

ANALYSIS OF POLICY CAPACITY IN BUREAUCRATIC SIMPLIFICATION WITHIN THE PROVINCIAL GOVERNMENT OF DKI JAKARTA

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ABSTRACT

This study examines the policy capacity of the DKI Jakarta Provincial Government in implementing the bureaucratic simplification policy, focusing on the transition from structural to functional positions at echelon III and IV levels. Using the Policy Capacity Theory by Wu et al. (2015), this qualitative research evaluates the analytical, operational, and political capacities through interviews and document analysis. The findings indicate that the Jakarta Provincial Government has sufficient analytical capacity supported by competent personnel and regulatory frameworks. However, operational capacity faces challenges such as uneven training and limited budget support. Political capacity is constrained by insufficient socialization and the lack of a clear work system for functional positions. The study concludes that while the policy is supported by adequate capacity, sustainable reform requires stronger political will, system improvements, and harmonization between central and local regulations.

KEYWORDS

Policy Capacity, Bureaucratic Reform, Functional Position, Public Policy



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INTRODUCTION

At the inauguration of the President for the 2014-2019 period at the MPR Building, Jakarta on October 20, 2019, President Joko Widodo delivered a speech that highlighted important issues related to the restructuring of the State Civil Apparatus organization. President Joko Widodo revealed plans to simplify the bureaucracy by streamlining the level and structure of existing structural officials. This change is expected to have an impact on the bureaucracy to become more efficient through the transition from structural to functional positions.

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The policy regarding bureaucratic simplification is realized through Government Regulation Number 17 of 2020 which regulates the mechanism for transferring structural to functional positions to ensure that each ASN still has a clear role and contribution in accordance with its competencies (Abdussamad, 2020). This policy has an impact on echelons III and IV. Some echelon III and IV positions that were previously structural positions were equalized into functional positions. Thus, the government bureaucracy becomes simpler with fewer levels. The policy has an impact on changes in the workflow. This is because the functional positions given emphasize more on individual performance based on certain technical skills, so the official must focus more on work productivity rather than carrying out administrative tasks (Fitrianingrum et al, 2020). Structural positions that previously ran based on existing hierarchical positions, then changed to be more flexible (Abdussamad, 2020).

The implementation of the policy requires every government agency to adjust their systems in dealing with the transition of positions. As an institution responsible for the empowerment of civil servants and the implementation of bureaucratic reform, the Ministry of State Apparatus Empowerment and Bureaucratic Reform (KemenPAN-RB) stipulated the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. In it, there are four main steps for government agencies in adjusting to organizational restructuring. These measures include strengthening the formation of functional positions in accordance with organizational needs, appointing officials through the mechanism of inpassing into functional positions, equalizing welfare for functional officials, and equalizing careers for affected echelon officials into appropriate functional positions. This policy aims to ensure that the transition of positions takes place smoothly and provides career certainty for affected ASNs.

The Ministry of State Apparatus Empowerment and Bureaucratic Reform (KemenPAN-RB) stipulates four main criteria in simplifying positions, namely: the officials proposed in the equalization are administrative officials affected by organizational restructuring, the duties and functions of administrative positions must be related to functional technical services, these duties can be carried out by functional officials, and the positions given must be in accordance with expertise or skills. In addition, the Ministry of PAN-RB also sets requirements for officials who have undergone job simplification, including from echelons III and IV, have appropriate educational qualifications, and have experience and competencies relevant to the functional positions to be occupied (Hairullah & Rizky, 2023). With the adjustment of the system, criteria, and requirements that have been set, this restructuring policy provides guidelines for government agencies in adjusting their systems to be in line with the regulations that have been set in government regulations.

The Jakarta Provincial Government is one of the agencies that has implemented a position restructuring policy in accordance with regulations set by the central

government. This process of simplifying positions requires the preparation of an optimal work system so that the State Civil Apparatus (ASN) who are transferred to functional positions can carry out their duties effectively. In its implementation, the Jakarta Provincial Government follows the steps set by the Ministry of State Apparatus Empowerment and Bureaucratic Reform (KemenPAN-RB) to ensure that the transition runs well. The implementation of this position simplification policy reflects the policy capacity of the DKI Jakarta Provincial Government in dealing with structural changes. Policy *Capacity* Theory Wu et al. (2015) explain that the success of policy implementation is carried out by optimizing analytical, operational, and political aspects to achieve the desired policy goals. Therefore, this study aims to evaluate the extent of the policy capacity of the DKI Jakarta Provincial Government in managing the policy of simplifying echelon III and IV positions from structural positions to functional positions. By conducting this analysis, it is hoped that it can contribute to the development of insights in public policy science, especially in the implementation of bureaucratic reform at the regional level.

