administrator) and within one more year, has the right to be automatically promoted to IV/a (Counselor). With the policy of equalizing positions, the officials concerned must be willing to be equalized with functional positions at the first expert level. The first expert level, at rank level is occupied by employees with rank III/a and III/b. For employees who are at the rank of III/d, the functional position level should be equivalent to the junior expert position.

With this policy, the implementing officials will in fact experience a reduction in the rank of position. Those who should be within one year can be promoted to level IV/a, with this policy, those concerned need more than 8 years to occupy positions IV/a.

The results and discussion related to the rationality of the policy of inpassing/functional positions of the Regional Secretariat of Pesisir

Barat Regency are based on the views of Dunn (2003) with the following explanation:

**Technical rationality**, which considers more effective results with the right technical or technological aspects. The technical aspects related to the inpassing/adjustment of positions, namely taking into account the technical aspects properly in terms of the timeliness of the implementation of equalization of positions in accordance with the time simulation plan. Then, if seen from the implementation of equalization of positions, it is already based on an online system, because the implementation that starts from the announcement of the equalization to the final results of the equalization has been carried out online.

**Economic rationality**, which is more aimed at efficient results by considering economic aspects. Inpassing/equalization of positions greatly affects the economic aspect because structural positions that have been subject to equalization of positions such as equalization at echelon V cause the burden on state spending to decrease. This is proven because there is no longer any dependence on the state burden caused by the income given to echelon V officials.

**Legal rationality**, which considers more aspects of violation or compliance with the law. The policy of adjusting/inpassing employees within the Regional Secretariat of Pesisir Barat Regency has been carried out by taking into account related legal bases such as:

1. Law Number 5 of 2014 concerning Management of the State Civil Apparatus (ASN);
2. Government Regulation Number 11 of 2017 concerning Management of the State Civil Apparatus;
3. Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions as refined in the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions;
4. Regulation of the Minister of Administrative Reform and Bureaucratic



Reform Number 77 of 2020 concerning Functional Positions for Land Administration;

5. Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions;
6. Circular of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 384 of 2019 concerning Strategic and Concrete Steps to Simplify Bureaucracy.

So that in this aspect compliance with the law in adjusting/inpassing positions has been carried out.

**Social rationality**, which prioritizes social aspects in consideration of policy making. The social aspect in consideration of equalizing/passing positions is by considering the equality of positions so that there are no gaps between all employees. What's more, by equalizing echelon V so that they become equal with other employees.

**Substantive rationality**, which takes into account all aspects (multi-aspects) in consideration of policy making. This substantive rationality becomes a mixed aspect of all the aspects that have been discussed previously so that the equalization/passing of these positions becomes a rational thing to do.

## CONCLUSION

Based on the basic division of rationality in policy choices into several forms according to Dunn (2003), namely technical rationality, which considers more effective results with the right technical or technological aspects. Economic rationality, this aspect is fulfilled because Inpassing/equalization of positions greatly influences the economic aspect because structural positions that have been subject to equalization of positions such as equalization at echelon v cause the burden on state spending to decrease. Legal rationality, the policy of adjusting/passing employees within the Regional Secretariat of Pesisir Barat Regency has been carried out taking into account the legal basis. Social rationality, the social aspect in consideration of equalizing/passing positions, namely by considering the equality of positions so that there are no gaps (gaps) between all employees. Substantive rationality,

taking into account all aspects (multi-aspects) in consideration of policy making. This substantive rationality becomes a mixed aspect of all the aspects of rationality above so that policies can be implemented. So that the results in this study can be concluded that the policy of inpassing/adjusting positions into rational functional positions was carried out within the ministry of the Regional Secretariat of Pesisir Barat Regency.

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