

## Effectiveness of the policy on converting structural positions to functional positions at the Regional Development Planning Agency (Bappeda) Of Padang City

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*Received 02 October 2025*  
*Revised 05 November 2025*  
*Accepted 06 November 2025*

### ABSTRACT

Bureaucratic reform in Indonesia concerning the simplification of structures by transforming positions from structural to functional positions has been issued, starting with SE MenPANRB No. 391/2019 and implemented through PermenPANRB No. 17/2021. However, at the regional level, regulatory synchronization and operational readiness are often imbalanced. This is because the sequence of issuance of laws, regulations, and instructions (for example, the equalization mechanism precedes structural simplification) and the unavailability of adequate technical guidelines cause implementation gaps in the project. The Padang City Bappeda is a relevant case study. The need for 47 new functional positions should be filled, yet only 17 have been fulfilled; even promotions, transfers, and deaths of employees are not balanced with quick filling mechanisms and post-equalization training/certification availability. This study analyzes the effectiveness of the policy using a qualitative descriptive approach through a purposive sample of key officials and civil servants. Data were collected through in-depth interviews and documentation, validated using source triangulation, and analyzed using reduction, presentation, and conclusion drawing. The results showed insufficient formation of functional officers, a mismatch of competency with position, an administrative system that was not efficient and integrated, and the absence of a job map based on workload analysis. Viewed through the lenses of Dunn's framework, dimensions such as effectiveness, efficiency, adequacy, responsiveness, and precision have not been optimally achieved in the current study. As a result, the workload was concentrated on a few functional officers, often handling multiple subfields; this, in turn, slowed data/planning services and reduced the quality of strategic decision-making. Therefore, in the face of a shortage of functional officers in Bappeda Kota Padang, it is recommended that the regional government immediately prepare and implement clear and integrated technical regulations on the functional position staffing mechanism.

**Keywords:** bureaucratic simplification, position equalization, functional positions

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RESEARCH & PUBLISHING



## 1. INTRODUCTION

The simplification of bureaucracy began with the issuance of Circular Letter of the Minister for Administrative and Bureaucratic Reform (PANRB) Number 391 of 2019. This letter was a follow-up to President Joko Widodo's directive that job equalization should be carried out selectively for administrator, supervisory, and executive positions in central and regional government agencies (Kementerian PAN & RB, 2021). According to Saifuddin and Nelliraharti (2022:282), job equalization is part of bureaucratic reform implementation aimed at encouraging government agencies to improve the effectiveness and efficiency of public services, in which every government organization is expected to be “lean in structure but rich in function,” and not the reverse. Thus, job equalization aims to streamline and simplify government organizational structures, improve the professionalism of civil servants, and adjust the renewed structure by considering certain criteria so that positions match the required expertise.

According to Article 1 of the Minister of Administrative and Bureaucratic Reform Regulation (PANRB) Number 17 of 2021, there are two types of positions within the State Civil Apparatus (ASN) structure: administrative and functional. Administrative positions that are equalized to functional positions in accordance with Article 4 of PANRB Regulation Number 17 of 2021 include: Administrator positions (Echelon III) or equivalent to Section Heads, which are equalized to Intermediate Functional Expert; Supervisor positions (Echelon IV) or equivalent to Subdivision Heads, which are equalized to Junior Functional Expert; and Executor positions (Echelon V) or equivalent to administrative staff, which are equalized to First Functional Expert.

According to Fitrianingrum (2020:44), the conversion of structural positions to functional positions is carried out through an inpassing mechanism that is adjusted to the Organizational Structure and Work Procedures (SOTK) and must meet certain requirements. This process involves a transition from administrative to functional positions based on prevailing regulations. Haning (2019:50) adds that job equalization is carried out for Administrative Officials affected by organizational simplification. These positions must be related to functional technical services and can be transferred to Functional Officials who have the required expertise (specific criteria).

