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Research article

Improving Performance Through Rightsizing: Analysis of the Effectiveness of Implementing Equal Administration in the Ministry of Transportation

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Abstract.

Based on the direction of the President of the Republic of Indonesia Joko Widodo, the bureaucracy has been simplified from four levels to two levels. This was carried out by equating certain functional positions. Efforts to simplify the organizational structure are a reflection of efforts to develop the optimal organization size. Organizational rightsizing has been defined as a series of activities which are carried out as part of organizational management designed to increase the efficiency, productivity and/or competitiveness of the organization. The challenge in equalizing administrative positions into functional positions is that there is no model in each ministry or agency, and this leads to a higher workload due to employees concurrently serving as a functional official and a coordinator or sub-coordinator according to the position before being equalized. This study employed qualitative research methods with a soft systems methodology approach. The process of equalizing positions was analyzed by comparing the rightsizing process through the actor's conceptual model and the outcome. It was found that there is a need for policy changes so that the main managerial activities carried out as a result of the sub-coordinator's role which cannot be replaced by functional positions can still be assessed as credit points. Also, there is a need for socialization and coaching in functional positions. The use of information technology also needs to be implemented to promote the performance of officials.

Keywords: component, equalizing position, rightsizing, soft systems methodology

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1. Introduction

In order to face the challenge of making the State Civil Apparatus a world-class bureaucrat, the government continues to make improvements through a bureaucratic reform program. One of them is through the implementation of Good Governance, the implementation efforts must of course adhere to the effectiveness and efficiency, especially in the implementation of public services in Indonesia. With the increase in effectiveness and efficiency, it will encourage an increase in work performance or also known as performance. Performance can be interpreted as the achievement of individual success within a certain period of time in accordance with mutually agreed targets. This is

How to cite this article: *Decky Subarja, Asropi, and Ridwan Rajab, (2022), "Improving Performance Through Rightsizing: Analysis of the Effectiveness of Implementing Equal Administration in the Ministry of Transportation " in *The 3rd International Conference on Governance, Public Administration, and Social Science (ICoGPASS)*, KnE Social Sciences, pages 95–105. DOI 10.18502/kss.v7i9.10930

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in accordance with the opinion of Rivai and Basri (2005: 50, in Sinambela 2019: 6)[1] which stated that in general terms the success of performance is viewed from the achievements, time periods and targets that have been mutually agreed upon through certain agreements. Public services will be better in line with the increase in the performance of Civil Servants.

Efforts to improve the performance of Civil Servants must of course be accommodated by a healthy organization. A healthy organization certainly reflects an organization that is adaptive and able to move quickly. Such an organization will not be able to be carried out by an organization that adheres to a rigid bureaucratic system. Adaptive and fast-moving organizations certainly need competent human resources who are able to perform well. Human resources who perform are human resources who are able to achieve good work results and according to targets.

Indonesian President Joko Widodo gave directions when delivering a speech at the 2019 MPR Plenary Session to simplify the bureaucracy from four levels to two levels by removing administrative positions, including administrator positions, supervisory posi- tions and implementing officials in the government organizational structure and transfer or equalize administrative positions into functional positions. The transfer of positions has been stated in the Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 28 of 2019[2] concerning Equalization of Administrative Positions into Functional Positions. These efforts are a reflection of getting the right organization size (rightsizing). According to Wandera (2013:15)[3], Rightsizing is bringing or reducing the number of employees to an optimal level. Meanwhile, according to Khanduja and Mishra (2012: 2)[4], rightsizing is the process of a company to reorganize or restructure their business by cutting costs, reducing workers or rearranging top-level management. The goal is to properly shape the company to achieve maximum profit.

The implementation of rightsizing in the organization will certainly have an impact on the rearrangement of positions as well as the duties and functions of employees. Of course this will have an impact on the work pattern of employees. A change from an administrative position to a certain functional position will lead to a different work pattern for the individual. Broadly speaking, as stated in Government Regulation Number 11 of 2017[5], administrative positions are positions that emphasize more on their functions in service to the community and administrative activities to carry out government functions and implementation of development, while functional positions emphasize more on expertise and skills in accordance with levels in the context of carrying out their duties for functional services according to their fields.

