Change Supportive Behavior of State Civil Apparatus in Equalizing Administrative Positions into Functional Positions in the Makassar City Government

Yosar Kardiat[1], Muhammad Akmal Ibrahim[2], Badu Ahmad[3], Gita Susanti[4]

Abstract

The equalization of positions policy is a form of bureaucratic reform in the field of management of the State Civil Service. The implementation of the equalization of administrative positions into functional positions causes the state civil apparatus to experience difficulties in adapting to the changes that occur. This research uses a quantitative study in order to reveal the change supportive behavior of state civil servants in equalizing administrative positions into functional positions in Makassar City. Data collection uses a questionnaire instrument. The population of this study was 250 people who were state civil servants affected by equalization of positions, of which 218 respondents filled out the questionnaire instrument. Primary data analysis uses SEM analysis via AMOS 21. This study focuses on the variables of involvement in change, anticipation of the benefits of change and quality of working relationships, all three of which are considered to have a close relationship with the adaptive behavior of state civil servants in equalizing administrative positions into functional positions. The results of the research show that the element of involvement in change has a correlation coefficient value of 0.920, anticipation of the benefits of change has a value of 0.899 and the quality of working relationships has a coefficient value of 0.994, which means it has a close relationship with the adaptive behavior of state civil servants in equalizing administrative positions into functional positions.

Keywords: *Change supportive behavior, Civil Servant, Equalization of Positions.*

Introduction

Public administration studies are currently developing rapidly, especially in government governance, especially in relation to how the government as a public organization is able to achieve its goals. One of the issues developing in the study of public administration is bureaucratic reform as the government's effort to make changes in order to achieve better governance performance of public organizations. Bureaucratic reform is a big step from the government in improving the performance of government governance. One of the agendas for bureaucratic reform is the arrangement of human resources for the State Civil Service, which is stated in the Regulation of the Minister for Administrative Reform and

[1] Doctoral Student of Public Administration, Faculty of Social and Political Science, Universitas Hasanuddin, Makassar, Indonesia

[2] Department of Administrative Science, Faculty of Social and Political Science, Universitas Hasanuddin, Makassar, Indonesia

[3] Department of Administrative Science, Faculty of Social and Political Science, Universitas Hasanuddin, Makassar, Indonesia

[4] Department of Administrative Science, Faculty of Social and Political Science, Universitas Hasanuddin, Makassar, Indonesia

Bureaucratic Reform Number 25 of 2020 concerning the 2020-2024 Bureaucratic Reform Roadmap.

In order to organize the apparatus, the government issued Permenpan RB Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. The implementation of PAN RB Ministerial Regulation Number 17 of 2021 has had a tremendous impact on bureaucratic work systems and mechanisms, especially within the Regional Government sphere, one of which is the obligation to appoint and induct equals into functional positions.

The impact of equalizing positions of course leaves quite a lot of homework so that the rhythm and pace of bureaucracy, in this case the regional government, is not hampered. Apart from preparing regulations, it is also necessary to change the mindset of ASNs who experience equalization of positions. The process of equalizing positions which gives the impression of meeting a deadline has resulted in several functional officials being appointed to positions that do not match their competence and educational background. In addition, the issuance of several PermenPAN RB regulations which changed the nomenclature of certain functional positions in the last days of 2021. This resulted in several personnel being appointed to positions that no longer exist and some whose functional positions only lasted a few hours.

The implementation of these regulations at the regional government level also faces various obstacles, one of which is in Makassar City. Another problem that arises from the implementation of this regulation is that there are still administrative positions that do not specifically have functional positions that carry out the same activities or are in accordance with the functional duties of the previous position. Then, there are still employees whose qualifications do not meet the minimum formal education required.

Another problem finding is the threat of dismissal from functional positions for employees because there are several functional positions that require education and training as well as certification of certain competencies. Functional Officials are required to take part in education and training and have certificates as required no later than 2 (two) years after being appointed and inaugurated in Functional Positions (Article 22, Permenpan RB 17 of 2021). This will cause problems in the regions in terms of compliance, considering the limited education and training budgets in the regions as well as the lack of opportunities for functional officials to take part in the training required by functional position development agencies.

Furthermore, it is related to the problem of calculating credit numbers because there is no credit score assessment team for certain positions in the regions. This will have an impact on the assessment of credit scores and promotion of functional officials. The final problem related to bureaucratic simplification begins with simplifying the organizational structure. The simplification of the organizational structure resulted in the loss of supervisory positions and their replacement by functional positions. Functional officials who are transferred or promoted to another position will have an impact on functional position vacancies, and the consequences will affect the performance of the work unit. Meanwhile, filling functional positions as replacements for vacant functional positions must go through a first appointment mechanism.