The Regional Development Planning Agency (Bappeda) of Padang City is one of the regional apparatus organization units under the Padang City Government, playing an important role in the strategic and coordinated process of regional development planning in Padang. Currently, the Padang City Bappeda has 45 employees in various positions. This staffing structure includes one Head of Agency leading the institution as a whole, one Secretary responsible for administration and secretarial duties, and five Division Heads overseeing technical fields according to their respective duties and functions. In addition, there are 17 employees in functional positions, who usually have technical roles or special expertise, and 18 others who serve as operational and administrative support staff (Pasaribu & Saksono, 2022).

Based on data from Bappeda Padang City, the total number of employees in Bappeda Padang City is 45. Field findings show that the ideal number of functional positions within Bappeda Padang City is 47. However, in reality, only 17 employees currently occupy functional positions. This number does not include the one Head of Agency, one Secretary, and five Division Heads who are part of the structural formation of the agency. This indicates a shortage of 30 functional officers, which can naturally affect the effectiveness and efficiency of Bappeda's institutional duties and functions in formulating and coordinating regional development planning (RDP). This discrepancy shows that not all Functional Position formations can be optimally filled. The exact reasons for this shortfall are unknown, but the author conducted initial interviews to gather information regarding the issue.

Based on these initial interviews, the policy of job equalization at Bappeda (transfer from structural to functional) proceeded smoothly in 2021, and all divisions were filled. However, its effectiveness has decreased due to promotions, transfers, and deaths that have left many functional positions vacant. LR gave the example of himself being appointed Head of the Infrastructure and Regional Division, leaving his previous functional position vacant. The IM stressed that these vacancies cannot be immediately filled by other eligible employees because the appointment of functional officers requires not only credit points but also special training that has not been held since 2021 in the Padang City Government. C added that

ideally, each division should have three functional officials who also serve as Subdivision Heads. However, in the Infrastructure and Regional Division, there is currently only one person handling two subdivisions simultaneously, apart from their main duties, which puts more pressure on the unit and disrupts the completion of functional tasks.

Based on the interview results, it can be concluded that the implementation of the job equalization policy in Bappeda Padang City still faces several issues, especially related to the shortage or limited number of functional positions. These issues are caused by several factors, such as a mismatch between educational background and available functional positions, increased workload due to a lack of functional officers, as well as transfers, retirements, and deaths of functional employees. Based on these factors, this study aims to analyze the Implementation of the Structural to Functional Position Equalization Policy in Bappeda Padang City.

## 2. METHOD

This study uses a descriptive qualitative research method to evaluate the policy of equating structural positions with functional positions at the Regional Development Planning Agency (Bappeda) of Padang City, using William Dunn's theory of public policy effectiveness. In this study, the researcher chose Bappeda Padang as the research location because no similar research has been conducted in this field. This study uses purposive sampling by selecting informants based on certain criteria or characteristics, who possess an in-depth understanding and direct experience related to the issue or problem that is the main focus of this research. The informants in this study were as follows in Table 1:

**Table 1. Research Informants**

No	Informant	Quantity	Description
1.	Head of Padang City Bappeda	1	<ol style="list-style-type: none"> <li>1. As the person responsible for implementing policies in the OPD.</li> <li>2. Understands the objectives, obstacles, and outcomes of the implementation of position equalization.</li> </ol>
2.	Official of the Personnel Subdivision of BAPPEDA	1	<ol style="list-style-type: none"> <li>1. Directly involved in the administrative process of equalization.</li> <li>2. Understands the technical and administrative flow of the policy</li> </ol>
3.	Official from BKPSDM Padang City	1	Provides a comprehensive overview of this policy from the perspective of regulations and cross-OPD supervision.
4.	BAPPEDA ASN whose Structural Positions are Equated to Functional Positions	1	Provides information about direct experiences with the policy.
5.	ASN with Functional Positions in BAPPEDA	8	Can compare conditions before and after the policy took effect.
6.	Other employees	2	Strengthens information regarding issues related to position equalization.

Sumber: Processed Research Data

For primary data sources, interviews provide information from the designated informants. Secondary sources were obtained through official government documents and publications, industry analyses from the media, websites, and other sources on the Internet. Data collection techniques included

in-depth interviews with informants and documentation. To test the validity of the data obtained, this study used source triangulation techniques. According to [Mawuntu and Plangiten \(2022\)](#), triangulation involves collecting and checking data from different perspectives. Furthermore, data analysis is conducted through reduction, presentation, and drawing conclusions.

