

## Research Article

# Collaborative Governance in Fostering Functional Positions of Policy Analysts in Indonesia

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**ORCID**Erfi Muthmainah: <https://orcid.org/0000-0002-6453-3151>**Abstract.**

The policy analyst is a functional position within government institutions established by the National Institute of Public Administration (NIPA) to improve the quality of public policy. As the agency responsible for fostering this role, NIPA encounters significant complexities and challenges prompting the need for collaboration with various parties. In this context, collaborative governance emerges as the most appropriate governance model. This study explores how NIPA implements collaborative governance in the development and support of policy analysts. Using a qualitative research approach, the study combines interviews with policymakers and a literature review. The findings reveal that NIPA's collaboration efforts are driven by multiple enabling factors. Furthermore, the three main components of collaborative governance—principled engagement, shared motivation, and capacity for joint action—have also been reflected in the collaboration process. The study concludes that NIPA's approach to fostering policy analysts effectively aligns with the collaborative governance framework. Practically, this research demonstrates how collaborative governance can be applied to the development of functional positions within government. It contributes to the broader discourse on collaborative governance by highlighting its application in an underexplored area: the fostering of government functional roles.

**Keywords:** collaborative governance, policy analyst, functional position, collaboration

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## 1. INTRODUCTION

The dream of the Indonesian nation as formulated in the President Joko Widodo's vision and mission 2020-2024 is "The Realization of an Advanced Indonesia that is Sovereign, Independent, and Has a Personality Based on Mutual Cooperation". In realizing this dream, many challenges are faced, including globalization, advances in information and communication technology, and demographic development characterized by dominant millennial population. Advances in information and communication technology often have implications for very rapid changes in strategic environmental conditions, which are often referred to as volatility, uncertainty, complexity and ambiguity (VUCA) condition, so



that appropriate government policies are needed. However, these fast-paced conditions are often not balanced with appropriate policies. The existence of overlapping policies, relatively short policy age, and the impact of public policies that were not previously anticipated give rise to policy controversies and debates in the public sphere.

The weak capacity of policy makers in processing public issues into policies also affects the low effectiveness of government policies in resolving various public problems and demands. For this reason, the government needs to produce evidence-based public policies so that the government runs effectively according to its function. Therefore, it is felt that it is very necessary to make improvements in the existing public policy process, especially in the scope of decision-making and regulation-making.

To produce public policy as expected, a profession is required that focuses on public policy analysis with the necessary skills, knowledge, and attitudes. For this reason, in 2013, the National Institute of Public Administration (NIPA) has established the Functional Position of Policy Analyst with the intention of encouraging a mature public policy process. The establishment of this Functional Position of Policy Analyst is part of the national strategy to ensure effective and efficient public policy. Policy Analysts play a role not only in producing study publications but also in advocating for policy recommendations that have been formulated. Thus, it is hoped that the resulting policies are not based on intuition, opinions, or certain interests of decision makers, but supported by adequate evidence.

The establishment of the Functional Position of Policy Analyst is outlined in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 45 of 2013. The regulation explains that the Functional Position of Policy Analyst is a specific functional position that has the scope of duties, responsibilities, and authority to carry out policy studies and analysis within the central and regional agencies. The Policy Analyst is defined as a Civil Servant who is given the task, responsibility, and authority to carry out policy studies and analysis within the central and regional agencies.

It is further explained that the main task of the Policy Analyst Functional Position is to conduct policy studies and analysis. This main task consists of four main components, namely: a) conducting policy research and analysis; b) providing policy recommendations; c) conducting communication, coordination, advocacy, consultation and policy negotiation; and d) publishing the results of policy studies. In addition, the Policy Analyst Functional Position must also develop itself as a profession, namely by: a)

creating teaching material modules, policy models, aids, and audio visuals for policy training; b) developing policy guidebooks; and c) compiling/developing guidelines for implementation instructions/technical instructions in the field of policy analysis.

