



## RESEARCH ARTICLE

## The Perception of Administrative Staff on the Abolition of Echelon III and IV for Beureaucratic Reform in the Higher Education

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## ABSTRACT

Bureaucrat is an element of the nation's competitive strength with high competence and performance to achieve goals and professionalism, as well as build the image of public services. Therefore, this study aims to analyze the perception of the administration staff at Brawijaya University regarding the abolition of echelons III and IV and to change structural into functional positions. Survey method is used to distribute questionnaires to qualified administration staff, and the respondent population of echelon III and IV in Brawijaya university is 92 people, and after the distribution, 76 responses were considered valid. The results showed that the respondents had a negative perception of the effect of echelon abolition on the existence of their jobs and of the expectations of changes in job effectiveness. Meanwhile, they had positive perceptions concerning variables such as career development, motivation, functional duties and positions, constraints, and solutions. These indicate that bureaucratic reform through changes in structural to functional positions needs to increase the effectiveness of the work system and pay attention to the existence of their jobs.

## INTRODUCTION

Bureaucrat is an element of the nation's competitive strength with high competence and performance to achieve goals and professionalism, as well as build the image of public services (Supratman, 2018). In reality, the competence and performance of government employees remain under expectations, but the quality of bureaucratic professionalism is less satisfactory. Inappropriate HR management methods are one of the reasons (Kairupan, 2015; Sali, 2009), and the efforts to reform the bureaucracy need serious attention.

Bureaucratic reform is a strategic effort to reorganize the ongoing bureaucracy according to the span of control, division of labor, line, staff, rule and

regulation, and professional staff (Nikmah and Hasan, 2018). Good governance is the objective of bureaucratic reform, which entails making major changes to government administration, organization, management, and human resources (Rivai, 2020). These reforms are intended to generate public services that are adaptable, professional, and unbiased to serve the public's best interests. Furthermore, bureaucratic reforms are steps to improve government tasks and public services and develop more effective and efficient organizations (Aji et al., 2013).

Public sector leadership is involved in national-level efforts and leadership empowered by previous decentralization. Research focuses on the reforms

made by the national government, which have been guided by the values of serving the public, increasing efficiency, and being corruption-free (Aji, 2019). The organization should respond to all changes, especially when they have a major impact. It should involve and adapt to these changes. One of the choices to achieve organizational effectiveness and efficiency can be conducted through downsizing. Meanwhile, this may lead to positive results in the form of lower overhead costs, smaller bureaucracy, accelerated decision-making, more intimate communication between employees, greater opportunities for companies to develop entrepreneurship, and increased productivity (Brauer and Laamanen, 2014; Latif and Gulzar, 2011; Sitlington and Marshall, 2011; Van Dierendonck and Jacobs, 2012). Organizational downsizing can also negatively impact commitment (Lee and Corbett, 2006; Spreitzer and Mishra, 2002), manifested in poor performance (Lee and Corbett, 2006). The negative impact should be minimized to achieve the implementation through an intense communication process and a detailed roadmap for improvement. Several studies on bureaucratic reform have been conducted, especially in Indonesia (Aji, 2019; Labolo and Indrayani, 2017; Turner et al., 2022). They are concerned about the local contexts, administrative style, and culture (Kim and Han, 2015; Wihantoro et al., 2015) because bureaucratic reform is influenced by work culture and organization. The implementation of bureaucratic reform needs to adopt the right strategy to face several challenges, including three main problems, namely the weak ability to change, the public doubts about the effectiveness of the planned policies and implemented by the bureaucracy, and the high level of political intervention makes the bureaucracy lose its concentration in carrying out the service functions (Labolo and Indrayani, 2017). The last factor is considered a serious threat that may affect the declared goal of creating a "world-class" public service by 2025 (Turner et al., 2022). In the short term, the following policy strategies are needed, increasing incentives that function to encourage the spirit and performance of the bureaucracy, creating an internal system encouraging the growth of awareness of the bureaucracy and reforming the external system to reduce the politicization of the bureaucracy (Labolo