### 3. RESULTS AND DISCUSSION

[Alaslan \(2021:4\)](#), a political science expert, argues that policy should be understood as “a series of interrelated activities with consequences for those involved, rather than as a single decision.” Eyestone in [Nur & Guntur \(2019:7\)](#) provides a definition of public policy by stating that “Broadly speaking,” public policy can be understood as “The relationship of a government unit with its environment”. [Easton in Agustino \(2006:15\)](#) states that public policy is understood as: “...the impact of government activity...”. Furthermore, Easton explains that political decisions are developed by bodies and officials of the government who have authority in the political system. One form of public policy is position equalization.

The policy of job position equalization affects not only government institutions at the central level but also regional governments at the level of province, regency, and city. According to [Saifuddin and Nelliraharti \(2022:282\)](#), job equalization is part of bureaucratic reform aimed at encouraging government agencies to improve the effectiveness and efficiency of public services, where government organizations are expected to become lean in structure but rich in function. [Permatasari and Ariani \(2021:155\)](#) state that job equalization is the process of changing certain positions in the simplification of bureaucracy, where structural positions at the middle and lower levels are converted into functional positions. The equivalence of structural positions to functional positions is a strategic step in the ongoing bureaucratic reform implemented by the government of Pakistan. This policy aims to create a leaner, more efficient, and responsive organizational structure to meet public-service needs. Structural positions, which have so far been hierarchical and administrative in nature, such as head of sub-division or head of section, are gradually being converted into functional positions that place greater emphasis on the expertise and professional competence of civil servants ([Kustanto & Nuviandra, 2023:69](#)).

One of the regions affected by this policy is the Padang City Government, where the Regional Development Planning Agency (Bappeda) has made changes in accordance with the prevailing regulations. As a regional apparatus under the Padang City Government, Bappeda plays a strategic role in designing and coordinating the process of integrated and sustainable regional development planning. Currently, the Padang City Bappeda has 45 employees in various job positions.

The strategic positions, starting from the head of the agency, secretary, and head of division, to functional positions such as junior expert planner, planning analyst, researcher, computer analyst, treasurer, general administration officer, and payroll officer, support the implementation of the agency’s work. Such composition shows that Bappeda has a complete and integrated organizational structure in which each staff member has their respective roles to support the main functions of Bappeda: effective, continuous, and sustainable planning, control, and evaluation of regional development.

Data related to the staffing conditions in Bappeda Padang City are varied. Positions such as Head of Agency, Secretary, and Head of General Administration and Equipment already have sufficient employees. This means that the leadership and administrative structure is well fulfilled. However, some technical and functional positions still experience employee shortages. It lacks six Junior Expert Planners, two Junior Expert Planners, and two Junior Expert Researchers. Other positions, such as junior expert policy analysts, first expert engineers, junior expert translators, and central and regional financial analysts, also have one to three employees lacking. Support roles, such as advanced computer analysts, first expert computer analysts, and various archivist and library positions, require more staffing. Based on this, it would seem that further adjustments concerning the staffing structure and recruitment are needed so that each unit can function optimally.

In addition, fulfilling these staffing shortages will enable Bappeda Padang City to perform regional development planning, control, and evaluation functions more effectively and efficiently. However, the implementation of the equalization policy of job positions encounters several obstacles, such as employee

resistance and displeasure. Employees might be worried that they will lose some privileges, benefits, or prestige in their jobs. These factors influence the accuracy of the proposed data and slow the equalization process. This means that the implementation of the policy requires greater attention to realize fair and effective equalization. The functional structural vacancy in Padang City Bappeda does not only come from limited human resources but also from the influence of policy factors and procedures that must be decided by the mayor of Padang. This suggests that filling functional positions still depends on decisions and regulations from local governments, which influences the optimization of Bappeda's duties and functions. Therefore, more effective coordination between Bappeda, BKPSDM, and the Regional Government is necessary to ensure organizational performance and improve the quality of public services. The incompatibility between staffing needs and the results of job position equalization in Bappeda Padang City indicates that the equalization process has not yet fully accommodated the organization's needs. The shortage of four functional positions that have not been filled may affect the overall effectiveness of carrying out Bappeda's tasks and functions.