As a profession, the Functional Position of Policy Analyst also has an agency assigned to provide guidance to it. The mandate as the fostering agency is given to NIPA. Based on NIPA Regulation Number 8 of 2020 concerning the Organization and Work Procedures of NIPA, NIPA has the responsibility and authority to foster and organize the development of the competency of the Functional Position of Public Policy Analyst. This task is carried out specifically by a work unit at the echelon II level, namely the Policy Analyst Development Center or Pusat Pembinaan Analis Kebijakan (PUSAKA).

In carrying out its duties, PUSAKA carries out functions including formulating policies in the field of fostering Policy Analyst Functional Positions, developing information systems, implementing competency development and certification, and implementing performance evaluations of Policy Analyst Functional Positions. PUSAKA also prepares formations and carries out selection of Policy Analyst Functional Positions and carries out certification for Policy Analyst Functional Positions through the NIPA Professional Certification Institute. This fostering task is realized by preparing formation guidelines, competency standards, implementation guidelines, needs analysis and organizing functional training, and competency tests for Policy Analyst Functional Positions.

In its development, a new policy was issued on Functional Positions which regulates all functional positions as a whole, namely the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 1 of 2023 on Functional Positions. This regulation emphasizes the role of the fostering agency, especially in developing the competency of the Functional Positions it fosters, namely compiling learning content, strategies, and competency development programs to support the acceleration of the development of the competency of functional officials.

As an institution that fosters the Functional Position of Policy Analyst, NIPA faces complexity and major challenges that encourage it to collaborate with various parties. In this case, the collaborative governance approach needs to be adopted because this approach expands the participation of various stakeholder elements in the entire public policy process from agenda setting, policy formulation, implementation to policy evaluation. This study describes and analyzes how collaborative governance is carried out by NIPA in the context of fostering policy analysts. The importance of this study is to practically show how collaborative governance in fostering functional positions

can be implemented effectively. Scientifically, this study enriches the kaleidoscope of collaborative governance by showing examples of collaborative governance in areas that have not been explored so far, namely fostering functional positions in government.

## 2. THEORETICAL STUDY

Research that specifically discusses the development of functional positions within the scope of government is relatively rare. Of the few that can be found, there is a study by Rakhmawanto [1], which discusses how the development model of functional positions of personnel analysts is implemented at the State Civil Service Agency and what factors hinder the implementation. From the results of the study, it was found that the development of functional positions of personnel analysts has not been implemented properly, as seen from the many problems that arise such as placement that does not match competence and the allocation of main tasks that is not appropriate.

Meanwhile, there is also a study by Lusmono [2] which discusses the strategy for developing functional positions after the elimination of echelon III and IV structural positions at the Tuban Regency Human Resources Development and Personnel Agency. The results of the study show that the development of functional positions after the simplification of bureaucracy at the study locus has not been optimal because there are several obstacles related to work culture and budget factors.

From the studies on functional position development mentioned previously, it can be concluded that there has been no research discussing functional position development through a collaborative governance framework. This is also a literature gap that is identified and attempted to be filled in this study. Discussion on functional position development through a collaborative governance perspective is considered important to be raised because the more increasingly complex challenges of functional position development, especially in the context of functional positions with many holders such as policy analysts, can only be responded through the adoption of an appropriate strategic approach, wherein collaborative governance is one of these strategic approaches.

Meanwhile, studies on collaborative governance in government have been conducted quite extensively. Government's sectors or aspects that have been studied through the collaborative governance framework include tourism development [3][4], poverty alleviation [5][6][7], handling of the COVID-19 pandemic [8][9][10], disaster prevention and management [11][12], accelerating the reduction of stunting [13], technology

policy [14][15], environmental management [16], licensing services [17], and community empowerment [18].

From the review, it is clear that previous studies on collaborative governance in Indonesia have not discussed the development of functional positions. Therefore, this study fills the gap in the literature. Discussing the aspect of functional positions development through the collaborative governance framework is considered important because today, the management of the State Civil Apparatus is often carried out by involving many actors outside the government, and this needs to be understood more deeply.

