

Research Article

Transforming Public Sector Performance; Innovative Approaches to Optimizing Functional Positions in Kepahiang's Bureaucratic Reform

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Abstract.

This research examines the challenges of optimizing functional positions in Kepahiang Regency as part of a wider program of bureaucratic reform, with a particular focus on improving the performance of the public sector. The management of functional positions in Kepahiang Regency presents a few challenges, including the placement of civil servants who do not align with the initial formation, the lack of requisite technical training, and suboptimal performance evaluation. This study employed a systematic approach to mapping the 204 functional officials across 26 work units, identifying 37 categories of positions that exhibited variations in the specific expertise required. A SWOT analysis was employed to evaluate the strengths, weaknesses, opportunities, and threats inherent to the management of functional positions in Kepahiang Regency. The results demonstrated a discrepancy between employees educational backgrounds and the requirements of their positions, which negatively impacted work efficiency and effectiveness. Furthermore, this research proposes the development of a predictive model that is tailored to the socioeconomic and demographic characteristics of the region, intending to support performance improvement. It is anticipated that this model will be used as a reference in human resource development planning in the public sector, as well as in strategic decision making. The findings of this research contribute to the strengthening of functional position management and the improvement of the compensation system, as well as more sustainable career development, to encourage better public services in Kepahiang Regency.

Keywords: bureaucratic reform, functional positions, optimization of public sector performance

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1. Introduction

Entering the era of dynamic bureaucratic transformation[1] the optimisation of human resources is the main key in realising government effectiveness[2]. Kepahiang Regency as an administrative entity in Bengkulu Province faces unique challenges in aligning the needs of filling and developing functional positions with the dynamics of regional development. This phenomenon attracts attention from an academic point of view, given



the complexity of the interaction between staffing policies, technological developments and the increasing demands of public services[3].

Chang, W. (2015) illustrates that competency models designed to assess the fit between employees and positions can assist in human resource planning and strategic decision making[4]. Furthermore, Box, R. (1995) in his article entitled “*Searching for the best structure for American local government*” asserts that a functional local government structure based on competencies can increase knowledge and oversight of citizens and administrators, leading to a rethinking of governing bodies, administrators, and general management positions in American local government[5].

In this context, data-driven approaches and predictive models are becoming increasingly relevant. As argued by Tunčikienė, Ž., & Buzaitė, G., 2010, that functional analysis in the public sector aims to suggest optimal functioning for high quality services and minimal costs, ensuring efficiency and effectiveness at all levels of government[6]. However, the implementation of these predictive models needs to be adapted to the unique characteristics of each region to ensure the validity and reliability of the results[7].

ASN management orientation is realised in the form of a professional bureaucracy, where the bureaucracy is expected to be able to organise public services in accordance with the dynamics of the needs that develop in society[8]. In this case, ASN is divided into 3 types of positions, namely:

1. Top Managers are a group of high-ranking positions in government agencies;
2. Administrative Positions (Middle-Low Manager to Staff Level) are a group of positions that contain functions and tasks related to public services and government and development administration; and
3. Functional Position (Expertise) is a group of positions that contain functions and duties related to functional services based on certain expertise and skills.

Based on the three contexts of the position groups above, it can be understood that functional positions are prestigious position groups that require professionalism (certain expertise or skills) as evidenced by certain certifications[9]. The need for certain expertise and skills is spread across every line of the organisation, whether it is expertise support, administrative support, or the core functions of the organisation itself. Therefore, the existence of JF has a central role in determining the performance of government organisations[10].

In today's practice, including in Kepahiang district, the management of functional positions has not been carried out as expected. So that the problems that occur can be suspected as follows:

1. Placement and assignment of CPNS / PNS that are not in accordance with the initial JFT formation at the time of recruitment.
2. CPNS / PNS JFT formations are not prepared for technical / functional training planning to fulfil the requirements for appointment in their positions.
3. There are CPNS / PNS JFT Formations that are not appointed in Specific Functional Positions in accordance with their formations.
4. Civil servants who occupy JFT and are unable to accumulate credit numbers for promotion to a higher level within a certain period of time are not temporarily released / dismissed from position.
5. Civil servants who occupy JFT and have reached the rank / position at the maximum level do not carry out the obligation to collect credit numbers as a manifestation of the performance of duties every year.

Looking at the map of problems above, it is logical that a general perspective (generalisation) arises which views that functional positions have not made an optimal contribution in determining organisational performance. Although the problems that arise in the management of functional positions are very varied, contextual, with different levels of problems, but in general there are several main aspects that can be "sovereign" as the source of problems of functional positions. However, in practice, these variants of problems have different contributions in supporting the not optimal role of functional positions in the organisation, including:

1. The design of government organisations in Indonesia has resulted in organisational dynamics that are dominated by managerial functions (reflected through structural positions).
2. Functional positions are still considered inferior among civil servants, this is characterised by the term "functionalised" structural employees (as if becoming functional is a career decline).
3. The management and guidance of functional positions is currently still fairly administrative (procedural).
4. The current pattern of interaction in organisations that tends to be oriented towards structural positions has the potential to lead to centralisation of command. This leads to the death of initiatives from below and the creation of rigid organisations.

5. Performance management of functional positions in the unit is one of the keys to the use of functional positions in the organisation. Clarity of job descriptions and division of tasks between JF, JA, and JPT will clarify the composition of performance to be built to achieve certain goals. In addition, performance evaluation and assessment become another leverage that can be the basis for providing rewards and guidance. Thus, it is expected that the performance of functional positions can be optimised.

6. Internal factors of functional positions are an obstacle in producing quality, this can be attributed to the functional position selection process which has not been able to fully capture the expected functional positions. On the other hand, motivation

7. The performance of functional positions can also be a contributing factor to the non-optimal role of functional positions in the organisation. This can be related to the mindset of functional positions as “second class” positions, the placement of functional positions that are not suitable, and the minimal coaching of functional positions.

Based on the hypothetical view above, the problems that colour functional positions are inseparable from the institutional (organisational) and management domains of functional positions[11]. However, it needs to be further explored to what extent the problem contributes to hindering the development of functional positions, how the relationship between one problem and another, to find the leverage point of the expected changes. Diagnosis of problems is the basis for designing ideal conditions, both in terms of institutions and human resources of the apparatus, which can encourage the optimisation of the role of functional positions in the organisation[12].