The concept of rightsizing to find the right size of an organization is one solution to improve the performance of government employees. The demands for the use of digital technology, political changes, the development of labor force numbers can contribute to a strong urge to make changes in government organizations. However, in the implementation of rightsizing, it is necessary to pay attention to the impacts that occur. Employees who feel threatened by the position that has been obtained will not be able to show good performance.

With the equalization of positions, officials who are subject to equalization into functional positions need adaptation related to their roles and functions, especially related to their work performance achievement which refers to the assessment of credit scores. A further problem is that officials who are subject to equalization will carry out additional duties as coordinators and sub-coordinators or in the sense that they continue to carry out managerial functions. This is due to the short time given by the Ministry of Administrative Reform and Bureaucratic Reform to simplify the organization. As a result, the process runs on an instant model and focuses on delayering by changing equivalent positions.

Rightsizing is synonymous with organizational change. Organizational change if not done properly will have a negative impact on the organization and employee attitudes. In addition, the frequency of changes that often occur and the fluctuating rhythm of changes make it difficult for employees to adapt to changes that occur in the organization. In this condition, uncertainty will arise such as uncertainty related to job roles and job assignments and so on (Wibisono and Wahyuni, 2015: 95)[6]. However, the Government certainly has a purpose in the equalization policy, in addition to shortening the bureaucratic process as well as changing a rigid organization into a more adaptive organization. By becoming an adaptive organization, it is hoped that it will be more responsive to the dynamics of changes that occur in the field and be more innovative in the implementation of government functions in serving the community. This is in line with what was conveyed by Foster (2018: 6)[7] that with a dynamic and fast-moving organizational operating environment, it is very important that organizations can develop creative capabilities that ensure their operations are subject to continuous innovation, profitable operating systems and achieve sustainable performance in the workplace. in response to changes in the external environment.

In examining the effectiveness of rightsizing through equalizing administrative positions at Secretariat General, Ministry of Transportation, it is necessary to examine the problem and its implementation through a methodology that is able to examine human

activities. Therefore, one of methodologies that can assess human activity is Soft System Methodology.

The formulation of the problem In accordance with the explanation of the background above which will be studied, it can be formulated, namely "How is the rightsizing model through equalizing administrative positions into functional positions at Secretariat General of Ministry of Transportation that can have an impact on performance effectiveness?"

2. Literature Review

2.1. Previous research

This study uses several references related to rightsizing, downsizing, organizational change, to performance. Based on previous research, the researcher concludes that organizational simplification is carried out by restructuring or streamlining the organization through downsizing which has an impact on reducing employees. Unlike the context of organizational change through equalizing administrative positions into functional positions as in this study. The simplification of the organization did not result in a reduction in the number of employees, however, it had an impact on changes in the organizational structure so that structural positions within Secretariat General of Ministry of Transportation were reduced and the organizational structure was more horizontal. Organizational simplification is also carried out by means of a delayering mechanism so that the roles of officials who are charged with equalizing functional positions carry out their functions as managerial and functional functions at the same time. However, simplification of the organization does not change the income received by employees. The same thing from this study with previous research is that background of organizational streamlining and organizational simplification is to increase organizational competitiveness in the future and to restructure the organization so that the organization is more effective and efficient or in other cases becomes more efficient.

2.2. Rightsizing

Cameron (1993, in Nirmala and Akhilesh, 2009: 18)[8] defines organizational rightsizing as "a series of activities, which are carried out as part of the management of an organization designed to increase the efficiency, productivity and/or competitiveness of the organization. Furthermore, Nirmala and Akhilesh (2009: 18)[8] explain that rightsizing is different