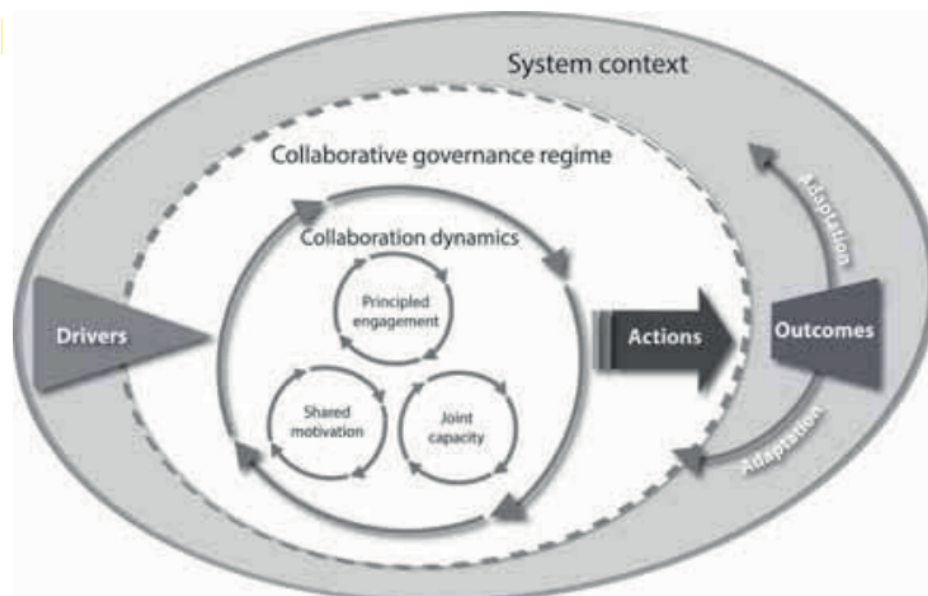
Regarding the collaborative governance approach itself, there are several driving factors that underlie the formation of collaborative governance, which Emerson & Nabatchi [19] refer to as the system context. These driving factors are uncertainty, interdependence, consequential incentives, and initiating leadership. Together, the four form what is called the Collaborative Governance Regime (CGR). Furthermore, seen from the formation process, CGR is divided into three types, namely self-initiated, externally directed, and independently organized.



**Figure 1:** Drivers of Collaborative Governance Regime.

Furthermore, Emerson & Nabatchi [19] provide an integrative framework of collaborative governance. In this framework, during and after the formation of CGR, each party is involved in what is called collaborative dynamics consisting of three dynamic and interacting components. The three components are principled engagement, shared

motivation, and capacity for joint action. Through a progressive cycle of collaborative dynamics, the parties involved in the collaboration develop common goals, determine common targets, and strive for change to achieve these goals. These targets will lead to collaborative actions in CGR, which ultimately lead to outcomes that in turn will result in changes in the context of the system in the CGR.



**Figure 2:** Collaborative Governance's Integrative Framework.

### 3. METHODS

This study aims to describe the dynamics of the formation and implementation of collaborative governance carried out by NIPA in an effort to foster Policy Analyst Functional Positions since the Policy Analyst Functional Position was officially formed in 2013. For this purpose, this study uses a qualitative method. The qualitative method was chosen because this method is able to explore and understand a phenomenon in depth by considering the significance of the context underlying the phenomenon and the perspectives of the actors related to the phenomenon.

Meanwhile, the data collection techniques used were interviews and literature studies. Interviews were conducted with several informants from PUSAKA which is the fostering agency of the Policy Analyst Functional Position, including the Head of PUSAKA and Division Head of PUSAKA. The interviews were conducted informally, unstructured, and located in Jakarta. Due to time and resource constraints, interviews with wider parties such as representatives of external stakeholders of NIPA who collaborated in

fostering the Policy Analyst Functional Position and representatives of the Policy Analyst Functional Position outside NIPA could not be conducted. The literature study was conducted by utilizing various literature such as regulations, guidelines, journals, and books to enrich the analysis. The research was conducted for six months (January-June) in 2024.

## 4. RESULTS and DISCUSSION

Before explaining how the development of the Policy Analyst Functional Position is carried out within the framework of collaborative governance, it will first be explained how the Policy Analyst Functional Position has developed historically. This development will show that over time, the work of developing policy analysts has become increasingly complex, so that a new approach in the form of collaborative governance is needed so that the development work can be carried out effectively.