This report aims to bridge the gap between theory and practice in the optimisation of functional positions in Kepahiang Regency. Through methodological triangulation that includes systematic literature review, secondary data analysis, and predictive model development, this study seeks to:

1. Comprehensively assessed the need for functional positions in Kepahiang Regency.
2. Design and develop a prediction model that is aligned with the socio-economic and demographic characteristics of Kepahiang Regency.
3. Conduct in-depth data analysis to support model development and validation of prediction results.

The substance of this study lies in its potential to provide an empirical basis for strategic decision-making in the human resource management of the Kepahiang Regency government. Furthermore, the methodology and findings of this study are expected to

contribute to the *body of knowledge* in the field of public administration, particularly regarding the optimisation of functional positions at the kabupaten level.

This report is organised into several main sections. Following this introduction, an in-depth review of functional position requirements is presented, followed by an elaboration of the design and development of the prediction model. Subsequently, the data analysis underlying the model development will be presented in detail. The report will conclude with a comprehensive discussion of the implications of the findings as well as recommendations for implementation and further research.

Through a carefully contextualised scientific approach, this report is expected to not only answer the practical needs of Kepahiang Regency, but also make a significant contribution to the academic discourse on human resource management in the context of local government in the digital era.

1.1. Functional Position in the State Civil Apparatus

Functional positions in the structure of the State Civil Apparatus (ASN) have a unique and important role[13]. This position is a position that reflects the duties, responsibilities, authority, and rights of an ASN in an organisation[14]. What distinguishes functional positions from other positions is their focus on certain expertise or skills and their independent nature in carrying out their duties.

Functional positions have several key characteristics that make them special. Firstly, they are based on specific expertise or skills, which means that the incumbent must have specialised competencies[15]. Secondly, functional positions have their own career system, which allows for more focussed professional development[16]. Third, performance assessment in functional positions uses a credit score system, which allows for a more objective and measurable evaluation. Finally, these positions are highly orientated towards professional development, encouraging continuous improvement of expertise.

The process of implementing these functional positions is divided into two main categories, namely Expertise Functional Positions that require certain formal educational qualifications, and Skills Functional Positions that place more emphasis on technical abilities. Each ASN position has a very important role in the organisation, this can be seen in the Mintzberg model which has five parts as follows: (a) **Strategic apex** is the highest leader of an organisation, often also called

top management; (b) **Operating core of** an organisation are those who carry out the main tasks of the organisation and are directly related to the products and services of the organisation; (c) **The middle line** is a link between the **strategic apex** and **the operating core** which has formal authority; (d) **Technostructure** is part of the organisation that acts as an analyst and his staff, whose work will affect the work of other parts of the organisation; and (e) **Support staff** is part of the organisation that is relatively independent compared to other parts[17].

The ASN Law confirms that ASN as a profession is based on the competencies needed in accordance with the field of duty. the definition of a profession is a job that requires special knowledge or skills so that people who have these jobs must undergo certain training in order to do their jobs well[18]. The word “**profession**” is adapted from English, namely “**profession**” which comes from the Latin “**professus**”. Both words have the same meaning, namely capable or expert in a particular field. So that the definition of a profession is a job that requires certain expertise obtained from higher education, which generally includes mental work supported by a professional personality and attitude.

There are several traits and characteristics of professions that are not found in types of work that are not professions. The characteristics of a profession are as follows: (a) There is special expertise or knowledge in accordance with the field of work, where the expertise or knowledge is obtained from education or experience; (b) There are very high moral rules and standards that apply to professionals based on activities on the professional code of ethics; (c) In the implementation of the profession must prioritise the interests of society over personal interests; (d) A professional must have a special permit in order to carry out work in accordance with his profession; (e) In general, a professional is a member of a professional organisation in a particular field.

An **agile bureaucracy** with a lean structure and rich functions is a paradigm of change and new values in bureaucracy. Functional positions as the **backbone** and motor of the bureaucracy are required to quickly adapt to the times that are entering the era of the fourth industrial revolution. Mainstreaming functional positions is key in encouraging the speed and agility of the bureaucracy.

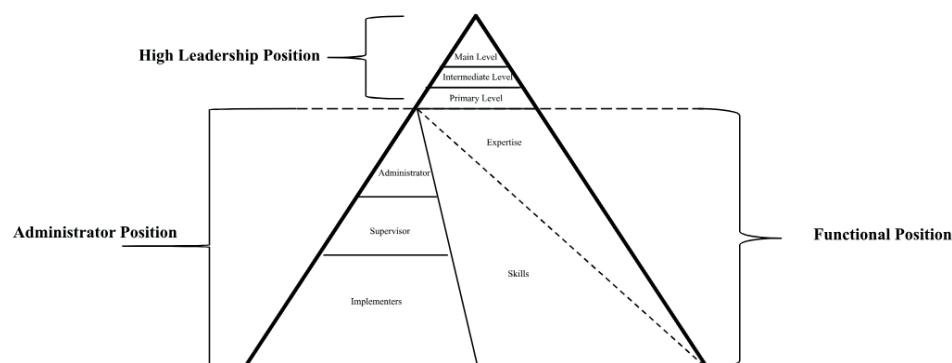


Figure 1: Functional Position Prioritisation in the *Agile Bureaucracy* Model. Source: PKMASN LAN, 2019[19].

1.2. Functional Position in Public Sector Human Resource Management

In the context of public sector human resource management, functional positions play a very strategic role. These positions are important instruments in developing ASN competencies, encouraging specialisation and expertise, and facilitating continuous learning. The credit-based performance appraisal system applied in functional positions allows for a more objective and measurable evaluation, providing a more accurate picture of employee performance. In terms of career planning, functional positions provide a clear and structured path, providing more targeted professional development opportunities.

The existence of functional positions also contributes to organisational efficiency by enabling a leaner structure and increasing flexibility in staffing. Last but not least, functional positions play a role in improving the quality of public services through the specific expertise possessed by position holders, as well as encouraging innovation in services to the community. As such, functional positions are a key element in modernising and improving the performance of HR management in the public sector.