Literature Review

This study uses the Theory of Policy Capacity. The Policy Capacity Theory developed by Wu, Ramesh, and Howlett (2015) is a conceptual framework used to analyze and measure the policy capacity of a government in designing and implementing public policies. This framework divides policy capacity into three main dimensions, namely analytical capacity, operational capacity, and political capacity. Policy Capacity Theory is explained as follows:

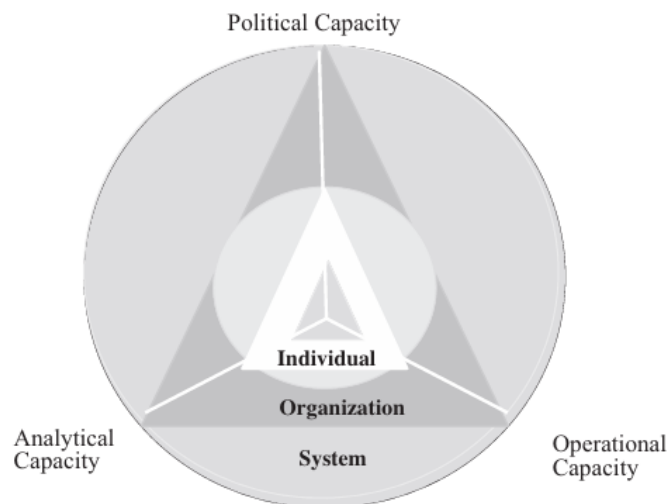


Figure 1. Policy Capacity Framework (Source: Wu et al., 2015)

1. Analytical Capacity

Analytical capacity is the ability to collect, analyze, and use evidence-based information in the policy formulation and evaluation process. This capacity is highly dependent on the availability of accurate data, the individual's technical ability to conduct research and analysis, and the application of scientific methods in decision-making. With good *analytical capacity*, policymakers can understand problems in depth, evaluate various alternative solutions, and predict the impact of the policies taken. Without adequate analytical capacity, policies are at risk of being ineffective or even having unintended consequences.

2. *Operational Capacity*

Operational capacity is the ability to implement policies effectively through efficient management of human resources, institutions, and administration. This capacity determines the extent to which a policy can be implemented according to a predetermined plan. The main factors that affect *operational capacity* are the competence of employees in implementing policies, the efficiency of institutional structures, and good coordination between various parties involved. Without *sufficient operational capacity*, well-designed policies can fail in their implementation due to weak management, suboptimal distribution of resources, or inefficient bureaucracy.

3. *Political Capacity*

Political capacity is the ability of the government or organization to build political support and policy legitimacy. This capacity includes the ability to gain the trust of stakeholders, establish effective communication with various political actors, and maintain policy stability in the midst of changing political dynamics. The main factor that affects *political capacity* is the support of parliament, political parties, interest groups, and the wider community. Good coordination with stakeholders and the ability to respond to criticism and political pressure are also important aspects. If a policy has a strong *political capacity*, then it is more likely to be accepted and supported by the public and run stably in the long term.

Each of these capacities is assessed at three levels of resources, namely individual, organizational, and system. Wu et al argue that policy failures often occur due to an imbalance of attention to these elements of capacity.

RESEARCH METHODS

This study uses a qualitative approach to analyze the policy capacity of the DKI Jakarta Provincial Government in the implementation of simplification of echelon III and IV positions based on the theory of *Policy Capacity* Wu et al. (2015). Data collection was carried out through interviews with the Chairman of the Functional Position Sub-Group at the DKI Jakarta Provincial Civil Service Agency, Mr. Heri Rubianto, as well as triangulation of data from policy documents, regulations, and policy implementation in the DKI Jakarta Provincial Government.