and Indrayani, 2017). This study enriches theoretical knowledge related to studies of bureaucratic reform, especially streamlining organizational structures regarding perceptions of educational staff with the elimination of echelons III and IV and mapping of functional positions as a consequence of the abolition. Practically, the results are expected to be a reference for policymakers within Brawijaya University to manage educational staff and map their future careers more clearly and measurably. This study is expected to contribute to finding the root causes of the negative impact of downsizing and developing the required strategy. It also explores the nature of Indonesian public administration reforms in the democratic era using ideal-type constructs that facilitate the identification of reformation while simultaneously establishing the structure and behavior of the current bureaucracy and the challenges faced. State Civil Apparatus (SCA) such as universities play an important role in supporting elements in higher education operations. The success of administrative tasks is largely determined by the quality of the services provided to the user community. Therefore, the skills and competencies need to be continuously developed to improve their professionalism in meeting user expectations. The ministry of higher education has determined the abolition of echelons III and IV, and it was replaced with an equalization from administrative to functional positions. The policy implementation is expected to accelerate bureaucratic reform to support more efficient service performance. Subsequently, services can be carried out properly by professional SCA who understand their duties and work. The equalization in the bureaucracy refers to the Minister of Apparatus Empowerment Regulation No. 28 of 2019. Educational staff in Echelons III and IV administrative positions have become SCA with functional positions following this equalization. This is also performed to reform the bureaucracy, hence the abolition of Echelons III and IV to increase efficiency and effectiveness in public services. The Ministry of Education and Culture launched a policy to reform the bureaucracy to improve bureaucratic performance. Referring to the regulation of the Minister of Education and Culture Number 45 of 2019 concerning Organization and Work Procedures and Culture Number 9 of 2020 concerning Amendments to

the regulation of the Minister of Education and Culture Number 45 of 2019, Brawijaya University as one of the State Universities issues a policy on the abolition of echelon III and IV as well as changing structural into functional positions. The existence of this policy led to various responses from SCA. Therefore, this study aims to analyze the perception of the administration staff regarding the abolition of echelons III and IV and to change structural into functional positions.

## **LITERATURE REVIEW**

### **Bureaucratic reform**

The average quality of professionalism in the bureaucracy is still unsatisfactory, and one of the reasons is improper human resource management practices (Mawaddah and Meirinawati, 2016). Human resources are the most decisive factor in any organization, including the government bureaucracy. As one of the nation's competitive power elements, bureaucrats should have competence and high performance for the sake of goals. This should encompass professionalism and building the image of public services as a unifying glue for the nation (Supriatna, 2020). In line with the previous explanation, Setiyono stated that bureaucratic reform is a strategic effort to reorganize the bureaucracy that runs the principles of a span of control, division of labor, lines, and staff, rules and regulations, and professional staff (Priansa, 2018). Bureaucratic reform attempts to carry out fundamental changes to the government administration system, especially regarding the apparatus's institutional (organizational) aspects, management, and human resources. It is one of the government's efforts to create good governance (Rivai, 2020). The reforms aim to promote higher productivity in public service delivery - such as devolution and decentralization strategies, implementation of competitive mechanisms within the public sector, revised budgetary practices and procedures, performance-oriented approaches to budgeting and management, and reliance on e-government (Curristine et al., 2007; Asatryan et al., 2017).

Furthermore, the results from Turner et al. (2019) study shows that Indonesia built one of the largest bureaucracies in the world during the reign of

President Suharto. However, the nation suffers from several problems, including rampant corruption, inefficiency, poor service delivery, and onboarding processes. Following the democratization in 1998, the political leaders experimented with various modes of public administration, culminating in President Yudhoyono's and Jokowi's system-wide reform in 2010. For example, some regions in Semarang Regency have attempted to undertake Human Resources (HR) management of civil servants in the framework of bureaucratic reform in Semarang Regency, which includes structuring the employee recruitment system, implementing job analysis and evaluation, compiling competency standards, competency-based individual assessment, implementing individual performance appraisal systems and developing employee databases (Pardede and Mustam, 2017).

Public sector leadership and reform involve national-level efforts and leadership from the local level empowered by previous decentralization. This research focuses on the reforms made by the national government, which have been guided by the values of serving the public, increasing efficiency, and being corruption free. Even though the National Development Agency and Ministry of Administrative and Bureaucratic Reform provided centralized encouragement and coordination, the reforms were seen as fragmented across ministries with uneven results. Leadership reform was challenged by human resources and legally mandated, but inefficient bureaucratic processes and challenges of distrust of the public were dealt with using patronage to enlist allies in reform. Leaders gained influence from working across borders and jurisdictions and enhancing their authorization environment. This study also describes the strategies of leaders-led efforts through ministries while gaining support from successive reform winners at different levels and locations (Prasojo and Holidin, 2018).

### **Organizational change towards bureaucratic effectiveness**

There are at least three distinct senses in which the term "bureaucracy" can be understood. The first refers to the ideal organizational structure of contemporary society, which entails features like a unified chain of command, distinct levels of authority,

a division of labor and specialization, meticulous record-keeping, and a merit-based promotion and hiring system, among others. A large institution with a clearly defined purpose, set of responsibilities, and set of procedures that has a noticeable effect on its internal and external communities is, secondly, a bureaucracy. Third, its "dynamic" meaning encompasses the public and private sectors of the government's military and bureaucratic security agencies (Farazmand, 2009).