The management of knowledgeable human resources as a strategic resource is central to today's post-industrial transformation. In fact, it has become all too common for governments to encourage their officials to learn from successful private companies for examples of good management practices'. HRM in the private sector has shown how important an organisation's workforce is in contributing to the achievement of organisational goals. However, one thing that should also be noted is that HRM encompasses both the productive use of human resources in achieving organisational goals and the satisfaction of individual worker needs.

Cogburn & Hays' (2003) research in Arizona showed that civil servants, recruited from private sector employment, enjoyed a collaborative and supportive work environment that contained many career development opportunities within the public sector[20]. This is considered a viable best practice that cannot be easily replicated without a significant infusion of resources and a fundamental shift in the mindset of public sector leaders and politicians[15]. Another finding is that in HR recruitment, recruiting newly graduated employees and moulding them into competent and experienced employees (commonly referred to as the "**grow your own**" model) is still considered the best method.

Hiring by poaching a skilled employee, always risks demands for higher salaries, bonuses on many occasions as promised and the threat of the employee leaving. In addition, finding content and highly trained labour in today's job market is also perceived to be very competitive. Another finding is that compensation as one of the most important HR activities can enhance an organisation's competitive advantage through its impact on organisational performance.

The flexible nature of functional positions will meet the criteria for employees who are more competent in their field and have high retention in the organisation. Functional positions are able to work individually but still in good coordination with the manager or office leader. In addition, functional positions also allow the implementation of a compensation system that is easier to implement, with clearer and more measurable performance measurement patterns.

1.3. Agile Organisation and Public Sector HR Management

The concept of an agile organisation is gaining increasing attention in public sector HR management. Agile organisations are characterised by flexible and adaptive structures, fast decision-making capabilities, a focus on cross-functional collaboration, and high responsiveness to change. In the context of public sector HR management, the application of this concept involves more dynamic competency development, a more responsive performance appraisal system, and increased employee mobility between functions.

However, the implementation of this concept is not free from challenges, especially in terms of changing the mindset of the traditional bureaucracy, the need for regulatory changes, and the development of supporting information systems. However, the benefits are significant, including improved efficiency and effectiveness of public

services, better ability to deal with change, and increased innovation in the public sector. The integration of the agile organisation concept with the existing functional position system opens up opportunities for more optimal utilisation of cross-functional expertise, encourages collaboration between functional positions, and increases flexibility in assignments. Thus, the application of the agile organisation concept in public sector HR management has the potential to bring about a positive transformation in the way government institutions work and serve.

McKinsey&Co (2018) defines **agile** as a set of rules that enable leaders, teams, and entire organisations to anticipate and respond to change[21]. Thus there are two main abilities that must be possessed by an organisation and all its members, namely the ability to anticipate changes that will occur, and respond quickly to changes that occur and affect the organisation either directly or indirectly. Agility allows an organisation to slow-moving organisations will lose momentum and always lose in competition. understand the market, make decisions and produce new products quickly, allocate resources appropriately and strong in maintaining *team bonding* when having to work under conditions of pressure and change.

McKinsey further describes today's organisations as less like machines and more like **living organisms**, paradoxically stable and dynamic at the same time. The organisation is designed with a stable backbone element, which evolves slowly and supports dynamic capabilities that can adapt quickly to new challenges and opportunities. McKinsey further explains that there are at least five key characteristics of **agile** organisations and the practices that have been carried out in the organisations included in its research.

1.3.1. Juridical Review

The juridical review of functional position development policies in the regions is a complex and multidimensional study. This includes various legal and regulatory aspects that form the basis for the implementation and development of functional positions at the regional level in Indonesia. In the context of decentralisation and regional autonomy, the development of functional positions has a strategic role in improving the quality and professionalism of the state civil apparatus (ASN) in the regions.

Historically, functional position development policies in Indonesia have undergone significant evolution since the reform era. Law Number 20 Year 2023 on State Civil Apparatus is an important milestone in bureaucratic reform and ASN management in Indonesia, including the regulation of functional positions. This law provides a strong

TABLE 1: Agile Bureaucracy Trademark.

Strategy	North star for all members of the organisation	<ul style="list-style-type: none"> • Shared purpose and vision • Can sense and win opportunities • Flexible allocation of resources • Implementable strategic direction
Structure	Networking Empowered team	<ul style="list-style-type: none"> • Clear and flat structure • Clear roles and responsibilities • Arrangements with direct involvement • Strong community of practice • Purposeful responsibility for each cell in the organisation
Process	Fast decisions and learning cycles	<ul style="list-style-type: none"> • Rapid literacy and experimentation process • Standardised ways of working • Performance orientation • Information transparency • Continuous learning • Action-orientated decision-making
Human Resources	Dynamic HR model that fuels passion	<ul style="list-style-type: none"> • Cohesive community • Open and servant leadership • Entrepreneurial drive Mobile (shifting) roles
Technology	Technology that empowers future generations	<ul style="list-style-type: none"> • Developing input system architecture technology and equipment • Building technologies for future generations and putting them into practice

Source: McKinsey, 2018[21]

legal basis for the development of functional positions as one type of ASN position, in addition to administrator positions and executive positions.

From a juridical perspective, the development of functional positions in the regions must refer to various applicable laws and regulations. In addition to the new ASN Law, there is also Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Civil Servant Management. This regulation provides further direction regarding the management of functional positions, regulating various important aspects such as appointment, performance assessment, competency development, and dismissal of functional officials.

The Minister of Administrative Reform and Bureaucratic Reform Regulation (Permen-PANRB) No. 1 of 2023 on Functional Positions is also a key regulation in the development of functional positions. This regulation provides general guidelines regarding the planning of needs, appointment, and development of functional positions that can be adapted according to the characteristics and needs of government agencies, including local governments. The existence of this regulation is important in providing a clear

framework for local governments in developing functional positions according to the specific needs of their regions.

One of the crucial aspects in the juridical review of the development of functional positions in the regions is the harmonisation between national and regional policies. Local governments have the authority to develop functional positions in accordance with the needs and characteristics of their regions, but must still be in line with national policies. This requires close coordination between the central government and local governments in the planning, implementation, and evaluation of functional position policies.

In the context of regional autonomy, the development of functional positions must also consider the uniqueness and potential of the region. Law No. 23/2014 on Regional Government, which has undergone several changes, gives authority to the regions to manage regional personnel, including the development of functional positions. However, this authority must be exercised while still paying attention to national standards and ASN management principles set by the central government. The balance between regional autonomy and national standardisation is a challenge in developing functional positions in the regions.