### **3.1 Effectiveness of The Policy for The Equalization of Structural Positions to Functional Positions at The Regional Development Planning Agency (BAPPEDA) of Padang City**

According to Dunn (Dewi Amalia Rahman et al., 2024), the effectiveness of public policy is measured by six dimensions: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. Based on the findings, the implementation of the position equalization policy at BAPPEDA Padang City has not yet optimally achieved all indicators.

#### **3.1.1 Effectiveness**

According to Mardiasmo in Dewi (2019:38), effectiveness refers to the extent to which an organization's objectives can be achieved. An organization is considered effective if it can achieve its goals. Thus, effectiveness can be understood as a measure of success that must be achieved by policymakers to provide benefits to the community as the main target of the policy's implementation. According to Emerson (Mawuntu et al., 2022:110), effectiveness is a measure that indicates the level of success in achieving predetermined goals.

The objectives of the policy to strengthen functional positions have not yet been fully realized. One of the main indicators of this is the mismatch between the number of available functional officers and the organization's real needs. This condition hinders the achievement of optimal performance in various public service sectors. The gap between the number of officers needed and those available reflects problems in the planning and filling of positions. This could be caused by a lack of accurate data, limited training and socialization, or slow policy adjustment from the central to the local level. Without a well-planned strategy, the provision of human resources will not be in step with the development of organizational needs. Because of this incompatibility, many strategic functions cannot be optimally performed. The workload becomes unbalanced, and the potential performance of employees cannot be optimally materialized. Therefore, an overall assessment of the policy regarding the filling of functional posts is needed to ensure that the outputs truly support the organization's effectiveness and efficiency.

#### **3.1.2 Efficiency**

The equalization process has yet to be supported by an effective and efficient administrative system. In principle, the equalization policy will enhance professionalism and bureaucratic effectiveness, but its real implementation in the field still faces numerous technical and procedural obstacles, which makes this process proceed much more slowly than expected. One central problem is that personnel information is not yet integrated at the center or regional levels. Many administrative processes are still manual and operated through unlinked systems, which causes delays in data verification, reporting, and determination of positions. The lack of technical training among administrative staff worsens the situation. Eventually, the equalization process will not only take longer but also bear the risk of generating

inaccuracies in personnel placement. Instead of the efficiency expected from this policy, it is reduced by the complexity of an unprepared supporting system. Thorough reform of the administrative system is necessary to ensure that equalization processes can proceed efficiently, quickly, and accountably.

### **3.1.3 Adequacy**

To date, efforts to enhance the availability of human resources by filling functional positions have not met the needs of the organization. One of the fields affected is planning, which is the main foundation for carrying out programs and activities within government agencies. The limited number and competence of functional planning officers mean that the planning process does not run optimally. This situation is aggravated by the poor integration of cross-sectoral planning and weak coordination between work units. Without adequate planning personnel, organizations find it difficult to prepare quality and timely planning documents. Consequently, many strategic programs are not effectively implemented because the initial planning is inaccurate or unrealistic. This problem indicates that the placement of functional positions does not take into account the actual needs on the ground, especially in strategic positions such as planners. Therefore, a thorough evaluation and a more responsive HR management strategy in line with organizational needs are required so that the planning process can serve as the main guide in achieving development objectives.

### **3.1.4 Responsiveness**

The policies implemented so far are still considered lacking in responsiveness to the dynamics of organizations at the regional level. Each region has different characteristics, needs, and challenges; however, the policy approach tends to be uniform and centralized. This renders some policies not entirely relevant or applicable when implemented in the field. Misalignment can be seen, for example, in the assignment of functional positions without consideration of the real conditions of the area, whether in terms of workload, employee capacity, or sectoral needs. As a result, some work units in the regions experience shortages in strategic positions, while at the same time there is a surplus in less-needed roles. This disrupts operational effectiveness and slows the overall performance of the organization. The lack of responsiveness demonstrated here shows the need for more flexible and contextual policymaking. The central government must provide space for regions to adjust the implementation of policies to local conditions through, among other means, consultation mechanisms, the active involvement of local stakeholders, and a more open provision of data and information. In this way, policies will be better targeted and able to drive real improvements in the organizational performance.