An effective business knows how to maximize output with minimum input. While efficiency determines how well an organization achieves its stated goals or provides evaluated services; effectiveness considers both factors. Reducing the workforce is one strategy for making an organization more efficient and productive. This does not refer to laying off workers but rather eliminating levels III and IV of management. Management implements several changes intended to boost output and competitiveness. This can be achieved by lowering headcount, reorganizing job duties, or paring down the company's management structure or specific departments. Reducing the horizontal levels of an organization is one way to streamline its size (Navalino et al., 2014). Givanka stated that Brauer and Laamanen (2014), which supported the company's goal of downsizing, reported positive results in the form of reduced overhead costs, smaller bureaucracy, quicker decision-making, more intimate communication between employees, opportunities for companies to develop greater entrepreneurship, and increase overall employee productivity.

Businesses should be prepared to adapt to any systemic shifts. Furthermore, downsizing can negatively impact organizational commitment, resulting in poor performance (Lee and Corbett, 2006; Erickson and Roloff, 2007). A lack of dedication to the organization's mission can also lead to increased absenteeism and decreased output (Meyer et al., 1997; Lämsä and Savolainen, 2000). It is important to minimize the negative effects of downsizing on company performance to realize the intended outcome (Sitlington and Marshall, 2011). When people in an organization are unwilling or unprepared to adapt to change, they push back. The willingness to put up a fight, oppose, or even attempt to do

so is indicative of a resistant mindset. This group rarely shows signs of discontent, which could be a source of tension. Leaders need to see when people within their organization are starting to push back. Disruption or sabotage, postponement, dissent, and the construction of distance are the four tactics of resistance.

### **Merit system in public sector human resource management**

Using a holistic view of nation-building, public sector HRM aims to demonstrate people's full potential as a resource. Advances in technology, regulatory constraints, intensifying competition, and ever-increasing demands on employees; all contribute to the growing complexity of management's challenges. Higher education levels of employees, a more diverse workforce, rising personnel costs, and stagnating productivity are just some of the organizational factors that have shifted the focus to HRM. The biggest problem is stopping inefficient practices and running an efficient organization (Sudrajat, 2014).

Management needs to develop new strategies for keeping workers productive and helping them reach their full potential in the current climate. Moreover, leaders are called for increased professionalism to better serve the public and bring about public satisfaction and fairness. Their job is to ensure that all the moving parts of a company's socio-technical system work together smoothly. In addition to organizing and designing employees to achieve organizational goals, leaders should be able to influence their attitudes and the motivation of their staff to do so through directive mechanisms (Sedarmayanti, 2018).

An organization's success largely depends on its management, as its human resources are its most valuable asset. This strategy rests on four tenets. First, people are the backbone of any organization, and good management is the key to success. The second factor in the organization's success is how its policies and procedures regarding its people are linked to accomplishing its objectives and strategic objectives. Third, the culture and values of an organization, its climate, and its leaders' actions can all substantially impact productivity. This is so because it's the responsibility of the leadership to maintain the culture, which may involve making

adjustments to or strictly enforcing the organization's values. As a result of the interconnected nature of human resource management, every member of an organization plays a part in achieving its goals (Sedarmayanti, 2018).

Human Resource Management (HRM) in the public sector entails maximizing output by making the most available personnel and covering all bases regarding recruitment, training, compensation, promotion, and separation (Atmojo et al., 2016). Consequently, this cultivates human resources for addressing issues of productivity and efficiency within an organization. Work productivity and efficiency enhancements that depend on handling cannot be achieved without it. Further, a symbiotic model of mutualism that promotes reciprocal relationships should be implemented while supporting individual performance.

HR policies should be incorporated with strategic business planning to reinforce the right kind of organizational culture. This is because it is a strategic asset and a driver of competitive advantage when fostered and directed by policies with continuity, such as merit-based SCA management. As a result, workers can learn to be more adaptable in their actions to serve the company's best interests. Human resource management needs to be investigated so that the unique approach taken by management to employee management can be identified.

One management strategy that can be applied to the bureaucratic reform process is how people are assigned tasks and responsibilities. From the point of view of bureaucratic reform, this is done to deal with, overcome, and prevent issues within the bureaucracy. Additionally, previous research stated that the management of Apparatus HR management is through (1) Individual competence assessment for apparatus, (2) Building a performance appraisal system, (3) Developing a procurement and selection system, (4) Boosting development and training patterns, (5) Reinforcing transfer, promotion, and rotation patterns, (6) Reinforcing career patterns, and (7) Promoting the actualization of Prospero (Fathya, 2017).

The scope of public management, which emphasizes managerial roles, includes managing human apparatus resources within the context of

bureaucratic reform. Human resource management in the context of apparatus seeks to maximize its human capital's strategic, ethical, and socially responsible contribution. It's helpful for matching candidates to open positions, rewarding employees fairly and equitably, giving people responsibility commensurate with their abilities, tailoring training to improve output quality and worker productivity, and more. Human resource management's significance to a company's success cannot be overstated. This means that the hierarchy of a company is a crucial strategic factor.