The behavior of State Civil Servants is an important aspect for the successful performance of management and policies of public sector organizations. The performance of an organization can be influenced by the behavior of the State Civil Servants within it, because they are subjects in the performance process of an organization. The success of an organization can be seen from the behavior of State Civil Servants, because in essence they need to display high work motivation in order to work optimally. Motivation is considered important because it supports human behavior so that they are willing to work hard and enthusiastically achieve optimal results. Motivation can create passion for work,

because with high work motivation employees will be more active in carrying out work, conversely if work motivation is low employees will be less enthusiastic about working.

Equalization of positions is one of the efforts in the bureaucratic simplification process, with the consideration of creating a more dynamic and professional bureaucracy as an effort to increase effectiveness and efficiency to support public service performance. However, this policy has become a polemic for the State Civil Service, where the fact is that this regulation has not been implemented effectively at the Regional Government level. Ineffective implementation is also influenced by the behavior of State Civil Apparatus who tend not to support and participate actively in implementing the policy, which in this context is meant by the behavior of human resources or State Civil Apparatus. In fact, as bureaucrats, ASN should support these changes as a step in implementing accelerated bureaucratic reform.

In various public sector Human Resource Management literature, State Civil Servants are required to be able to work optimally and support the implementation of policies and regulations made by the organization. Considering that the regulation regarding simplifying administrator positions to functional positions is a change that has been determined by the organization, the State Civil Apparatus should support the implementation of these regulations.

In the context of changes carried out by organizations, several findings state that in looking at the level of success of changes carried out by organizations the results are relatively low, due to several factors such as management errors, lack of critical resources, and resistance by employees (Eisentat & Spector, 1990).

The change agenda carried out by public organizations today is often only analyzed or researched in the context of policy, or change management or public services. Studies relating to how employees behave in changes carried out by organizations are still very rare. In the context of the phenomenon of changes in the equalization of administrative positions into functional positions, even in Indonesia, no one has conducted research related to this phenomenon in an employee behavior approach.

Therefore, the author believes that the theory of behavior that supports change (Change-Supportive Behavior) is very relevant for studying the phenomenon of equalizing administrative positions into functional positions. The Change-Supportive Behavior approach is currently being developed in the study of employee behavior. As a new theory or approach that emphasizes how employees behave in changes carried out by organizations. The Change-Supportive Behavior theory emphasizes the participation of employees (public sector) and employees (private sector) in supporting changes carried out by the organization, these changes are related to organizational policies and management.

The change-supportive behavior theory is the actions taken by employees to actively participate, facilitate and contribute to planned changes initiated by the organization (Kim 2011; Weick and Quinn, 1999). Jimmieson and White (2008), identified the theory of planned behavior as a suitable framework for predicting behavioral support for change. Another view from Kim (2011) explains that change-supportive behavior is very important for measuring the performance of changes carried out by an organization in terms of employee behavior.

Kim (2011) reviews further regardingbehavioral approaches that support change (change-supportive behavior) can be analyzed using 3 (three) dimensions, including: (1) involvement in change (formal involvement in the change), (2) anticipated benefits of the change (anticipated benefits of the change) , and (3) quality of the employment relationship. These three dimensions are important factors for measuring the behavior of employees or State Civil Apparatus in implementing organizational change.

The behavioral phenomenon that supports change (change-supportive behavior) in the implementation of the equalization of administrative positions into functional positions in Makassar City shows various problems that occur related to theory and phenomena. Where the advantage of this study is the approach used, namely change supportive behavior in revealing the correlation between involvement in change, anticipated benefits and quality of work relationships on the behavior of state civil servants in equalizing administrative positions into functional positions.

The research hypothesis includes H1: Involvement in Change is closely related to the Behavior of State Civil Servants in implementing the equalization of administrative positions into functional positionsto the GovernmentMakassar city. H2: Anticipation of the Benefits of Change is closely related to the Behavior of State Civil Servants in implementing the equalization of administrative positions into functional positionsto the GovernmentMakassar city. H3: The quality of work relationships is closely related to the behavior of state civil servants in implementing the equalization of administrative positions into functional positionsto the GovernmentMakassar city.

Methods

This research uses a quantitative type of research because what will be carried out in this research is to test the research hypothesis regarding the level of relationship between the behavior of state civil servants in implementing the equalization of administrative positions into functional positions. This research was conducted in Makassar City. This location selection was carried out purposively as the focus of this study is on the equalization of administrative positions into functional positions in the state civil apparatus of the Makassar City Government. Research related to the behavioral model of state civil servants in implementing the equalization of administrative positions into functional positions was carried out by focusing on the human resources of Regional Apparatus Organizations (OPD).