In the early days of the birth of the Functional Position of Policy Analyst in 2013, this functional position was not very popular with the State Civil Apparatus. One of the reasons is because the requirements to become this functional official are quite difficult, namely having to pass administrative requirements and pass a competency test. Even after occupying it, a Policy Analyst has difficulty carrying out his duties with various obstacles and barriers.

Before the enactment of the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 1 of 2023, the performance assessment of the Policy Analyst Functional Position, like other Functional Positions, was assessed by collecting credit points taken from the performance achievements of the activity points of the main elements and supporting elements [20]. In developing their careers and carrying out these tasks, a Policy Analyst Functional Position had difficulty meeting the credit points at each level. The highest level of main experts must formulate policy materials or be involved in formulating policies in the form of at least Government Regulations. In fact, not all agencies produce government regulations in their duties and functions. This causes the Policy Analyst Functional Position to not have the opportunity to carry out activity points related to these main tasks. Due to the difficult requirements for entry and promotion, the Policy Analyst Functional Position in the early days of its formation became one of the elite Functional Positions, with only a few State Civil Apparatus being able to meet the requirements to enter and hold the position.



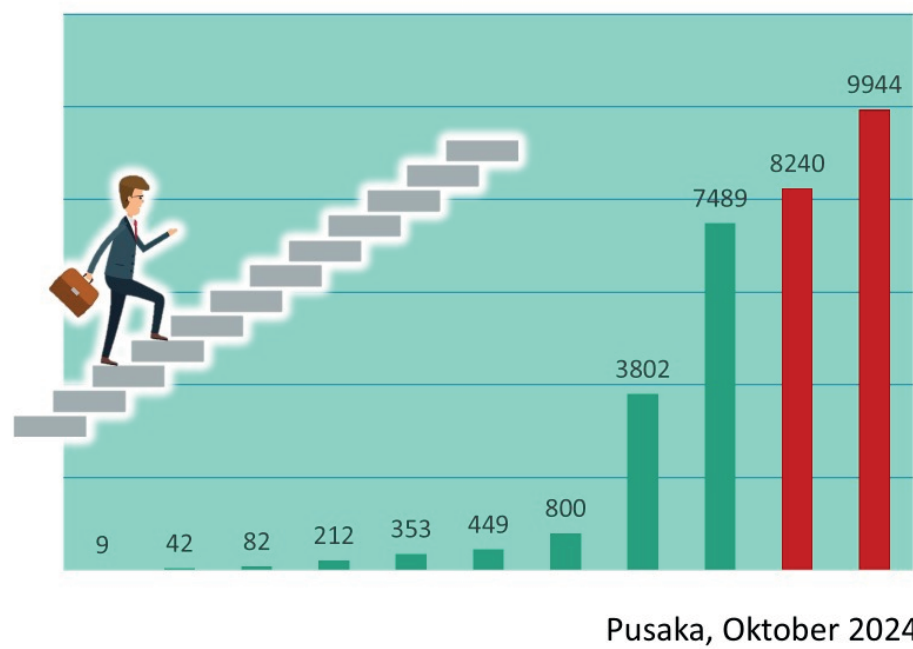
However, in its development, there was a major change that caused the number of Policy Analyst Functional Position holders to increase sharply. President Joko Widodo in his second term inauguration speech on October 20, 2019 conveyed 5 (five) main development priorities, including simplifying the bureaucracy by cutting echelons to 2 (two) levels and replacing them with functional positions that value expertise and competence more. This policy was followed up with the issuance of Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 28 of 2019 concerning the Equivalence of Administrative Positions into Functional Positions. With this policy, State Civil Apparatus who were then holding Administrative positions (administrators/echelon III, supervisors/echelon IV, and implementers/echelon V) who were included in the simplification criteria switched to relevant functional positions.