United Nations Development Programme (UNDP), in its report entitled Meritocracy for Public Service Excellence which was published in 2015, defines the principle of merit as follows:

- Jobs at every level- Merit should be applied for promotion and initial recruitment.
- The best candidate- The best candidate should be chosen from several candidates to properly carry out the position's duties.
- Open to all- Recruitment should be open, not limited to internal agencies or groups.
- Systematic, transparent, and challenging- The recruitment process needs to be systematic.
- Transparent, and competitive, where complaints from failed candidates are considered valuable input to improve the quality of future decisions.

Discipline is obedience to authority defined by the meritocracy principle (Sefullah et al., 2020), in which the rules are the apparatus's purview. In contrast, meritocracy is closely linked to the distribution of rewards, which significantly impacts the efficiency of the governing body. The government bureaucracy is staffed by career professionals, but people are always the most important factor in any enterprise. Efforts to apply competence with professionalism and disciplined work culture must continue as part of bureaucratic reform aimed at increasing the apparatus's human resources capacity. This allows for advanced technical skills, which at a certain level are accompanied by managerial abilities common to all cultures of hard work and success. High levels of dedication and honesty are required to meet the demands of modern society.

The government bureaucracy is viewed as the main

development actor that applies good governance principles, largely due to meritocracy, which encourages increased contributions from professional bureaucrats (Mubin and Roziqin, 2018). It's a psychological model that works well as a checklist for boosting achievement motivation. To get anything done, you need to put the discipline expectations of your superiors first. Because of the relative nature of the harm done to obligations after subordinates have been treated unfairly, this can have far-reaching effects on community life. The government bureaucracy is essential to the survival and glory of any nation, and its effectiveness depends heavily on the merit system principle being applied.

Employees' career paths, from the time they are first appointed to the time they retired, are described by the relationships and compatibility between their various positions, levels of education and training, and lengths of service. This identifies employee careers and implements appropriate ways to develop this potential. The development is an increase in one's potential to achieve career plans, which are developed under a predetermined career path as follows:

- A pattern that describes the possible sequence of positions for an employee to reach the highest position.
- A continuous pattern of several jobs shapes one's career.

### **Building employee perceptions of environmental changes**

To be an effective manager, adaptability to change, according to Hussey (2000), is essential. It's a never-ending cycle of improving the company's overall course, structure, and responsiveness to internal and external pressures. There needs to be a well-thought-out plan before educational staff members can be trained and supported in their professional growth and development. The restructuring process runs smoothly when teaching staff positively interprets the elimination of echelons III and IV.

To perceive is to engage in a mental process by which one assigns meaning to one's sensory perception. As a result, people respond differently because they attribute different meanings to the same stimuli. The employee's perspective on the situation is often more crucial to grasping their actions. Perception, according to research, "includes the activity of

receiving and organizing these stimuli to influence behavior and attitudes." Employees' perspectives on their professional growth may be influenced by their reactions to various stimuli.

Employee satisfaction with their work and its outcomes is a key factor in how they view their employer. The theory of "Work Adjustment" can shed light on this phenomenon. Workers' ability to adapt to their jobs is the focus of the work adjustment theory, a branch of psychology. Employees' level of contentment in their workplace is a major factor in whether or not they will remain engaged with their workplace (Dawis and Lofquist, 1984). Employees who aren't happy in their jobs may leave after a relatively short period. The importance of a good work-life balance cannot be overstated. According to the theory of work adjustment, harmony in the workplace can be attained when workers successfully complete tasks within their areas of expertise. Four factors make up the foundation of the theory of work adjustment. Adaptability, vitality, responsiveness, and persistence are such factors.

According to Bangun (2012), career development entails a chain of actions with the ultimate goal of expanding and enhancing one's line of work in the future. Individuals and organizations both play a role in a person's professional growth. Career paths are identified that allow employees to move logically from one position to the next within an institution, and this is a primary focus of institutionally centered-planning. Internal and external perspectives both contribute to the understanding of career progression. Organizations will often take the formal approach of posting openings to attract and retain employees who possess the necessary skills and experience (Simamora, 2006). As reported by Bernardin and Russel (2003), there are two facets to measuring career development: (1) organizational career development, which includes information indicators and programs, training and development opportunities, career diversity, responsibility, realistic career development, and benefit from opportunities; and (2) individual career development, which includes indicators of seeking information and plans. Employees are more likely to be satisfied with their jobs if they see a path toward advancement. Since professional advancement focuses on fostering

growth in skills, employees who value their jobs over financial compensation will naturally prioritize the former. Values of renewal are embedded in Law No. 5 of 2014, establishing the SCA as a formal basis for managing the state civil apparatus. These are positive qualities that, when implemented thoroughly and steadily, are likely to improve the SCA's level of expertise and professionalism. "Employee competence is a combination of skills, personal attributes, and knowledge reflected through performance behavior," Komara (2019) wrote in SCA Employee Professional Competence.