The population in this research is all state civil servants who are affected by the equalization of administrative positions into functional positions. The number of state civil servants affected within the scope of the Makassar City Government. According to data from the Makassar City Personnel and Human Resources Development Agency (BKPSDM) in 2023, there were 250 echelon IV state civil servants who were affected by the equalization of administrative positions into functional positions. So, the total population in this study was 250 state civil servants, where all of this population were research respondents. Data were collected using a questionnaire instrument with a scale including Strongly Agree=4, Agree=3, Disagree=2 and Strongly Disagree=1.

Data collection techniques are the most strategic step in research, with the main aim of the research being to obtain primary data. Data analysis was carried out using path analysis. Path analysis is used to analyze relationship patterns between variables (Sani and Maharani, 2013:74). This model aims to determine the direct and indirect influence of a set of independent (exogenous) variables on Ridwan (2008) variables. Furthermore, the path coefficient is a standardized regression coefficient, namely the regression coefficient calculated from a database that has been set in standard numbers (Z-score). Path analysis in this research was carried out using SEM (Structural Equation Model) analysis, which is an analysis technique that allows testing a series of relationships simultaneously. This relationship is established between one or several independent variables and one or several dependent variables. This analysis was assisted with the help of AMOS (Analysis of Moment Structure) 21 software, which is one of the programs or software used to estimate models in structural equation models (SEM) (Ghozali, 2004).

Results and Discussion

Validity and Reliability Test

The results of the validity test of this research show thatThe ten indicators of the involvement in change variable (x1) which consist of the subvariables resistance, support and understanding have significant p-values, so it can be explained that all the indicators used are valid. The seven indicators of the variable anticipating the benefits of change (x2) which consist of intrinsic and extrinsic subvariables have significant p-values, so it can be explained that all the indicators used are valid. The six indicators of the work relationship quality variable (x3) which consist of the attitude and norm subvariables have significant p-values, so it can be explained that all the indicators used are valid.

Reliability test resultsreliability testing resultsvariable involvement in change (x1)shows reliable results because it has a construct reliability value of 0.70 and value≥variance extracted ≥ 0.50.Reliability testingvariable anticipated benefits of change (x2)shows reliable results because it has a construct reliability value of 0.70 and value≥variance extracted ≥ 0.50.Reliability testingworking relationship quality variable (x3)shows reliable results because it has a construct reliability value of 0.70 and value≥variance extracted ≥ 0.50.reliability testingcivil servant behavior variables in equalizing administrative positions into functional positions (y)shows reliable results because it has a construct reliability value of 0.70 and value≥variance extracted ≥ 0.50.

Based on the research results, the characteristics of respondents in this study include gender, age and latest education

Table 1.

Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Man	108	49.5	49.5	49.5
	Woman	110	50.5	50.5	100.0
	Total	218	100.0	100.0	

Source: Processed primary data, 2023

Based on the table above, there were 218 respondents consisting of 108 male respondents with a percentage of 49.5% and 110 female respondents with a percentage of 50.5%.

Table 2.

Age

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	31 - 40 Years	24	11.0	11.0	11.0
	41 - 50 Years	93	42.7	42.7	53.7
	51 - 60 Years	99	45.4	45.4	99.1
	> 60 Years	2	.9	.9	100.0
	Total	218	100.0	100.0	