Data analysis is carried out in three main stages, namely data reduction, data presentation, and conclusion drawn. The data collected are grouped based on three dimensions of policy capacity: analytical capacity (policy planning and analysis), operational capacity (resources and regulatory readiness), and political capacity (support or resistance from various policy actors). Data triangulation was carried out to ensure the validity of the findings, by comparing the results of the interviews with official documents that reflected the implementation of the policy in the field. The results of the analysis provide insight into how the local government, in this case the DKI Jakarta Provincial Government, adapts to the bureaucratic simplification policy, as well as the extent to which the policy capacity can support the success of bureaucratic reform at the regional level.

RESULTS AND DISCUSSION

The implementation of the ASN restructuring policy in the DKI Jakarta Provincial Government, as stipulated in Government Regulation Number 17 of 2020, is part of bureaucratic reform efforts to improve the efficiency and effectiveness of governance. This study evaluates the implementation of the policy using the *policy capacity framework* of Wu et al. (2015) to understand the extent of the readiness and ability of the DKI Jakarta Provincial Government in implementing the policy of simplifying echelon III and IV positions.

To identify the policy capacity of the Jakarta Provincial Government in this restructuring process, this study analyzes official regional policy documents and the results of interviews with relevant stakeholders. The analysis is carried out by assessing three main aspects of policy capacity, namely analytical capacity, operational capacity, and political capacity, to measure how these policies are designed, implemented, and the challenges faced in the process. The following are the main findings obtained based on the policy capacity analysis applied in this study.

1. *Analytical Capacity*

Analytical capacity includes individual analytical skills, organizational mechanisms in data collection and analysis, and systemic infrastructure that supports access to quality information for policy. At the individual level, analytical capacity is seen in the ability of office holders to analyze bureaucratic simplification policies. Based on the results of the interview, it is known that the Regional Civil Service Agency (BKD) through the Functional Position Section and the Bureau of Organization and Bureaucratic Reform (ORB) through the Position Analysis Group and the Institutional Group are the main regional apparatus responsible for coordinating the simplification of bureaucracy in the DKI Jakarta Provincial Government. These two agencies have an important role in developing policies, designing implementation strategies, and ensuring that the transition from structural to functional positions runs effectively. Policy

implementers in this policy are required to have a minimum undergraduate educational qualification, especially in relevant fields such as public administration, management, law, or public policy. In addition, they must also have strong analytical skills to evaluate the effectiveness of bureaucratic reforms, identify potential barriers, and design appropriate solutions to support successful policy implementation. This ability is important in identifying challenges that may arise in simplifying bureaucracy and in adjusting policies to run effectively in local government environments.

At the organizational level, analytical capacity in the implementation of bureaucratic simplification policies in the Jakarta Provincial Government is reflected in the mechanisms and procedures applied in analyzing and evaluating policies. This capacity includes the availability of individuals with analytical skills, data collection and analysis systems, and the organization's commitment to evidence-based policymaking.

As part of the policy implementation mechanism, the Regional Civil Service Agency (BKD) through the Functional Position Section and the Bureau of Organization and Bureaucratic Reform (ORB) through the Position and Institutional Analysis Section are the main institutions that manage and coordinate the implementation of bureaucratic simplification. However, coordination is not only limited to the BKD and the ORB Bureau, but also involves personnel managers in each of the affected regional apparatus. All policy analysts and personnel managers are required to have technical and analytical competencies, which include an understanding of methodologies, policy analysis techniques, and certain science-based work procedures or technical training. In addition, they must have a minimum level of education of Strata 1 (S-1) or equivalent, in accordance with the provisions of the Governor's Regulation (Pergub) Number 1 of 2017 concerning Executive Positions in Regional Apparatus Work Units/Regional Apparatus Work Units.

In order to increase the analytical capacity of the organization, BKD, the ORB Bureau, and the DKI Jakarta Provincial Human Resources Development Agency (BPSDM) are actively holding socialization and training for personnel managers in the regional apparatus. This training involves experts and resource persons who have expertise in bureaucratic reform and policy evaluation, to ensure that the equalization process is carried out accurately and does not cause negative impacts on affected employees.

From the aspect of the mechanism and process of data collection and analysis, the implementation of this policy is carried out through intensive coordination, policy discussions, and data collection from regional apparatus. The data collected includes the names of employees, Employee Identification Number (NIP), rank level, income data, and education level of employees affected by equalization. This data is used to ensure that the bureaucratic simplification

policy does not violate the rights of employees and remains in accordance with applicable regulations.