From a juridical perspective, the development of functional positions in the regions must also consider the principles of good governance such as transparency, accountability, and professionalism. This is reflected in various regulations that emphasise the importance of the merit system in the appointment and development of functional officials. This merit system aims to ensure that functional positions are filled by individuals who have the competence and performance in accordance with the demands of the position. The implementation of this merit system requires a clear legal framework and an objective assessment mechanism.

In its implementation, local governments often face juridical challenges in developing functional positions. One issue that often arises is the alignment between the formation of functional positions with organisational needs and regional budgets. For the preparation of functional position formations, local governments need to refer to relevant regulations from the Ministry of Administrative Reform and Bureaucratic Reform and the National Civil Service Agency that specifically regulate these matters. The process of preparing these formations requires careful needs analysis and adjustments to local conditions, and must consider aspects of organisational efficiency and effectiveness.

Another aspect that needs to be considered in the juridical review is the competency development mechanism for functional officials in the regions. The new ASN Law and its derivative regulations emphasise the importance of continuous competency development for ASN, including functional officials. Local governments have the responsibility to provide competency development opportunities that are in line with the needs of functional positions in their regions. This includes training, further education, and other forms of competency development relevant to the duties and functions of the position. The existing legal framework must be able to accommodate and encourage these competency development initiatives.

One of the interesting juridical issues in the development of functional positions in the regions is related to the career patterns and mobility of functional officials. Legislation allows for movement between structural positions and functional positions, as well as mobility between regions. This requires clear arrangements regarding the transfer mechanism, position equivalence, and recognition of credit numbers between agencies and regions. Regulatory clarity in this aspect is important to ensure fairness and career certainty for functional officials.

Another juridical challenge in the development of functional positions in the regions is related to performance appraisal and provision of benefits. The credit-based performance assessment system for functional positions requires a transparent and objective mechanism. Local governments need to ensure that this assessment system is applied consistently and in accordance with applicable regulations. In addition, the provision of functional position allowances must also consider regional financial capacity and the principle of fairness. In this case, Regulation of the Head of the National Civil Service Agency (BKN) Number 5 of 2023 concerning Procedures for Payment and Termination of Payment of Functional Position Allowances is an important reference in managing the financial aspects of functional positions in the regions.

In order to strengthen the legal basis for the development of functional positions in the regions, many local governments have issued regional regulations (perda) or regional head regulations that specifically regulate functional positions. These regulations usually contain more detailed provisions regarding the appointment, development, career development, and dismissal of functional officials within the local government. However, it is necessary to ensure that these local regulations do not conflict with higher laws and regulations. Harmonisation of regional regulations with national regulations is key in creating a coherent legal framework for the development of functional positions in the regions.

Another juridical aspect that needs to be considered is the legal protection for functional officials in carrying out their duties. Functional officials often have specific and technical duties and responsibilities, which can sometimes pose legal risks. Therefore, clear regulations are needed regarding the limits of authority, work procedures, and legal protection mechanisms for functional officials in the regions. Regulatory clarity in this aspect is important to provide a sense of security and legal certainty for functional officials in carrying out their duties.

In the context of the digital era, the development of functional positions in the regions must also consider juridical aspects related to the digital transformation of government. Regulations regarding e-government, data management, and information security are relevant in developing the competencies and duties of certain functional positions. Local governments need to ensure that the development of functional positions is in line with the direction of national policies on digital transformation of the public sector. This requires updating regulations that can accommodate technological developments and changes in ways of working in the digital era.

The juridical review also needs to pay attention to aspects of gender equality and inclusiveness in the development of functional positions in the regions. Legislation has emphasised the importance of the principle of non-discrimination in ASN management. Local governments must ensure that functional position development policies provide equal opportunities for all employees, regardless of their gender, age, or social background. Existing regulations must be able to create an inclusive environment and support diversity in functional positions.

In implementing functional position development policies, local governments also need to pay attention to juridical aspects related to supervision and accountability. The role of supervisory institutions such as the Regional Inspectorate and the Supreme Audit Agency (BPK) is important in ensuring that the development of functional positions is carried out in

accordance with applicable regulations and good governance principles. The existing legal framework should provide room for effective oversight mechanisms and encourage transparency in the management of functional positions.

Overall, the juridical review of functional position development policies in the regions shows the complexity and dynamics in ASN management in the era of regional autonomy. Regional governments are required to be able to develop policies that are innovative and responsive to regional needs, while remaining within the corridors of national

laws and regulations. Harmonisation between central and regional policies, strengthening institutional capacity, and improving the quality of regulations at the regional level are the keys to successful development of effective and sustainable functional positions.

In the future, regular evaluation and updating of regulations are needed to ensure that the legal framework for the development of functional positions in the regions remains relevant to the times and the demands of public services. Collaboration between the central government, local governments, academics, and other stakeholders in the process of formulating policies and regulations will help create a supportive ecosystem for the development of quality functional positions in all regions in Indonesia. Thus, the development of functional positions in the regions can be an effective instrument in improving the quality of public services and encouraging ASN professionalism in the era of decentralisation.

2. Methods

This research uses a SWOT analysis approach to identify the strengths, weaknesses, opportunities, and threats faced in the management of functional positions in Kepahiang Regency. SWOT analysis is an effective method in formulating strategies based on the internal and external conditions of the organisation[22].

The data used in this study were obtained through literature studies, analysis of local government documents related to functional positions, and interviews with relevant officials in Kepahiang Regency. This research also utilises secondary data regarding the distribution of functional officials, their educational backgrounds, and policies related to allowances and ASN performance in Kepahiang Regency.

The analysis process began by identifying internal factors (strengths and weaknesses) and external factors (opportunities and threats). These factors were then organised into a SWOT matrix to provide a more structured picture of Kepahiang Regency's strategic position in the management of functional positions. In addition, IFAS (Internal Factors Analysis Summary) and EFAS (External Factors Analysis Summary) analyses were also conducted to provide a more in-depth evaluation of the development of functional positions.

3. Results and Discussion

3.1. Situation Analysis (Preparation Stage)

In the context of bureaucratic transformation and apparatus resource management, an analysis of the results of functional position mapping in Kepahiang Regency presents an interesting case study of the implementation of national policy at the regional level. This review aims to understand the structural and functional anatomy of local government organisational adjustments to the demands of efficiency and effectiveness in contemporary public governance.