Source: Processed primary data, 2023

Based on the table above, there were 218 respondents consisting of 24 respondents aged 31-40 years with a percentage of 11.0%, 93 respondents aged 41-50 years with a percentage of 42.7%, 99 respondents aged 51-60 years with a percentage of 45.4% and as many as 2 respondents aged >60 years with a percentage of 0.9%.
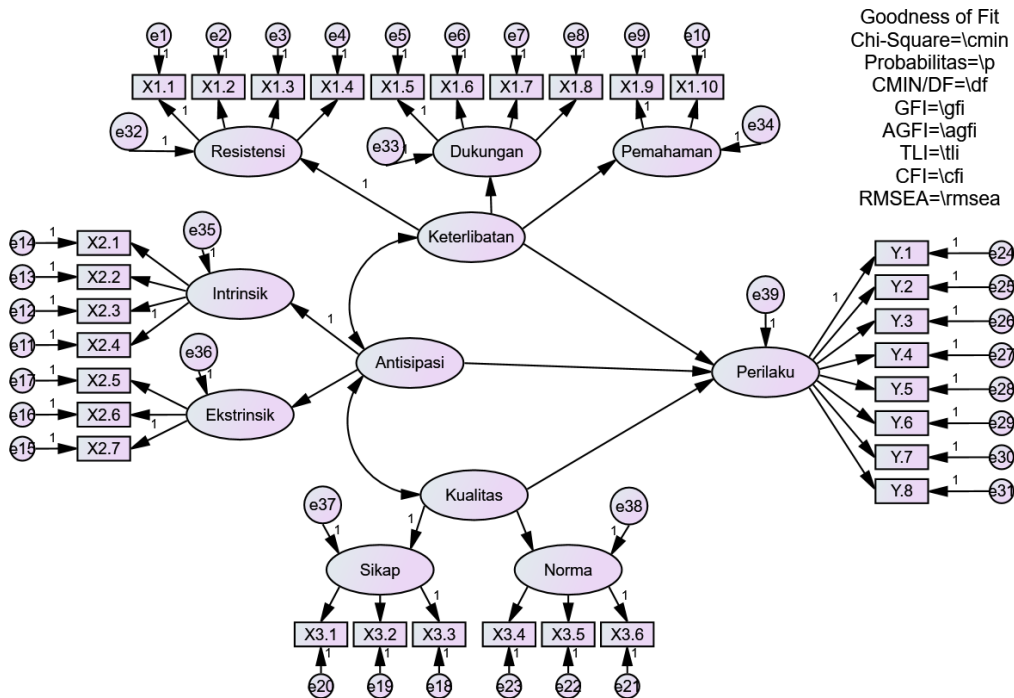
Table 3.

Last education

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Senior High School	1	.5	.5	.5
	DIII	2	.9	.9	1.4
	DIV / S1	91	41.7	41.7	43.1
	S2	122	56.0	56.0	99.1
	S3	2	.9	.9	100.0
	Total	218	100.0	100.0	

Source: Processed primary data, 2023

Based on the table above, respondents with a high school education were 0.5% or 1 person, a DIII education was 0.9% or 2 people, a DIV/S1 education was 41.7% or 91 people, a graduate education was 56.0% or 122 people and the last education was S3 as much as 0.9% or 2 people.

Based on the structural equation model shown in the figure above, an evaluation of the goodness of fit criteria is obtained as in the table below:

Table 4.

Evaluation of goodness of fit criteria

Goodness of Fit Index	Cut off value	Results	Model Evaluation
Chi-Square	Expected to be small	2186,350	Good fit
Probability	≥ 0.05	0.010	Marginal fit
CMIN/DF	≤ 2.00	1,181	Good fit
GFI	≥ 0.90	0.582	Poor fit
AGFI	≥ 0.90	0.508	Poor fit
TLI	≥ 0.95	0.788	Poor fit
CFI	> 0.95	0.807	Poor fit
RMSEA	≤ 0.08	0.039	Good fit

Source: Processed primary data, 2023

The table above shows that the chi-square has met the cut of value. This explains that the model used in this research produces the expected level of estimation. If there are one or more parameters that are fit then the model can be declared fit.

Table 5.

Hypothesis testing

Connection	Estimate	S.E	CR	P-value	Information
Engagement --> Behavior	0.702	0.272	2,576	0.010	Significant
Anticipation of Benefits --> Behavior	-0.906	0.370	-2,451	0.014	Significant
Quality --> Behavior	1,699	0.221	7,673	***	Significant

Source: Processed primary data, 2023

Based on the results of hypothesis testing above, the first is that involvement (x1) has a positive and significant effect on behavior (y). This is because the estimated value is positive, namely 0.702 with a significant p-value of 0.010. Second, anticipation (x2) has a negative and significant effect on behavior (y). This is because the estimated value is negative, namely -0.906 with a significant p-value of 0.014. Third, quality (x3) has a positive and significant effect on behavior (y). This is because the estimated value is positive, namely equal to1,699with a significant p-value of 0.000.

Table 6.

Correlation Analysis

	Mean	elementary school	1	2	3	4
1. Engagement	3.1106	0.633				
2. Anticipate	3.0695	0.632	0.929**			
3. Quality	3.1154	0.667	0.925**	0.898**		
4. Behavior	3.1158	0.664	0.920**	0.899**	0.994**	

Source: Processed primary data, 2023

Based on the table above, a correlation coefficient value of 0.920 is obtained, which means that the strength of the relationship between involvement and behavior is 0.920 or very strong. Apart from that, a correlation coefficient value of 0.899 was obtained, which means that the strength of the relationship between anticipation and behavior is 0.899 or very strong. Then a correlation coefficient value of 0.994 was obtained, which means that the strength of the relationship between quality and behavior is 0.994 or very strong.