In addition, the organization's analytical capacity is also seen in the Jakarta Provincial Government's commitment to evidence-based policies, which is realized through the use of regulations and policy documents as the basis for evaluation and implementation. Some of the regulations used in the process of simplifying bureaucracy include:

- Governor's Regulation Number 47 of 2021 concerning Guidelines for the Management of Functional Position Formations within the DKI Jakarta Provincial Government.
- Governor's Regulation Number 58 of 2021 concerning the Bureaucratic Reform Roadmap for 2020-2024.
- Governor's Regulation Number 92 of 2021 concerning the Proposal for the Appointment, Dismissal, and Reappointment of Civil Servants in and from Functional Positions.
- Governor's Regulation Number 57 of 2022 concerning the Organization and Work Procedures of Regional Apparatus, which is the main regulation in organizational restructuring within the DKI Jakarta Provincial Government.

System-level analytical capacity is a scientific, statistical, and educational infrastructure that supports access to quality data for policymakers. In terms of policy support systems, the Jakarta Provincial Government uses the Personnel Information System (Simpeg) and the State Civil Apparatus Information System (SIASN) to manage employee data, record position history, and monitor the career development of civil servants in the local government. However, until now, the system has not been equipped with an automatic feature to calculate credit scores for employees in functional positions, which is an important component in evaluating ASN performance. This difficulty is caused by the diversity of types of functional positions that have different assessment standards in each coaching agency. From the perspective of analytical capacity, it can be concluded that the Jakarta Provincial Government already has a competent institutional apparatus in handling bureaucratic simplification policies, but still faces challenges in the development of supporting technology systems, especially in the aspect of evaluating the performance of functional ASN through credit score calculation. The unpreparedness of this system is the main obstacle in ensuring the effectiveness and sustainability of equalization of positions.

2. *Operational Capacity*

At the individual level, operational capacity in the implementation of the equalization policy is related to the managerial and leadership ability of ASN in formulating and implementing this policy. In general, officials who are

authorized in policy implementation, such as BKD, ORB Bureau, and personnel managers in each Regional Apparatus, already have adequate competence. In addition, the implementation of this policy received full support from the leadership of the DKI Jakarta Provincial Government, including the Regional Secretary and the Governor.

However, the limitation of the governor's term of office which ends on October 16, 2022 poses challenges in the implementation of the inauguration of functional officials as a result of equalization, which must continue after the previous governor's leadership period ends. In this condition, the acting governor does not have full authority to inaugurate employees, so every inauguration process must get approval from the Ministry of Home Affairs (Kemendagri). This situation causes the equalization process to take longer, due to additional administrative stages in obtaining permits from the central government.

At the organizational level, operational capacity is influenced by the internal structure and institutional environment that supports the implementation of equalization policies. One of the main aspects in the success of this policy is education and training (diklat) for employees who occupy functional positions. The training aims to improve the competence of ASN and ensure that they have the skills that are in accordance with the duties and responsibilities of their new positions.

However, there are differences in training policies in each agency that coaches functional positions, so there is no uniform standard for employees as a result of equalization. In addition, the priority of functional training is prioritized at the level of the First Expert Functional Position (JF), rather than at the Young or Intermediate Expert JF level which is in accordance with the results of the equalization. The training is more focused on the First Expert JF because employees at this level are still new and need more intensive debriefing to carry out their duties optimally. As a result, many employees who were equalized did not receive adequate training, so their readiness to carry out their duties in functional positions was not optimal.

In terms of budget, the equalization policy does not have a special allocation of funds to support its implementation. However, its implementation is still carried out as part of the routine duties of the Regional Civil Service Agency (BKD) and the ORB Bureau. For example, it can be seen in the process of inaugurating functional officials as a result of equalization, where the funds used are not specifically separated from the budget for the inauguration of other structural positions

At the systemic level, operational capacity focuses on coordination between various parties, both central and regional governments, in overcoming collective challenges that arise in the implementation of equalization policies. This

coordination is carried out through internal and external mechanisms to ensure that policies run in accordance with the regulations that have been set.

Internally, coordination is carried out between the BKD, the ORB Bureau, and personnel managers in each Regional Apparatus to ensure a smooth transition of employees to functional positions. This process is important to reduce administrative barriers and ensure that employees can quickly adapt to their new duties.