Starting from the empirical study, it is known that Kepahiang Regency has carried out a comprehensive mapping covering 204 officials distributed in 26 work units or agencies. Diversification of functional positions was identified through the existence of 37 categories of positions, with the predominance of Junior Expert Policy Analysts as many as 30 individuals. The latest education profile of the officials is dominated by undergraduate graduates from various disciplines, indicating that the dominance of these positions is occupied by people with higher education backgrounds, but also implying the urgency of capacity building in some specific sectors. The rank structure is centred on III/c and III/d, with an overall range from III/b to IV/a, reflecting a relatively mature career hierarchy that still requires optimisation.

A crucial aspect identified was the correlation between educational background and functional position. Observations revealed significant variability in this congruency, with some placements showing optimal fit, while others required review. The incentive scheme, which manifests in a range of allowances from IDR 400,000 to IDR 1,239,000, indicates a stratification in the valuation of various functional positions. However, there is an anomaly in implementation, namely that the payment of allowances according to regulations has not been realised for all officials, a condition that has the potential to affect the dynamics of motivation and performance. Rules related to the provision of allowances, each position will have different arrangements according to the classification of the existing functional position group.

Further analysis revealed several systemic weaknesses in the mapping process, such as the absence of consideration of position and workload analysis in the allocation of positions, and the lack of standardisation in the process. The Regional Secretariat was identified as the work unit with the highest concentration of functional officials, with 21 individuals. The transition methodology from structural to functional positions is

implemented through the formal mechanism of issuing appointment decrees, signalling an institutionalised transition process.

In conclusion, the mapping of functional positions in Kepahiang Regency represents an important achievement in the journey of bureaucratic reform at the local level, but also exposes various challenges that require strategic intervention. A holistic and integrative approach is needed to improve placement precision, reformulate the compensation system, and accelerate the continuous development of official competencies. Through continuous improvement, this mapping has the potential to be a catalyst for improving the quality of public services and optimising government efficiency in Kepahiang Regency, as well as a reference for the implementation of similar policies in other local government entities.

3.2. Factor Identification and Analysis

Analysis of the relationship between functional positions and the latest education in Kepahiang Regency shows a general correspondence, where most functional positions are filled by officials with S1 educational backgrounds from various disciplines. Some positions are filled by officials with S2 degrees, especially for positions that require more specific expertise, while there are also officials with D3 and D4 educational backgrounds who fill certain functional positions.

In terms of specific suitability, some positions show a clear link between the educational background and the function of the position. For example, Junior Expert Policy Analysts are filled by various educational backgrounds such as Law, Political Science, Economics, and Public Administration. Junior Expert Planners are generally filled by graduates of Economics, Management, and Engineering. Junior Expert Health Administrators are mostly filled by Public Health graduates, while Junior Expert Environmental Impact Controllers are filled by graduates of Engineering and Environmental Science.

However, there are also some discrepancies where functional positions are filled by officials with educational backgrounds that are not directly related. For example, Social Worker Junior Expert is filled by a Law graduate and Central and Regional Financial Analyst Junior Expert is filled by an Electrical Engineering graduate.

In the context of the relationship between functional positions and education levels, the majority of Junior Expert functional positions are filled by officials with a minimum education level of S1, which is generally appropriate. Some strategic positions or those

requiring higher expertise are filled by officials with a Master's degree, indicating a higher suitability for certain positions such as Junior Expert Legal Analyst.

Nonetheless, challenges remain where some officials with less appropriate educational backgrounds may require additional training or competency development to fulfil the demands of their functional positions. This suggests that there are opportunities to improve the qualifications of officials through further education or specialised training, especially for positions that require specific expertise.

Further analysis of the suitability of education with functional positions in various organisational units (unor) of Kepahiang Regency shows variations in the level of suitability. Several organisational units such as the Regional Development Planning Agency, Health Office, Environment Office, Fisheries and Food Security Office, Library and Archives Office, Agriculture Office, Regional Secretariat, and Communication Informatics, Coding and Statistics Office show a relatively high level of compatibility between the educational background of officials and their functional positions.

However, it should be noted that some of the other items had varying levels of conformity, with some positions conforming and some not. In addition, the suitability of allowances could not be assessed as it was noted that all functional allowances had not been paid according to regulations.

Based on this analysis, it can be concluded that although in general there is congruence between functional positions and education levels, there are still some discrepancies in terms of disciplines. This suggests that the functional position mapping process in Kepahiang Regency may emphasise more on work experience and competencies gained while on duty, rather than a direct match with educational background.

To improve effectiveness and professionalism, several efforts are recommended, including: providing special training for officials whose educational background is less suitable, encouraging officials to continue education that is more relevant to their functional positions, and in the long term, recruiting or placing officials with more suitable educational backgrounds. In addition, it is important to maintain and improve competence through continuous training for those with high suitability, evaluate and adjust placement based on educational background for other units, and immediately follow up on the payment of functional allowances in accordance with applicable regulations for all positions.

3.3. SWOT Analysis

SWOT analysis is a model with an evaluation approach, which is used to identify Strengths, Weaknesses, Opportunities, and Threats in an organisation (public or private). With this analysis, organisations can develop more effective strategies based on the identification of existing potential and challenges that may be faced.

TABLE 2: SWOT Profile.