Since the policy was implemented, there has been a fairly drastic spike in the number of Policy Analyst Functional Position holders. The Policy Analyst Functional Position has become one of the strategic functional positions and has attracted a lot of interest from State Civil Apparatus since the issuance of the bureaucratic simplification policy. Based on information from the Ministry of Home Affairs delivered at the Coordination Meeting of the Ministry of Politics, Law, and Security, the number of administrative officials (levels III, IV, and V) who have switched to the Policy Analyst Functional Position is the largest number compared to other Functional Positions. The top three highest are Policy Analyst, Planner, and Human Resources Analyst. The total number of new Policy Analyst Functional Position holders from all regions in Indonesia is reported to have reached 14,000 thousand. This number has not all been reported to NIPA because the Policy Analyst Functional Positions registered in NIPA are not that many, as seen in the Figure 3 below:

As seen in Figure 3, since 2020 the number of Policy Analyst Functional Position holders has increased sharply, namely 78% in one year and 1,534% in four years, with the number registered being 9,944 people in October 2024. This is understandable because this functional position is open, meaning it can be filled by employees outside the supervising agency. With its position that can be placed in various types and levels of work units, many administrative officials have been transferred to this functional position.

The massive increase in the number of Policy Analyst Functional Positions in a short time certainly poses new challenges for NIPA as a fostering agency. The number of service requests has increased sharply, for example requests for recommendations for needs/formations, proposals for competency tests, database updates, requests for





**Figure 3:** Number of Policy Analysts, October, 2024.

training, credit score assessments, and so on. NIPA also needs to ensure that the motivation and competence of the Policy Analyst Functional Positions resulting from the equivalency increase.

To carry out such coaching, NIPA certainly cannot reach all Policy Analyst Functional Positions spread across various Ministries, Institutions, and Regional Governments. For this reason, NIPA needs to collaborate with various parties. In addition to the increasing number of Policy Analyst Functional Positions, coaching must be carried out together and continuously along with the increasingly dynamic changes in the policy environment driven by the rapid progress of science and technology. NIPA needs to synergize with various parties, including fellow central government agencies, regional governments, universities, non-governmental organizations, and the private sector. The following describes several parties involved in the collaboration to develop the Policy Analyst Functional Position along with the activities carried out:

a. Ministry of Manpower

To ensure the quality of Policy Analyst Functional Position holders, NIPA has prepared the Indonesian National Work Competency Standards in collaboration with the Ministry of Manpower and resulted in the Decree of the Minister of Manpower Number 106 of 2018 concerning the Determination of the Indonesian National Work Competency Standards for the Category of Professional, Scientific and Technical Activities of the

Main Group of Research and Development of Science in the Public Policy Analyst Job Position. This standard is a national reference in the preparation of national qualification levels and the implementation of professional education and training, competency tests, and certification of the Policy Analyst profession.

b. Knowledge Sector Initiative

Knowledge Sector Initiative (KSI) is an institution created as a result of synergy between Universitas Gadjah Mada (UGM) and the Department of Foreign Affairs and Trade of the Australian Government. KSI has contributed greatly in preparing guidelines and policy instruments related to the development of Policy Analyst Functional Positions. The results of the collaboration that has been carried out are:

1. Publication of the book “Guide to Optimizing the Role of Policy Analyst Functional Positions” in 2021. The preparation of this book involved authors from NIPA and UGM as well as reviewers from the State Civil Service Commission, UGM, and NIPA. The observer team, apart from LAN, also involved experts from The University of Melbourne. This book explains, among other things, the position of Functional Positions in relation to High-Leadership Positions and Administrative Positions in organizations, both central and local governments. In addition, the role of the Policy Analyst Functional Position and collaboration with other Functional Positions is also explained. The role of the Policy Analyst Functional Position in the policy cycle and its types of work, work units, performance evaluation, and competency development of the Policy Analyst Functional Position are also mentioned [21].

2. The making of the Policy Quality Index instrument. This index is used to measure the quality of policies produced by an agency. This index is very important to measure the quality of public policies made by Ministries, Institutions, and Regional Governments in order to build evidence-based policies and knowledge-based policies so that it will improve the quality of public policies themselves. The Policy Quality Index is also one of the components used to measure Bureaucratic Reform.

3. Establishing the Certification Scheme and the Indonesian National Qualification Framework (KKNI) for Policy Analyst Functional Positions. KKNI is a competency qualification grading framework that can match, equalize, and integrate between the fields of education and work training as well as work experience in order to provide recognition of work competencies in accordance with the job structure in various sectors. Meanwhile, competency certification is the process of providing competency certificates that is carried out systematically and objectively through competency tests that refer to the KKNI

Policy Analyst and standards that apply generally to Policy Analysts. This certification is carried out to guarantee the quality of Policy Analyst Functional Positions nationally.