### **Employee performance**

A person's performance is based on their ability to carry out their responsibilities according to the requirements of their position. According to Swasto (2011), employee performance is the result or accomplishment of working according to the government or company-mandated performance procedures. As a result, the work's execution serves as a barometer for evaluating employee performance against established criteria. Performance refers to the degree to which workers' output is consistent with predetermined standards.

Human resources play a crucial role in the success of any organization. Therefore, performance measures the agency's success and is linked to employee happiness (Susadya, 2011). Provisions for action include good behavior, will, and ability. In a similar vein, the requirements motivate workers to do their best. Multiple studies have found that intrinsic motivation contributes to enhanced performance (Bangun, 2012).

## **MATERIALS AND METHODS**

In the most recent academic year, researchers at Brawijaya University Malang surveyed teachers working in 15 different departments (including one devoted to vocational training) and one postgraduate program (2020-2022). A questionnaire served as the primary data collection method, following a survey design that randomly selected participants from a larger population. A perception survey about the elimination of echelons III and IV was developed as the first step in this study. The questionnaire was designed to gauge educators' attitudes toward the functional positions attached to the execution of their

duties and the quality of their performance in light of the abolition of echelons III and IV. Furthermore, a specific number of questionnaires are sent out to each respondent. Preparing perception categories related to existence, hope, and career development allowed for the tabulation and analysis of the collected questionnaires. The research problem is solved by drawing conclusions, and the number of faculty and staff involved in education at Brawijaya University varies by department. Due to the pandemic, online questionnaires are being used to implement data collection. This research delves into decolonization abolition policies, which are how former division and subdivision heads in the field of education gave meaning to the elimination of echelons III and IV. The views are broken down into reality, anticipation, and professional advancement for closer inspection. Specifically, the operational definitions of each variable are as follows: a. Existence refers to the actual presence of workers who impact their immediate surroundings; b. Expectations refer to the employees' hopes and dreams for the future, which motivate them to give their best effort at the office. Employees are better equipped to move forward on their chosen career path thanks to career development, and c. It takes many different actions to bring about the creation of goods and services. All participants were faculty members at Brawijaya University holding administrative positions such as Division Head or Section Head. There are 92 educators on the books at Brawijaya University, according to the institution's Personnel Section. A census-like sample method was used to estimate the study's population, and only 76 responded with reliable data. Due to pandemic conditions, data was collected by sending out Google Forms questionnaires to participants. Documentation studies were conducted to collect data on employee counts. In addition, the analysis is performed by gaining a deeper comprehension of the presentation. Categorical, elaborative, and Lazarsfeld analysis inform this perception. Elaboration analysis, also known as the Lazarsfeld technique, is conducted by classifying the variables into groups using a frequency table, as described by Singarimbun (1989). Two- and three-variable cross tables were used to initially compile and describe frequency. The significance of differences between the two samples

was evaluated via the Chi-Square test for hypothesis testing. Cramer's coefficient (C) was used to examine the correlation and association between variables (Siegel, 1988). This testing of hypotheses, however, is contingent on certain preexisting conditions being met. Due to the presence of zero cells or an expected frequency of less than five, not all conditions from the cross table are satisfied in this investigation.

**RESULT AND DISCUSSION**

**Characteristics of respondents**

43.4% of respondents are over 50, while only 11.8% are under 40. In contrast, when respondents were broken down by sex, men made up 53.9% of the total, while women made up 46.1%.

**Table 1: Characteristics of respondents**

Characteristics	N (%)	
Age (year)	≤ 35	3.9
	35 - 40	7.9
	40 - 45	26.3
	45 - 50	18.4
	≥ 50	43.4
Gender	Male	53.9
	Female	46.1
Education	Diploma	5.3
	Bachelor	50
	Master	44.7
Rank class	III/b	5(6.6)
	III/c	19 (25.0)
	III/d	26 (34.2)
	IV/a	18 (23.7)
	IV/b	7(9.2)
Income (million IDR)	4 - 5	28.9
	5 - 7	31.6
	> 7	39.5
The number of dependents in their family	1	57.9
	2 - 3	38.2
	> 3	3.9

5.3% have diplomas with a rank class of III/d, and half have master's degrees. According to Table 1, low, medium, and high-income levels are distributed nearly evenly, with 57.9% depending on the family.

**Respondent perception of the existence of their jobs**

According to perceptions of the existence of jobs, most respondents do not concur with this indicator.

Echelon III has a disagreement rate of 64.77%, while Echelon IV has a disagreement rate of 51.39%. The least-rated factor is the decrease in the likelihood of misunderstandings. In this indicator, echelon III has a disagreement rate of 77.27%, compared to echelon IV's 61.11%. Determining whether eliminating the echelon lowers the likelihood of misunderstandings is still being done by respondents.