<p>Strengths</p> <ol style="list-style-type: none"> 1. There is a systematic effort to map functional positions, involving 204 officials with functional positions. 2. Broad coverage, covering 26 different work units/agencies, this involves all OPDs in the Kepahiang Regency Government, with the exception of the sub-district and village offices. 3. The majority of officials have an S1 educational background, indicating a good knowledge base. 4. Some functional positions have been filled by officials with appropriate educational backgrounds. 5. There is a variety of functional positions (37 types) that demonstrate task specialisation. 6. Some officials have master's degrees, indicating an effort to develop themselves. 	<p>Weaknesses</p> <ol style="list-style-type: none"> 1. Functional allowances have not been paid in accordance with regulations for some/most officials with qualifications as functional positions. 2. Equalisation does not consider job analysis, workload, and civil servant needs. 3. Some placements are not in line with the official's educational background. 4. There are some position names that are not specific functional positions. 5. Lack of compatibility between functional positions and educational background in some positions. 6. There is no clear standardisation in the placement of functional positions.
<p>Opportunities</p> <ol style="list-style-type: none"> 1. Potential to increase work efficiency and effectiveness through functional specialisation. 2. Opportunities for competency development of officials through specialised training according to functional positions. 3. Opportunities to upgrade officials' qualifications through relevant further education. 4. Potential for improved organisational performance through more competency-appropriate placements. 5. Opportunity to develop a functional position-based talent management system. 6. Opportunities for benchmarking with other regions that have been successful in mapping functional positions. 	<p>Threats</p> <ol style="list-style-type: none"> 1. Risk of decreased performance due to mismatch between the competence of officials and the demands of functional positions. 2. Potential conflict or employee dissatisfaction due to differences in benefits that have not been paid according to the rules. 3. Risk of ineffective task execution due to placement that is not in accordance with educational background. 4. Threat to the quality of public services if functional positions are not filled by competent officials. 5. Potential resistance from employees to changes in the position system from structural to functional. 6. Risk of non-compliance with central regulations if the mapping of functional positions is not immediately adjusted to the applicable provisions.

This SWOT analysis can be used as a basis for formulating strategies for improving and developing the functional position mapping system in Kepahiang Regency, by utilising existing strengths and opportunities, as well as overcoming weaknesses and anticipating threats that may arise.

Based on the SWOT profile above, it is necessary to analyse internal and external factors to take advantage of external opportunities (S-O) and use strengths to avoid or reduce the impact of external threats (S-T), as well as looking at how to overcome

weaknesses that prevent benefits from opportunities (W-O) and finally how to overcome weaknesses that can make threats real or create new threats (W-T).

TABLE 3: SWOT Analysis.

<div> <div>Internal</div> <div>External</div> </div>	Opportunity (O) <ol style="list-style-type: none"> 1. Potential to increase work efficiency and effectiveness through functional specialisation. 2. Opportunities for competency development of officials through specialised training according to functional positions. 3. Opportunities to upgrade officials' qualifications through relevant further education. 4. Potential for improved organisational performance through more competency-appropriate placements. 5. Opportunity to develop a functional position-based talent management system. 6. Opportunities for benchmarking with other regions that have been successful in mapping functional positions. 	Threats (T) <ol style="list-style-type: none"> 1. Risk of decreased performance due to mismatch between the competence of officials and the demands of functional positions. 2. Potential conflict or employee dissatisfaction due to differences in benefits that have not been paid according to the rules. 3. Risk of ineffective task execution due to placement that is not in accordance with educational background. 4. Threat to the quality of public services if functional positions are not filled by competent officials. 5. Potential resistance from employees to changes in the position system from structural to functional. 6. Risk of non-compliance with central regulations if the mapping of functional positions is not immediately adjusted to the applicable provisions.
Strength (S) <ol style="list-style-type: none"> 1. There is a systematic effort to map functional positions, involving 204 officials with functional positions. 2. Broad coverage, covering 26 different work units/agencies, this involves all OPDs in the Kepahiang Regency Government, with the exception of the sub-district and village offices. 3. The majority of officials have an S1 educational background, indicating a good knowledge base. 4. Some functional positions have been filled by officials with appropriate educational backgrounds. 5. There is a variety of functional positions (37 types) that demonstrate task specialisation. 6. Some officials have master's degrees, indicating an effort to develop themselves. 	S-O Strategy <ol style="list-style-type: none"> 1. Specialised Competence Development Programme (S2, S5, O2, and O1) 2. Education-based Talent Management System (S1, S3, O4, and O3) 3. <i>Benchmarking</i> and Interregional Collaboration (S4 and O5) 4. Functional Career Acceleration Programme (S1 and O4) 	S-T Strategy <ol style="list-style-type: none"> 1. Competency Alignment Programme (S4, T1, and T3) 2. Performance-based incentive system (S1, S5, and T2) 3. Functional Position Socialisation and Education Programme (S2 and T5) 4. Improved Quality of Specialisation-Based Services (S5 and T4) 5. Cross-generational Mentoring Programme (S6, T1 and T3)

TABLE 3: Continued.

Weaknesses (W) 1. Functional allowances have not been paid in accordance with regulations for some/most officials with qualifications as functional positions. 2. Equalisation does not consider job analysis, workload, and civil servant needs. 3. Some placements are not in line with the official's educational background. 4. There are some position names that are not specific functional positions. 5. Lack of compatibility between functional positions and educational background in some positions. 6. Lack of clear standardisation in the placement of functional positions	W-O Strategy 1. Functional Allowance Adjustment Programme (O1 and W1) 2. Comprehensive Position and Needs Analysis (O2 and W2) 3. Education and Position Alignment Programme (O3 and W3) 4. Development of Position Competency Standards (O4 and W5) 5. Functional Position System <i>Benchmarking</i> (O5 and W4)	W-T Strategy 1. Position Audit and Adjustment Programme (W3 and T1) 2. Integrated Performance Management System (W5 and T3) 3. Benefits Communication and Transparency Programme (W1 and T2) 4. Competency Adjustment Training (W3 and T4) 5. Establishment of Position Transformation Special Team (W2 and T5) 6. Functional Position Evaluation and Refinement Programme (W4 and T3)
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Departing from the above analysis, it can be explained that the right strategy in developing a predictive model for the development of functional positions within the Government of Kepahiang Regency can be explained as follows.

1. Strengths strategy takes advantage of existing opportunities (S-O)

a. Specialised Competency Development Programme:

Utilise the wide coverage of 26 work units (S2) and the variety of 37 types of functional positions (S5) to design specialised training and competency development programmes (O2). This will improve work efficiency and effectiveness through functional specialisation (O1).

b. Education-based Talent Management System:

Using systematic mapping data of 204 officials (S1) and the majority of officials with S1 (S3) education to develop a talent management system (O4) that encourages qualification upgrading through relevant further education (O3).

c. Benchmarking and Interregional Collaboration:

Utilise the suitability of some positions with educational background (S4) as a best practice for benchmarking with other regions (O5) and develop a collaboration programme to improve the quality of functional position mapping.

d. Functional Career Acceleration Programme:

Use systematic mapping data (S1) to design clear career paths in functional positions, taking advantage of opportunities to improve organisational performance (O4) through more competency-appropriate placements.