from downsizing although it seems that the two things are synonymous, however rightsizing has attributes that distinguish it from downsizing. The rightsizing attributes are intensity, personnel, efficiency and work processes. Furthermore, the conceptual model of rightsizing connects three main aspects in the research conducted by Nirmala and Akhilesh (2009: 48)[8], namely the actors, their perceptions of the rightsizing process and its impact on individual outcomes. In this conceptual model, it involves actors who are stakeholders who are affected by the rightsizing process. The categories are (1) implementers who realize the rightsizing process; (2) which is separated which is the target of separation; and (3) stayers who remain in the organization after rightsizing. The conceptual model is as follows:
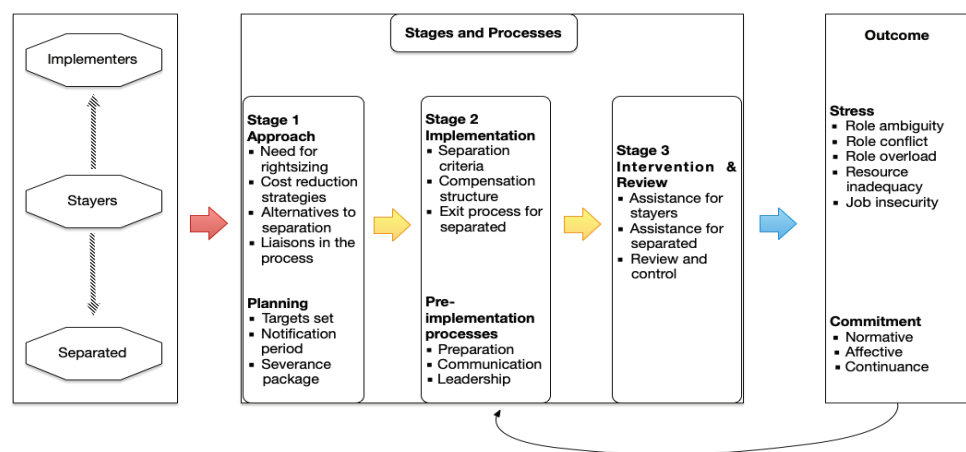

Figure 1: Conceptual model of actors, rightsizing processes and outcome. (Source : Nirmala and Akhilesh. 2009).

In describing the rightsizing model through equalizing administrative positions into functional positions at Secretariat General of Ministry of Transportation, it is described in following chart:
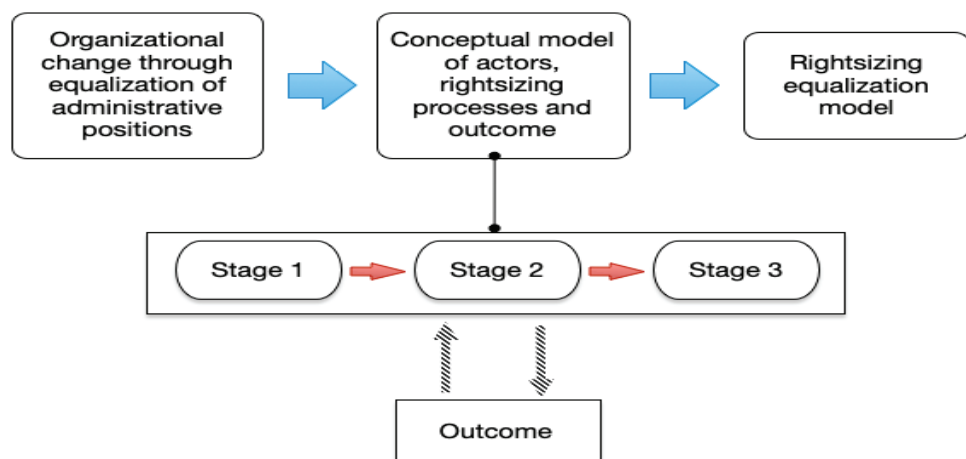

Figure 2: Frame of Thinking.

3. Methods

The reasons why Soft Systems Methodology is recommended for use in management research are : (1) rethinking the role of head-office function in shell, (2) evaluating past event, (3) upgrading the skills of a department, (4) trackling your own issues, and (5) clarifying a concept. Especially the use of Soft Systems Methodology because it is to analyze understanding and situations. Analysis of the relations and roles of related parties will be a reference to narrow the rightsizing model through equalizing administrative positions into functional positions at the Secretariat General of Ministry of Transportation. This study uses Soft Systems Methodology, while data collection techniques used are observation and interviews. Furthermore, the key informants in this study are administrator officer in planning bureau, supervisor officer in bureau of communication and public information and supervisor officer in bureau of personnel and organization. Data validation process uses a modification cycle of Soft Systems Methodology (SSM). Method of triangulation used in this qualitative research includes triangulation by source and triangulation according to technique.