**Table 2: Distribution of respondents' perceptions on the effect of echelon abolition on organizational performance improvement**

No.	Indicator (Statement)	Agree		Do Not Agree		Have No Idea	
		Ech. III	Ech. IV	Ech. III	Ech. IV	Ech. III	Ech. IV
1.	The echelon removal policy is under the needs of the organization.	36.36	44.44	54.55	48.15	9.09	7.41
2.	Abolition of the echelon can increase effectiveness and efficiency in work units.	36.36	50.00	63.64	46.30	0	3.70
3.	Abolition of echelons can speed up the decision-making process.	36.36	44.44	63.64	50.00	0	5.56



**Cont.....**

No.	Indicator (Statement)	Agree		Do Not Agree		Have No Idea	
		Ech. III	Ech. IV	Ech. III	Ech. IV	Ech. III	Ech. IV
4.	Abolition of echelons reduces the risk of differences in understanding regarding the direction of higher leadership (supervisors).	18.18	38.89	77.27	61.11	4.55	0.00
	Means	31.82	44.44	64.77	51.39	3.41	4.17

**Expectation**

According to respondents' perceptions of expectations for changes in job effectiveness, the majority do not concur with this indicator. Comparing Echelon III and IV, Echelon III has 69.32% more people who disagree than Echelon IV, which has 50%. Of the

four indicators, the third one has the lowest evaluation of employee expectations. In this indicator, Echelon III has an 81.82% higher disagreement rate than Echelon IV, which is 59.26%. As a result, the respondents think abolition can improve their work's effectiveness and efficiency.

**Table 3: Distribution of respondents' perceptions of expectations on the effect of echelon abolition on the effectiveness and efficiency of their work performance**

No.	Indicator (Statement)	Agree		Do Not Agree		Have No Idea	
		Ech. III	Ech. IV	Ech. III	Ech. IV	Ech. III	Ech. IV
1.	Easier to follow up on the boss's disposition	31.82	50.00	68.18	44.44	0.00	5.56
2.	Decisions can be made faster	40.91	50.00	54.55	42.59	4.55	7.41
3.	It is in line with employee expectations	13.64	29.63	81.82	59.26	4.55	11.11
4.	Can increase employee benefits	22.73	27.78	72.73	53.70	4.55	18.52
	Means	27.27	39.35	69.32	50	3.41	10.65

**Career development**

Respondents' perception concurs with this indicator, according to perceptions of career development. Echelon IV has a higher agreement rate (57.04%) than Echelon III (50.9%). The highest indicator is considered to be the presence of leadership directives. Additionally, Echelon III agrees with this indicator at a rate of 72.7% higher than Echelon IV, which agrees at 70.4%. This demonstrates

that the respondents have gotten guidance from the top. Several respondents indicated they needed clarification regarding the fifth indicator, the Career Development Scheme. Compared to Echelon III, which has a knowledge rate of 27.3%, Echelon IV has a knowledge rate of 38.9%. According to statistical analysis, there was no discernible difference in perception of any career development indicators between Echelons III and 4 ( $p > 0.05$ ).

**Table 4: Distribution of respondents' perceptions on the effect of echelon abolition on staff career development**

No.	Indicator (Statement)	Agree		Do Not Agree		Have No Idea	
		Ech. III	Ech. IV	Ech. III	Ech. IV	Ech. III	Ech. IV
1.	Organizational structure simplification	40.9	68.5	50.0	27.8	9.1	3.7
2.	There is policy outreach from the Leaders	68.2	66.7	18.2	24.1	13.6	9.2
3.	There are directions from the leadership	72.7	70.4	9.1	22.2	19.2	18.2
4.	Career clarity	31.8	35.2	59.1	40.7	9.1	24.1
5.	There is a career development scheme	40.9	44.4	31.8	16.7	27.3	38.9
	Means	50.9	57.04	33.64	26.3	15.66	18.82

**Motivation for career development**

The perception of respondents' motivation for career development reveals that most concur with this indicator. Echelon IV has a higher agreement rate than Echelon III (61.35% vs. 63.45%). The need for skill and competence improvement through training and education, the second indicator, is rated highest.

Additionally, as shown in Table 5, Echelon IV has a 100% higher agreement rate than Echelon III, which has an agreement rate of 90.8%. While others were insignificant, the perception of this indicator varied significantly between Echelons III and 4 ( $p < 0.05$ ). This finding showed that respondents are driven to gain competence through training and education.