2. Strategy of using strengths to deal with threats (S-T)

a. Competency Alignment Programme:

Utilise the compatibility of some positions with educational background (S4) as a model to align the competencies of officials with the demands of functional positions, reducing the risk of performance degradation (T1) and ineffectiveness of task execution (T3).

b. Performance-based Remuneration System:

Use systematic mapping data (S1) and functional position variations (S5) to develop a fair and transparent remuneration system, reducing potential conflicts due to differences in allowances (T2).

c. Functional Position Socialisation and Education Programme: Utilise the wide coverage of 26 work units (S2) to conduct socialisation and education on the functional position system, reducing employee resistance to system changes (T5).

d. Improving the Quality of Specialisation-Based Services: Optimising the variety of 37 types of functional positions (S5) to improve the quality of public services through task specialisation, overcoming threats to the quality of public services (T4).

e. Cross-Generational Mentoring Programme: Utilising officials with master's degrees and higher experience to mentor junior officials helps to reduce the risk of performance decline (T1) and increase the effectiveness of task execution (T3).

3. Strategies to overcome weaknesses that prevent the benefits of existing opportunities (W-O)

a. Functional Allowance Adjustment Programme:

Utilise efficiency improvement opportunities (O1) to design and implement a functional allowance payment system that complies with regulations, addressing the weakness of allowances that have not been paid according to regulations (W1).

b. Comprehensive Position and Needs Analysis:

Use competency development opportunities (O2) as the basis for conducting a comprehensive job and needs analysis, addressing the weakness of equalisation without adequate analysis (W2).

c. Education and Occupational Alignment Programme:

Utilise opportunities to improve qualifications through further education (O3) to overcome the mismatch of placement with educational background (W3), by designing further study programmes relevant to functional positions.

d. Development of Position Competency Standards:

Use the development potential of the talent management system (O4) to develop clear competency standards for each functional position, addressing the lack of standardisation of placement (W5).

e. Functional Position System Benchmarkin

Utilise benchmarking opportunities with other regions (O5) to learn and adopt best practices in the management of functional positions, including how to address specific non-functional position issues (W4).

4. Strategies to overcome weaknesses that can make threats real or create a new threat (W-T)

a. Position Audit and Adjustment Programme:

Conduct a thorough audit of functional position placements and make adjustments based on competence and educational background, addressing placement mismatches (W3) and reducing the risk of performance decline (T1).

b. Integrated Performance Management System:

Develop a performance management system integrated with functional positions, addressing the lack of standardisation (W5) and reducing the risk of ineffective task execution (T3).

c. Benefits Communication and Transparency Programme:

Design an effective communication programme regarding the functional allowance system, addressing the issue of unpaid allowances (W1) and reducing potential conflicts due to allowance differences (T2).

d. Competency Adjustment Training:

Develop intensive training programmes to match officials' competencies with the demands of functional positions, address placement mismatches (W3) and improve the quality of public services (T4).

e. Establishment of Position Transformation Special Team:

Establish a specialised team responsible for managing the transformation from structural to functional systems, addressing the issue of equalisation without adequate analysis (W2) and reducing employee resistance to system change (T5).

f. Functional Position Evaluation and Refinement Programme:

Conduct periodic evaluations of the implementation of functional positions and make improvements based on findings, address certain non-functional position issues (W4) and improve the effectiveness of task execution (T3).

The implementation of these strategies will assist Kepahiang Regency in optimising its strengths to take advantage of opportunities and overcome threats in the context of functional position mapping. Furthermore, strategies are undertaken by the Kepahiang Regency Government to address internal weaknesses while capitalising on external opportunities and minimising weaknesses and avoiding threats in the context of functional position mapping. It is important to prioritise strategies based on urgency and available resources, and conduct periodic evaluations to ensure implementation effectiveness.

3.4. IFAS-EFAS Summary Analysis

Based on the results of the SWOT identification above, the following is an analysis of internal factors (IFAS) and external factors (EFAS) for functional position mapping in Kepahiang Regency.

TABLE 4: Internal Factor Analysis (IFAS).

Factor Strategy	Weight	Value	Weight x Value
S1	0,12	4	0,48
S2	0,10	3	0,30
S3	0,08	3	0,24
S4	0,08	3	0,24
S5	0,07	2	0,14
S6	0,05	2	0,10
Total Score Strength			1,50
W1	0,12	4	0,48
W2	0,10	4	0,40
W3	0,08	3	0,24
W4	0,07	2	0,14
W5	0,07	2	0,14
W6	0,06	2	0,12
Total Score Weaknesses			1,52
Total IFAS Score			3,02

Based on the weighting above, this internal factor can be known with a strength score of 1.50, slightly lower than the total weakness score of 1.52. This shows that internal weaknesses are still slightly more dominant, although the difference is very small. For this reason, the main focus of improvement remains on the allowance payment system and improving the suitability of placement based on job analysis.

TABLE 5: External Factor Analysis (EFAS).

Factor Strategy	Weight	Value	Weight x Value
O1	0,12	4	0,48
O2	0,11	4	0,44
O3	0,10	3	0,30
O4	0,08	3	0,24
O5	0,07	2	0,14
O6	0,07	2	0,14
Total Opportunity Score			1,74
T1	0,11	4	0,44
T2	0,09	3	0,27
T3	0,09	3	0,27
T4	0,08	3	0,24
T5	0,07	2	0,14
T6	0,06	2	0,12
Total Threat Score			1,48
Total EFAS Score			3,22

The weighting results above show that the opportunity score is 1.74 or higher than the total threat score of 1.48. This indicates that the external environment is quite supportive for the development and improvement of the functional position system. So that the utilisation of opportunities to increase competence, efficiency and innovation must be a priority for the Government of Kepahiang Regency.

The overall EFAS total is 3.22, which in this case is higher than the overall IFAS score of 3.02. This indicates that external factors are slightly more influential, hence the required strategy should focus on internal improvements while aggressively capitalising on external opportunities.