4. Results and Discussion

Prior to the equalization of positions, there were 21 Administrator Officers and 84 Supervisory Officers. In the first stage of equalization, all administrative officials are appointed as functional officials. However, after going through a process of discussion between Ministry of Transportation and Ministry of Empowerment of State Apparatus and Bureaucratic Reform, equalization process is carried out in stages, where administrator officials are not subject to equalization of functional positions. This is stated in the Regulation of the Minister of Transportation Number 67 of 2021 concerning the Organization and Work Procedure of the Ministry of Transportation[9]. However, process of equalizing supervisory positions into functional positions also received input that some of these functional positions were not in accordance with the duties and functions that had been carried out so far. Meanwhile, supervisory positions related to leadership administration remain structural.

4.1. Problem situations that are considered problematic

In the first stage, the SSM approach reveals 3 (three) main points, namely the problem situation that is considered problematic (P), the theoretical framework used in the

study (F), and the method used in the study. What is considered problematic is the difference in administrative positions with functional positions and the suitability of functional positions with the tasks and functions they carry out as information from key informants as follows "of course there are differences between administrative positions and functional positions. We are looking for functional positions that match or are close to previously occupied positions. For example, the Head of Subdivision of Administration in charge of personnel, administration and finance, we see which task is the most dominant and of course this will be a consideration in its equalization into a functional position".

4.2. Problem situation expressed

The second stage is the preparation of a rich picture using intervention analysis, social analysis and political analysis. This stage is to see the authority of each actor as well as the expectations and problems raised by the actors.

4.3. Root definition of relevant purposeful activity systems

The process of simplifying the bureaucracy is carried out through the process of equalizing administrative positions into functional positions regulated in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reforms Number 28 of 2019[2] which was later amended by Regulation of Minister of State Apparatus Empowerment and Bureaucratic Reforms Number 17 of 2021 (P), by carrying out the separation between retained positions and equalized positions (Q) which in turn produces a new, simpler organizational structure (R).

Activities related to root definition are (1) determining the positions that are equalized or retained, (2) carrying out the stages carried out in organizational equivalence, (3) conducting organizational simplification. CATWOE analysis as follows:

4.4. Conceptual models

Hardjosoekarto (2012: 103)[10] stated that the core of systems thinking in SSM is the creation of conceptual models as intellectual tools used to discuss and discuss real-world situations that are considered problematic.

The conceptual model that will be compiled in connection with this research is a sequence of actions arranged as follows:

TABLE 1: CATWOE Analysis.

| C (Customers)	Head of Rates and Reporting Section; Head of Treasury Section; Head of Land Transportation and Railway Regulation Section; Head of Procurement and Governance Strategic Planning Section; Head of Management and Protocol Administration Section; Head of Communication and Evaluation Strategy Planning Section.
A (Actors)	Head of Organization and Administration Section; Sub-Coordinator of Competency Development Group and Functional Positions.
T (Transformation)	A process of implementing organizational simplification through equalization of positions in order to form an appropriate organization.
W (Worldview)	So that the implementation of organizational simplification through equalization of positions can form a more agile and adaptive government organization
O (Owners)	Assistant Deputy for Career and Talent Management of Apparatus HR, Ministry of State Apparatus Empowerment and Bureaucratic Reforms
E (Environmental Constraints)	Implementation time, statutory regulations