### **3.1.5 Appropriateness**

The assignment of functional positions so far does not yet fully match the characteristics and competencies of the employees. Many employees are placed in positions that do not fit their educational background, work experience or technical expertise. This condition triggers low work effectiveness and less-than-optimal contributions from employees in achieving the organization's goals. One root cause of this problem is the lack of a comprehensive and integrated competency-mapping system. Position filling tends to be purely administrative, without deep consideration of individual potential. Many employees feel that they are not in the right position, which in turn dampens their motivation and productivity. Organizations must develop mechanisms for competency-based placements. With this strategy, every position will be filled by employees whose qualifications and abilities are truly suitable for the job. In addition to improving individual performance, this strategy enhances overall organizational effectiveness.

### **3.2 Factors Causing the Shortage of Functional Officers at the Regional Development Planning Agency (BAPPEDA) of Padang City**

#### **3.2.1 The Implementation of Functional Position Equalization Policy is Still Normative, Not Yet Operational**

The equalization of functional positions has indeed been prescribed in various formal policies, both through legislation and circular letters from central agencies. However, upon closer examination, its implementation in the field still faces several obstacles, especially in its technical and operational aspects. Many of these policies are general in nature and do not concretely address the practical needs of employees affected by these position changes.

In fact, many employees are still confused about their new roles and responsibilities after the equalization. Several claimed that they had not been given clear technical instructions or work guidelines. Therefore, position equalization tends to be merely an administrative change without real transformation in both the work system and organizational culture.

This situation indicates that the policy of equalization is still operating at a normative level and has not fully touched the operational aspects required by work units, including those within the Bappeda of Padang City. Without further technical regulations and intensive guidance, there is a risk that this policy will remain merely an administrative formality. Therefore, relevant agencies, both at the central and regional levels, should actively participate so that the equalization process in fact really enhances work effectiveness and increases the quality of public services.

#### **3.2.2 Absence of Functional Position Map Causes Mismatch Between Needs and Number of Employees**

One fundamental problem in the management of human resources in government agencies is the lack of an adequate functional position map. As a matter of fact, the position map should constitute a strategic reference within the determination of staffing formation, distribution, and development, according to the needs at the organizational level. In the absence of this document, HR planning is often reactive rather than based on comprehensive and structured data.

As a result, many agencies, including Bappeda of Padang City, face an imbalance between the number of available employees and the actual needs of the field. Some work units experience shortages of resources in strategic positions, while others have an excess of staff in less prioritized areas. Such imbalances have a direct impact on the effectiveness of work program implementation, regional development planning, and the overall quality of public services.

Second, this situation complicates the evaluation process and the development of competency-based staffing policies. Without a mapped organization chart, management cannot be sure if the occupant of each position is the right employee, including the qualifications he possesses and the workload he will have to handle. Thus, the preparation of a functional position map is a strategic step that needs to be promptly undertaken so that Bappeda of Padang City can be more adaptive to new challenges and changing needs of the community.

#### **3.2.3 Need for Internal Policies at The Regional Level to Fill the Regulatory Gaps at The National Level.**

In practice, the implementation of policies in the regions often brings out situations where the regulation at the national level does not fully address the needs or reflect the specific conditions present at the local level. This creates a policy gap that has the potential to affect the smooth operations of local government organizations, including Padang City's Bappeda. At this point, internal policies at the regional level become critical, as they seek to fill existing regulatory gaps.

Regional internal policies can act as interim technical guidelines and adaptive measures to set national policy directions that are appropriate to the realities on the ground. As long as these do not run

counter to higher laws and regulations, there is ample room for local governments to create more contextual, responsive, and practical regulations.