Based on the IFAS and EFAS analysis above, conclusions can be drawn and conclusions based on the following formula:

$$S>W \text{ and } O>T \text{ Development) } S<W \text{ and } O<T \text{ (Strengthening/Consolidation)}$$

Starting from the case of Kepahiang Regency, we find that $O > T$ ($1.74 > 1.48$), but $S < W$ ($1.50 < 1.52$), although the difference is very small. This situation indicates that although the external environment tends to be favourable for development, the internal conditions still require improvement. Although it does not fully fulfil the criteria for a pure development strategy, Kepahiang Regency has significant opportunities for development while still paying attention to internal strengthening. The strategy that can be applied is gradual development with a focus on utilising external opportunities to strengthen internal conditions.

Kepahiang Regency can take advantage of opportunities to increase efficiency through specialisation (O1) and competency development opportunities through training (O2) to overcome weaknesses such as the mismatch of placement with educational background (W3) and the lack of standardisation of functional position placement (W5). Intensive and structured competency development programmes can be designed by utilising benchmarking with other regions (O5) to adopt best practices in functional position management.

In addition, the potential of developing a talent management system (O4) can be utilised to address the weakness of equalisation without job and needs analysis (W2). This can be done through the development of a comprehensive functional position-based performance evaluation system, which will also help overcome the weakness of not having an adequate performance evaluation system (W6).

While in the other case, Kepahiang Regency in this case is known that $S < W$ ($1.50 < 1.52$) and $O > T$ ($1.74 > 1.48$). Although external conditions tend to be favourable, the fact that internal weaknesses are slightly more dominant indicates the need for significant strengthening and consolidation strategies. The strengthening and consolidation strategy for Kepahiang Regency should focus on internal improvements while still capitalising on existing external opportunities. Top priority should be given to resolving the issue of functional allowances that have not been paid according to regulations (W1). This can be done by utilising benchmarking opportunities with other regions (O5) to learn about effective and compliant remuneration systems.

Furthermore, there is a need to consolidate position equalisation by conducting a comprehensive position and needs analysis (W2). This can be integrated with the development of a talent management system (O4) to ensure more appropriate placement and structured career development. Standardisation of functional position placements (W5)

also needs to be improved, taking advantage of opportunities to upgrade qualifications through further education (O3) to ensure appropriate competencies.

The development of a functional position-based performance evaluation system (W6) should be an integral part of the consolidation strategy. This can be done by utilising competency development opportunities through training (O2) to ensure a good understanding of performance expectations within functional positions.

In conclusion from the two analyses above, it can be seen that Kepahiang Regency has opportunities for development, the main focus should remain on internal strengthening and consolidation. The strategy taken should be a combination of systematic improvement of internal weaknesses and careful utilisation of external opportunities. With this approach, Kepahiang Regency can build a strong foundation for an effective and efficient functional position system, which in turn will improve the quality of public services and overall government performance.

3.5. Final Assessment based on SFAS Matrix

In an effort to optimise the implementation of the functional position system in Kepahiang Regency, a strategic analysis has been conducted to identify the key factors affecting the success of this programme. The following table presents a summary of the four key strategic factors covering the most important strengths, weaknesses, opportunities and threats in the context of functional position mapping. Each factor has been evaluated based on its weight against the overall strategy, local government responsiveness score, impact score, implementation timeframe, as well as a brief description of the implications. This analysis aims to provide concrete guidance for policy makers in formulating effective and efficient strategies for the development of the functional position system in Kepahiang Regency.

Based on the analysis of strategic factors in the mapping of functional positions in Kepahiang Regency, it can be seen that the main strength of Kepahiang Regency in mapping functional positions lies in the systematic mapping of 204 officials (S1). With a weight of 0.15 and a responsiveness score of 4, this indicates that the government has built a strong foundation for the development of the functional position system. A score of 0.60 indicates a significant positive contribution to the overall strategy, providing a solid base for optimisation in the short to medium term.

TABLE 6: SFAS Matrix.

Strategic Factors	Weight	Value	Score	Time Period			Ket
				Short	Intermediate	Long	
S1: Systematic mapping of functional position needs	0,15	4	0,60	√	√		Strong base for development of functional position requirements
W1: Allowances are not yet appropriate in fulfilling performance in functional positions	0,20	2	0,40	√	√		Immediate system improvement is needed in the fulfilment of allowance rights attached to functional positions.
O1: Potential efficiency gains through specialisation	0,25	4	1,00		√	√	Focus on developing job specialisation
T1: Risk of performance degradation due to competency mismatch	0,40	3	1,20	√	√		Need an immediate competency improvement programme

Next is related to weaknesses, where the biggest weakness faced is that functional allowances have not been paid according to regulations (W1). The weight of 0.20 indicates the importance of this factor in influencing employee motivation and performance. However, the low responsiveness score (2) indicates that the government has not been optimal in addressing this issue. A score of 0.40 indicates a considerable negative impact, emphasising the urgency to make improvements to the payment system in the short to medium term.

Thus, the largest opportunity identified is the potential to increase efficiency through specialisation (O1). With a weighting of 0.25 and a responsiveness score of 4, this indicates that the government is highly aware of and responsive to this opportunity. A score of 1.00 indicates a very large potential positive impact. Implementation of strategies to capitalise on this opportunity requires medium to long-term planning, given the complexity of developing specialised positions.

Finally, the biggest threat faced is the risk of decreased performance due to competency mismatch (T1). The weight of 0.40 indicates that this is the most critical factor in the implementation of functional positions. A responsiveness score of 3 indicates that the government is moderately responsive, but still requires improvement in its handling. A score of 1.20 indicates the potential for very significant negative impacts if not

properly addressed, emphasising the need for immediate and sustainable competency improvement programmes in the short to medium term.

4. Conclusion

1. Kepahiang Regency has a strong foundation in functional position mapping, but faces serious challenges in implementation, especially regarding allowance payments and competency matching.

2. The opportunity to improve efficiency through specialisation is huge and is being responded to well by the government, which could be key in overcoming existing weaknesses and threats.

3. Top priority should be given to improving employee competencies and improving the benefits payment system, given the high weight and potential impact of these factors.

4. Short- to medium-term strategies need to focus on improving the benefits system and increasing competencies, while medium- to long-term strategies can be directed towards optimising job specialisation.

5. The successful implementation of functional positions in Kepahiang Regency will depend on the government's ability to manage the balance between utilising strengths, overcoming weaknesses, exploiting opportunities, and mitigating threats.

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