Based on the research results, it shows that involvement in change has a close correlation with change supportive behavior in equalizing administrative positions into functional positions in the Makassar City Government.leadership and structural/management support as well as employee understanding. Benson, et. al (2013) explains that employee resistance can hinder the changes implemented by the organization. The emergence of employee resistance to changes implemented by the organization is a form of their disagreement with the changes implemented.

In a change implemented by an organization, the behavior of leaders and management is an important factor that influences the success of high involvement by employees. Leadership and management support is realized in the form of supervision and internal organizational policies that support the implementation of change. This is confirmed by research by Mahoney (2008) that leadership support is a factor that contributes to creating a work environment that supports change in the organization.

The results of the research show that anticipated benefits have a close correlation with change supportive behavior in equalizing administrative positions into functional positions in the Makassar City Government.. Kim (2011) explains that anticipating the benefits of change is one of the factors that influences Change Support Behavior. In various literature, anticipated benefits refer to the theory of planned behavior as an attribute that greatly influences employee behavior, referring to Vrom (1964). In motivation theory, individuals are placed in a behavioral approach by anticipating expectations of results (expectations). Armenakis, et.al (2007) explain that anticipated benefits are beliefs or beliefs about the valence of change which they define as an individual's interest in a change (viewed from the perspective of the change recipient) which is directly related to the outcome of a change. Furthermore, Armenakis, et. al (2007) explains that the anticipation of benefits can be seen from a motivation theory approach, where the valence of change can have intrinsic factors (for example: autonomous decision making) and extrinsic (salary and rewards) as supporting components or influencing components. In self-determination theory, it is explained that intrinsic factors refer to individual actions that are based on inherent or attractive characteristics, then extrinsic factors refer to individual actions that are outcome-oriented such as salary and income (rewards). In the Change Support Behavior approach as in Armenakis' (2007) research, the anticipated benefits of change are dominated by employee motivation which includes intrinsic and extrinsic factors. autonomous decision making) and extrinsic (salary and rewards) as supporting components or influencing components. In self-determination theory, it is explained that intrinsic factors refer to individual actions that are based on inherent or attractive characteristics, then extrinsic factors refer to individual actions that are outcome-oriented such as salary and income (rewards). In the Change Support Behavior approach as in Armenakis' (2007) research, the anticipated benefits of change are dominated by employee motivation which includes intrinsic and extrinsic factors. autonomous decision making) and extrinsic (salary and rewards) as supporting components or influencing components. In self-determination theory, it is explained that intrinsic factors refer to individual actions that are based on inherent or attractive characteristics, then extrinsic factors refer to individual actions that are outcome-oriented such as salary and income (rewards). In the Change Support Behavior approach as in Armenakis' (2007) research, the anticipated benefits of change are dominated by employee motivation which includes intrinsic and extrinsic factors. In

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Based on the research results, it shows that work relationships have a close correlation with supportive behavior in equalizing administrative positions into functional positions in the Makassar City Government.. Kim (2011) regarding behavioral approaches that support change, one of the influencing factors is work relationships. Kim (2011) further explained that this element is closely related to the Theory of Planned Behavior proposed by Ajzen (1991). In theory, it is explained that the factor in question is social norms. Normative pressure arises from the perception that other people show attitudes that want other people to focus on carrying out certain behaviors (Ajzen, 1991). Meanwhile, subjective norms in the TPB refer to interpersonal influences (for example, pressure from colleagues). This theory assumes that almost all of a person's behavior related to social action is under the control of that person's will. A person's behavior is determined by his intentions. Meanwhile, Intention is a function of two determining factors, namely a person's personality traits (which are called attitudes) and social influences (which are called subjective norms). Attitude is related to a person's assessment, both positive and negative, in carrying out a behavioral action. Subjective norms are defined as a person's perception of the social pressure they feel to perform (or not perform) certain behavior.

Conclusion

The results of research regarding changes in supportive behavior of state civil servants in equalizing administrative positions into functional positions show the following findings. FirstThe relationship between involvement in change supportive behavior behavior obtained a correlation coefficient of 0.920, which means the strength of the relationship between involvement and behavior is 0.920 or very strong. Second, the correlation between anticipated benefits and change supportive behavior obtained a correlation coefficient of 0.899, which means the strength of the relationship between anticipation and behavior is 0.899 or very strong. Third, a correlation coefficient value of 0.994 was obtained, which means that the strength of the relationship between quality and behavior is 0.994 or very strong.

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