**Table 5: Distribution of respondents' perceptions on the effect of echelon abolition on staff motivation for career development**

No.	Indicator (Statement)	Agree		Do Not Agree		Have No Idea	
		Ech. III	Ech. IV	Ech. III	Ech. IV	Ech. III	Ech. IV
1	Employee Motivation	50.0	66.7	36.4	22.2	13.6	11.11
2	The need to improve skill and competence through training and education	90.9	100.0	0	0	9.1	0
3	Expenses for career development	72.7	61.1	22.7	25.9	4.5	13.0
4	There is a career advancement	31.8	26.0	50.0	37.0	18.2	37.0
	Means	61.35	63.45	27.28	21.28	11.35	15.28

**Understanding of functional duties and positions**

According to their perceptions of their motivation for career development, most respondents concur with this indicator. Compared to Echelon IV, which has an agreement rate of 46.97%, there is a difference of 61.1%. Understanding the task was rated as the top

indicator. Echelon IV has an agreement rate of 87%, higher than echelon III's rate of 81.8%. As shown in Table 6, the respondents are aware of their new assignment. Between Echelons III and 4, there was a significant difference in the indicator's perception of functional positions ( $p < 0.05$ ).

**Table 6: Distribution of respondents' perceptions on the effect of echelon abolition on staff functional duties and positions**

No.	Indicator (Statement)	Agree		Do Not Agree		Have No Idea	
		Ech. III	Ech. IV	Ech. III	Ech. IV	Ech. III	Ech. IV
1.	Staff understanding of task (job description)	81.8	87.0	13.6	7.4	4.5	5.6
2.	Functional positions can improve the career	31.8	53.7	45.5	9.3	22.7	37.0
3.	Staff understanding of the credit score assessment process for increasing their career	27.3	42.6	40.9	24.1	31.8	33.3
	Means	46.97	61.10	33.33	13.60	19.67	25.30

**Constraints and solutions**

According to perceptions of restrictions and solutions, most respondents concur with this indicator. Echelon III agrees at a rate that is 76.13% higher than Echelon IV, which agrees at 71.33%. The third indicator is the highest rating, which measures efforts to gather data on actions that can help promote ranking. As

shown in Table 7, the percentage of Echelon III that agrees with this indicator is 100% higher than Echelon III's rate of 92.6%. Respondents are, therefore, aware of the challenges and optimistic about potential solutions. Statistical analysis found no significant ( $p > 0.05$ ) perception of functional position constraints and solutions between Echelons III and IV.

**Table 7: Distribution of respondents' perceptions of functional position constraints and solutions**

No.	Indicator (Statement)	Agree		Do Not Agree		Have No Idea	
		Ech. III	Ech. IV	Ech. III	Ech. IV	Ech. III	Ech. IV
1	Functional positions are not able to promote career	63.6	51.9	31.8	37	4.5	11.1
2	Obstacles in fulfilling functional position credit scores for the career promotion	86.4	88.9	0	5.6	13.6	5.6
3	Efforts to find information on activities for improving their career promotion	100	92.6	0	5.6	0	1.8
4	There is an allocation of funds that can support staff activities	54.5	51.9	8.2	22.2	27.3	25.9
	Means	76.13	71.33	10.00	17.60	11.35	11.10

### **Echelon III and IV dissolution at Universitas**

Brawijaya is an example of how a bureaucratic change can elicit a range of reactions from its constituents. Echelon dismissals are rarely praised for their ability to boost organizational productivity. According to the presentation's findings, half of the education department's employees disagreed with the assertion that doing away with Echelons III and IV was a necessity for the organization. The decision to abolish is more of a top-down directive, with little input from individual members of the organization. In addition, it's reasonable to oppose a policy, especially if, as Gibson (2015) argues, organizational change is supported by behavior resulting from participation in decision-making (López Bohle et al., 2021).

Education staff does not believe eliminating Echelons will improve their efficiency and effectiveness. Organizational downsizing has been shown to have positive effects, including reduced overhead costs, reduced bureaucracy, accelerated decision-making, improved communication within and between departments, and increased company opportunities (Brauer and Laamanen, 2014). A policy was issued with the positions of coordinator and sub-coordinator in exchange for eliminating levels III and IV. The vast majority of respondents believe that doing away with Echelons III and IV will not negatively affect the organization's effectiveness and efficiency. The field coordinator is essentially performing the work of an Echelon III employee, while sub-sector coordinators are doing the work of an Echelon IV employee. According to the findings above, eliminating Echelons III and IV is an attempt to streamline the organization by eliminating unnecessary layers of management. Abolition is defined as shifting from a structural to a functional position, but the decision-making process has not changed from the traditional hierarchical model. While this happens, the decision-making mechanism continues to be hierarchical, with the coordinator delegating authority to the sub-coordinator. The original goal of downsizing was efficiency, but this is a different approach (Luan et al., 2013). According to Navalino et al. (2014), downsizing is a way to cut down on the number of middle managers, increase the scope of control, and promote delegation of authority, all of which are in line with Luan's views. Getting rid of Echelons III

and IV is an example, as it is expected to increase the delegation of authority. However, the policy of delegated authority and escalating levels of decision-making is still in effect. Organizational effectiveness in adapting its methods, practices, and frameworks to new circumstances is described by various "theories of change" (Hussain et al., 2018). It's undeniable that organizations have a problem with people being resistant to change, and leaders often need to learn how to deal with it (Stouten et al., 2019; Lewis, 2019). The first blunder a manager or leader of a change initiative can make is to assume that people resist the change because of a lack of knowledge or understanding. Resistance to change from within an organization can arise for various reasons. Employees in this study generally have a positive impression of the effect of the removal of echelons on their career prospects, which is supported by the fact that this change can open up new avenues for advancement. Employees place the most importance on the leadership's vision and how they intend to implement it. This demonstrates that the manager's instructions are sufficient and meet the needs of the staff.