source : self-made
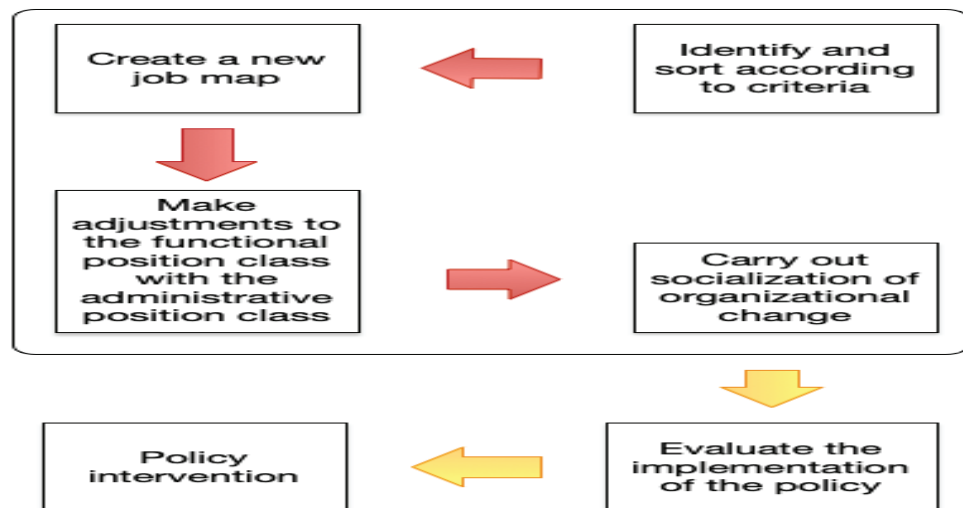
Figure 3: Conceptual Models. (source : self-made).

4.5. Comparison of models and real world

Conceptual model of rightsizing organization through equalization of positions compared to what happens in the real world. This comparison activity is carried out through discussions between clients, actors and the owner of the issue. Debate activities were carried out through virtual focus group discussion. Based on the focus group discussion, it was found that ideally this equalization of positions is carried out after an organizational change. Then, in the absence of functional positions that can replace exactly the

items of activity in administrative positions, it is necessary to have discretion or change in regulations so that the work carried out by officials who are subject to equalization can be assessed for credit scores for the continuation of the employee's career. In addition, there is also a need for socialization of the procedures for assessing credit scores for officials who have been replaced so that the change process can run well.

4.6. Feasible and desirable change

This is the stage for formulating suggestions for action which was in the previous stage. The formulation of the action as an accommodation for the viewpoints and opinions of various groups on how efforts to equalize administrative positions into functional positions can run well and do not reduce the performance of employees whose positions are equalized.

From the results of the discussion, it was found that in order to run well, what should be done is:

1. Formulate the new organizational structure and job map before equalizing administrative positions into functional positions;

2. It is necessary to encourage a policy of changing regulations so that the items of activities carried out as a result of the sub-coordinator's role as managerial which cannot be replaced by functional positions can still be assessed as credit points;

3. There is a need for socialization and guidance in the familiarization of functional positions, including those related to credit score assessment;

4. It is necessary to encourage the use and utilization of technology in the assessment of credit scores so as to facilitate functional officials who carry out additional tasks as sub-coordinators;

5. There is a need for financial justice for functional officials who carry out additional duties as sub-coordinators and in work units that have a higher workload.

4.7. Action to improve the problematic situation

The basis of the action steps in this seventh stage is the formulation of suggested actions in the 6th stage or the stages of changes that are systematically desirable and culturally feasible. Therefore, after the sixth stage is completed, taking the next action steps depends on the actors who carry out the implementation of the organization so

that it becomes an effective organization. A problem solving interest can be carried out if the research results have satisfied stakeholders and an alternative improvement action plan is selected and makes additional changes to the context of the problem, starting with the next action research cycle. However, due to limited time and research costs, the actors are expected to take action as the result of the construction which is the conclusion of the 5th stage of soft systems methodology.

5. Conclusions

Basically the spirit of equalizing administrative positions into functional positions is organizational change where a simpler organization is expected to simplify the process of public service. In getting the right organization, it is necessary to pay attention to the stages and processes after determining the position that is maintained and the position that is equalized. This transition process is crucial because of differences in work patterns and employee career patterns. Therefore, there is a need for socialization to provide understanding and form a new work culture. Furthermore, support for more adaptive regulatory changes is also needed to become a more agile organization and ensure that there are no negative changes or produce negative outcomes after being subject to equalization.

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