In addition, local policies allow for quicker responses to developments in each region. Local governments do not need to wait too long for national regulations to be settled. By developing clear, measurable, and needs-based internal policies, Bappeda of Padang City is in a position to ensure bureaucratic stability and improve the effectiveness of governance and regional development planning in Padang City.

### **3.2.4 Organizational Performance is Disrupted, Particularly in Public Services and Strategic Decision-Making.**

This is important because disruptions in organizational performance can seriously affect the smooth operation and achievement of institutional objectives. In the environment of Bappeda of Padang City, this will impede the planning and implementation of regional development programs. Weakened organizational function in optimal operations leads to weakened coordination between departments, decreased work efficiency, and possibly a decrease in employee morale, which may further decrease the quality of work outcomes.

The impact that is more concrete in the case of disruption of performance at the Bappeda of Padang City is a drop in the quality of the provision of public services, especially regarding providing data and information on development planning to the public and other agencies. Delayed services, inaccuracies in information, and a lack of innovation in services can make the public feel dissatisfied. This uncertainty can also affect public perceptions of the city government's general performance.

In addition, performance disruption significantly impacts the strategic decision-making process in Bappeda of Padang City. As a planning agency, Bappeda participates in determining the strategic direction of regional development policy. In other words, when coordination is disrupted and data are not available accurately, the strategic decisions taken might be off target, directly influencing the effectiveness and efficiency of program implementation and regional budget utilization.

Therefore, there is a need for the continuous execution of holistic evaluations of work systems, internal communication, and human resource capacity by Bappeda of Padang City. In this respect, organizational management should be enhanced, staff competence improved, and information technology should be used to enhance performance. This will improve public service and reinforce Bappeda's strategic position as the driving force behind sustainable development in Padang City.

## **4. CONCLUSION**

Based on the data obtained in the field concerning the Effectiveness of Policy Implementation in relation to the Equating of Structural Positions with Functional Positions at Bappeda-Regional Development Planning Agency of Padang City, it is concluded that: (1) Based on an analysis of regulations related to bureaucratic simplification within the government, it was found that regulations on the equalization of functional positions were actually issued before regulations governing organizational restructuring as the initial stage. Permenpan No. 28 of 2019 and Permenpan No. 17 of 2021 regulate the mechanism for job equalization, while Permenpan No. 25 of 2021, concerning the simplification of organizational structure, was issued later. This indicates a discrepancy between the normative ideal sequence of bureaucratic simplification stages and the factual order in which the regulations were issued. This discrepancy is not only a problem at the central level but also has significant impacts on policy implementation at the regional level, as experienced by the Padang City Government. The irregular sequence of regulations has caused technical obstacles in adjusting functional positions to an organizational structure that remains unclear, thereby hampering the effectiveness of the bureaucratic reform. Therefore, better coordination is needed in the drafting of regulations so that each stage of bureaucratic simplification can proceed synergistically, and implementation at the regional level can run smoothly and in accordance with the objectives of bureaucratic reform. (2) The factors causing the

shortage of functional officials at Bappeda Padang City include the impact of abolishing structural positions without comprehensive mapping of functional position needs, as well as a lack of preparedness in local internal policies. The delayed process of position conversion and minimal availability of technical guidelines have resulted in vacant positions and an uneven distribution of workload. Insufficient training and a lack of employee competency data have resulted in low interest in filling these functional positions. This impact is evident in the decreased effectiveness of planning tasks, including delays in the preparation of strategic documents and a decline in the quality of public services. Improvements in integrated human resource management systems and the development of competency-based employee placement mechanisms are required to support bureaucratic reform at the local level.

### **Ethical Approval**

Not Applicable

### **Informed Consent Statement**

Not Applicable

### **Authors' Contributions**

RN contributed to the conceptualization, legal framework analysis, and supervision of this study. She also served as the corresponding author. HM contributed to empirical data collection through interviews, literature reviews, and the preparation of the manuscript draft.

### **Disclosure Statement**

The Authors declare that they have no conflict of interest

### **Data Availability Statement**

The data presented in this study are available upon request from the corresponding author for privacy.

### **Funding**

This study did not receive any external funding.

### **Notes on Contributors**

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