4. Establishment of the NIPA Professional Certification Institute. To ensure the quality of the Policy Analyst Functional Position, with the facilitation of KSI, NIPA has established a Professional Certification Institute tasked with conducting competency tests and providing competency certificates for Policy Analyst Functional Positions that pass the certification assessment.

c. Yayasan Bhakti Tanoto

Yayasan Bhakti Tanoto is an independent philanthropic organization that focuses on impact in the field of education. The foundation was founded in 1981 by Sukanto Tanoto and Tinah Bingei Tanoto with the philosophy that “every individual should have the opportunity to realize their full potential”. The foundation has had a direct impact in Indonesia, Singapore, and China. The foundation has implemented various philanthropic programs through early childhood development and education programs, basic education, and future leader programs. All programs launched focus on sustainable impact for recipients and are implemented through partnerships with various public and private sector institutions, from local to international levels.

Related to collaboration in fostering Policy Analyst Functional Positions, several programs that have been carried out by the Bhakti Tanoto Foundation together with NIPA include:

1. Organizing a Virtual Public Lecture (VPL) for Policy Analyst Functional Positions. The role of the foundation is to provide funding sources for experts who are resource persons and to facilitate the use of Zoom Meeting.

2. Compiling the book “Indonesia Policy Book” which involves experts as writers.

3. Making 7 seven digital videos of Policy Analyst miniseries.

4. Developing information system to organize digital services for Policy Analyst Functional Positions, including the Policy Analyst Identification Number service which is the single registration number for Policy Analyst Functional Positions nationally.

5. Providing funding support for the implementation of the best Policy Analyst Functional Position through the Akul (Policy Analyst for Indonesia) Awards, especially the honorarium for the jury team and the provision of expert staff as judges.

6. Development of an Information System to organize the Policy Quality Index as one of the indicators of the achievement of Bureaucratic Reform nationally.

The collaboration that occurred between NIPA, KSI, and the Bhakti Tanoto Foundation began with several driving factors that Emerson and Nabatchi called the system context, namely uncertainty, interdependence, consecutive incentives, and initiating leadership [19]. Together, the four form what is called the Collaborative Governance Regime (CGR). The following is an explanation of collaborative governance that has been carried out in efforts to foster the Policy Analyst Functional Position by referring to each element of the CGR:

1. *Uncertainty*. Uncertainty in the context of fostering the Functional Position of Policy Analyst occurs because the change in the bureaucratic simplification policy carried out nationally has caused the number of Policy Analyst Functional Position holders to increase drastically. This is not accompanied by supporting steps such as the preparation of an accurate database on the number of Policy Analyst Functional Position holders in each agency so that the coaching carried out by NIPA cannot be guaranteed to be right on target. In addition, to ensure that Policy Analyst Functional Position holders understand their duties and have the knowledge and skills in carrying out their duties, Special Policy Analyst Training is needed. However, because stakeholder data in terms of both numbers and positions have not been neatly identified, training cannot be carried out properly.

2. *Interdependence*. With limited resources and a drastic increase in the number of stakeholders, NIPA is unable to carry out the coaching task alone. NIPA needs other parties who have funding resources, expertise, or others to meet these demands. On the other hand, KSI and Tanoto need cooperation with LAN to be able to carry out their mission of collaborating as part of their Corporate Social Responsibility program.

3. *Consequential incentives*. For NIPA, the existence of KSI and Tanoto will provide important incentives in carrying out their duties and obligations. For the holder of the Policy Analyst Functional Position, the programs organized through this collaboration can help increase their capacity. This capacity development is a prerequisite for being able to carry out their duties as a Policy Analyst Functional Position. Bagi NIPA, keberadaan KSI dan Tanoto akan memberikan insentif yang penting dalam menjalankan tugas dan kewajibannya.