The second common error made by leaders is failing to properly execute the transition. Many people in the organization reacted negatively to this policy because they didn't understand the new system. Since transition is fundamentally about letting go and losing, it is the process of letting go of long-established ways of thinking and acting. A more efficient and modern organization is the goal of downsizing, but the process often results in staff reductions and layoffs (Szymczyk, 2015). However, many middle managers disapprove of this approach (Balogun, 2003). Consistent with Balogun's view, the study found that 65.8% of respondents did not think that getting rid of Echelon III and IV was in line with the expectations of teachers and school administrators.

On the other hand, if we consider the factors contributing to resistance to change, we can say that members of the education sector are resistant to change because of habitual factors, even though they may wish to change. It's also possible that teachers and school administrators resist change because they can't accept the idea that their limitations

are holding them back from achieving their full potential. Research findings indicating a positive effect of echelon reduction on the drive to advance one's career bear this out. It is assumed that less hierarchical organizational structures inspire greater enthusiasm among workers. One of the most important factors is the necessity of training. Staff members are highly motivated to develop their abilities, as evidenced by this. This is accomplished by education sector members, with studies revealing that 97% of these individuals actively seek to better themselves professionally through training, webinars, and other activities that assist them in their particular roles. According to studies cited in the article, faculty and staff pay for their efforts to improve their professional skills through means such as seminars, webinars, and conferences rather than receiving financial support from the institution. Sixty-four percent and a half of teachers and other school employees reported spending more money on career development activities. Since an individual's perspective of the current situation is often more important in understanding behavior than the situation itself, this circumstance may give the impression that the institution does not support the employee's career development.

Employees' perspectives on career advancement will be influenced by their reactions to stimuli, such as the elimination policies of Echelons III and IV. According to the study's findings, however, 40.8% of educators felt that the policy of replacing Echelon III and IV positions with functional positions could have improved the transparency of future employment opportunities. Similarly, in terms of governance, it is hoped that with this fair distribution, civil servants, in this case, educational staff, will be more professional with the functional positions they carry, resulting in the bureaucracy being more effective in providing public services. Organizational changes are crucial to efficient management (Doppelt and McDonough, 2017). Managing change is an ongoing process that ensures an organization's strategy, structure, and flexibility remain current with the needs of its members and the wider world. Human resource management, or HRM, applies equally to the administration of faculty and staff in educational institutions. "Employee competence is a combination

of skills, personal attributes, and knowledge that is reflected through performance behavior that can be observed, measured, and evaluated," writes Komara (2019) in Professional Competence of SCA employees. Competent workers will be encouraged to raise the bar on their own performance. Organizational streamlining exists when there is proper arrangement for the growth and efficiency of educational staff.

## CONCLUSION

The results of this perception show that respondents were pessimistic about the prospects for continued employment and noticeable improvements in working conditions in the event of echelon abolition. Meanwhile, they held optimistic views with respect to factors like opportunities for advancement, intrinsic motivation, roles and responsibilities, challenges, and potential answers. This points to the need for bureaucratic reform that prioritizes the continued existence of administrative staff jobs by shifting some of their structural positions to functional ones, thereby increasing the efficiency of the work system.

## Suggestion

Several proposals were made to improve the efficiency of the Functional Positions as a simplification of employees policy and to ensure that educational staff can carry out their duties as expected. Here are the proposed amendments:

- Those who have held the positions of Head of Section/Head of Administration (Echelon III), Head of Subsection E (Echelon III), Head of Subsection E (Echelon III), and Head of Subsection E (Echelon IV) in the field of education need to be clearly socialized on the new structure.
- Second, training and further education are required to improve the skills of teachers working in Functional Positions. For this to be implemented, the institution needs a detailed budget.
- Third, the national certification agency's requirements for promotion to a higher level of functional position necessitate that current educational personnel in functional Positions undergoes training and preparation for certification.
- Institutions need to intervene with national

certification bodies to properly facilitate education staff participating in certification as a condition for moving up to higher Functional Positions.

### **Limitation of the study**

Only university administrators are included in this study. More research is needed to examine how end-users (like students and professors) view the efficiency and perception of administrative staff and the impact of abolishing such a requirement.

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