4. *Initiating leadership*. During the formulation of cooperation, a leader is needed to initiate. In this context, the Head of PUSAKA with full support from the Head of NIPA took steps to initiate collaboration. Coordination meetings, formal and informal approaches, and the signing of a Memorandum of Understanding (MoU) were the initial steps taken.

In the development of the Policy Analyst Functional Position, CGR is held independently because the initiative started from NIPA itself to conduct intensive coordination meetings until the agreement at the top leadership level with the signing of the MoU between LAN and KSI and Tanoto.

In the collaboration built for the development of the Policy Analyst Functional Position, the integrative collaborative governance framework consisting of the components of principled engagement, shared motivation, and capacity for joint action [19] has also been fulfilled with the following explanation:

1. *Principled engagement* consists of discovery, definition, deliberation, and determination. In collaboration with NIPA, both KSI and Tanoto have discovery, understanding, deliberation and determination.

2. *Shared motivation* consists of trust, mutual understanding, internal legitimacy, and commitment. In collaboration with LAN, KSI and Tanoto have trust in LAN, mutual understanding of each other's needs and positions, internal legitimacy and commitment to what has been agreed upon. All of this is stated in the form of a Memorandum of Understanding. Tanoto itself has extended the MoU which was initially signed in 2020 and is now extended in 2023, so that the MoU is valid for the next two years.

3. *Capacity for joint action* consists of procedural and institutional arrangements, leadership, knowledge and resources. In the collaboration between NIPA, KSI, and Tanoto, each party has the capacity to take joint action. On the NIPA side, it has the authority as the Policy Analyst Functional Position fostering agency and has a set of policies to carry out its duties as the fostering agency. In addition, with its leadership, knowledge and resources, NIPA is able to mobilize the leaders of the agencies where the Policy Analyst Functional Position are located to provide support for what NIPA does. On the other hand, both KSI and Tanoto also have arrangements related to procedures, institutions, leadership, knowledge, and resources to carry out collaboration with NIPA. The resources owned by KSI and Tanoto are mainly in terms of funding and expertise that allow facilitation for organizing joint activities.

All elements in the three main components above work together dynamically to strengthen each component and the three components work together in an interactive and iterative way to strengthen each other. The results are seen in the joint activities that have been carried out. Not only the development of the competency of the Policy Analyst Functional Position, many guidelines and guides have also been produced as a reference for the work of the Policy Analyst Functional Position. The hope is of course

that the Policy Analyst Functional Position is able to play its role in the formulation of public policy in Indonesia so that appropriate, efficient, and effective public policies are produced.

## 5. CONCLUSION

Based on the discussion above, it can be concluded that in fostering the Policy Analyst Functional Position, NIPA has implemented CGR. The four main components that form the system context of CGR, namely uncertainty, interdependence, consequential incentives, and initiating leadership, have been strongly reflected in various collaborative governance efforts carried out by NIPA with various external stakeholders who were invited to collaborate in efforts to foster the Policy Analyst Functional Position. Likewise, the three main components in the integrative collaborative governance framework, namely principled engagement, shared motivation, and capacity for joint action, have been proven to exist. These three main components work together dynamically to strengthen each other. The products resulting from this collaboration will certainly increase the capacity of the Policy Analyst Functional Position in the process of formulating, implementing, and evaluating appropriate policies.

Although this study has shown that the development of Functional Positions carried out within the framework of collaborative governance can facilitate the achievement of fairly effective efforts to develop Functional Positions amidst the challenges of complexity, this study also has several limitations as follows. First, this study only uses the Policy Analyst Functional Position as the object of analysis. In fact, there are 283 functional positions in the government [22]. Thus, the results of the study cannot be generalized to explain the dynamics experienced in the development of functional positions other than policy analysts. Analysis of broader functional positions will certainly produce a richer and more diverse picture. Second, this study uses a qualitative method with data collection techniques in the form of interviews and literature studies. The limitations inherent in this method are thus also limitations of this study. Research that utilizes other methods and/or data collection techniques may produce a different picture.

There are several research suggestions that can be put forward as a follow up to this research, including collaborative governance in the development of functional positions other than policy analysts, a comparison of the development of functional positions through collaborative governance between two or more functional positions,

and collaborative governance in other aspects of State Civil Apparatus management beyond the development of functional positions.

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