Externally, coordination is carried out with the State Civil Service Agency (BKN), the Ministry of State Apparatus Empowerment and Bureaucratic Reform (MenPAN-RB), and the Ministry of Home Affairs (Kemendagri). The purpose of this coordination is to align policies at the regional level with national regulations, so that the implementation of bureaucratic simplification in Jakarta remains in accordance with the direction of bureaucratic reform nationally.

The coordination mechanism is carried out through various means, both formally and informally. Formally, coordination takes place in formal meetings and strategic meetings, while informally, communication is carried out through direct meetings, communication via telephone, and through WhatsApp groups. This informal approach accelerates the dissemination of information and facilitates technical coordination between the parties involved. In addition, the DKI Jakarta Provincial Government routinely discusses with personnel coaches in other ministries/institutions as well as other local governments, especially at the provincial level. This discussion aims to exchange experiences and gain insights related to the implementation of equalization policies in various regions.

Overall, good coordination between policy actors has helped the smooth implementation of bureaucratic simplification in the Jakarta Provincial Government. However, differences in regulations between functional position coaching agencies remain the main challenge in ensuring the readiness of ASN affected by equalization of positions.

3. *Political Capacity*

At the individual level, political capacity is related to the ability of officials in the BKD and the ORB Bureau to build communication and navigate political dynamics to support the implementation of bureaucratic simplification policies. Based on the results of the interview, the resistance of civil servants to bureaucratic simplification occurred because of the old paradigm that is still attached, where structural positions are considered more prestigious than functional positions. Officials in charge of policy implementation need to have good communication and negotiation skills in order to effectively explain these changes, as well as convince employees that equalization is not a form of demotion, but part of bureaucratic reform to improve the effectiveness of public services.

In practice, socialization has been carried out, but it is only limited to Personnel Managers in the regional apparatus, so resistance still arises due to a lack of understanding of the affected ASN. In addition, the unpreparedness of regulations regarding the work system that still maintains the old pattern reinforces the perception that functional officials are losing certain rights and facilities.

The Functional Position Sub-Division in BKD has a functional position development program, thus allowing BKD to make visits to the Regional Apparatus, but resistance still arises because the mindset that has been formed for decades is difficult to change in a short time. However, in general, the resistance that occurred did not cause major conflicts, but rather in the form of protests or complaints that arose due to misunderstandings in understanding the essence of this equalization policy. Therefore, civil servants who are responsible for implementing the policy need to have a deep understanding of these changes as well as advocacy and persuasion skills to overcome resistance from affected employees.

At the organizational level, political capacity in the implementation of bureaucratic simplification policies is related to the Jakarta Provincial Government's strategy in managing policy legitimacy and ensuring support from political actors and related institutions. One of the main obstacles in systemic capacity is the absence of a Governor's Regulation (Pergub) that regulates the work system of functional officials after equalization of positions. Without clear regulations, many employees who have been transferred to functional positions are still carrying out their duties as structural officials, which is contrary to the concept of bureaucratic reform. For example, employees who have been equalized to functional positions still play the role of Activity Technical Implementation Officer (PPTK), even though as a rule, functional positions are not supposed to carry out these duties. Based on the results of the interview, the most appropriate functional-based work mechanism is at the DKI Jakarta Inspectorate. The position under the Assistant Inspector (Irban) only has functional officials, so that the division of duties through direct disposition work both to individuals and teams. Therefore, the work mechanism is more effective and in accordance with the concept of equalization of positions. This model is more in line with the concept of equalization, but it has not been widely applied throughout the Regional Apparatus.

To ensure that this policy runs optimally, political will from regional leaders and regulatory support from the central government are needed. More stringent regulations are needed so that the work system of functional officials can run in accordance with the main goal of equalization of positions, not just changes in the nomenclature of positions. In addition, coordination between the Jakarta Provincial Government and the Ministries of PAN-RB, BKN, and the Ministry

of Home Affairs must continue to be strengthened so that this policy can be implemented without causing political and administrative inequality.

At the systemic level, political capacity reflects the support of national political actors as well as the interaction between the central and regional governments in overseeing the implementation of bureaucratic simplification policies. The Jakarta Provincial Government needs to ensure that the equalization of positions remains in line with the direction of national bureaucratic reform. The Jakarta Provincial Government faces greater pressure than other regions because it is a pilot area in the implementation of this policy. In addition, because the implementation of this policy is under direct coordination by the Vice President's Secretariat, at the implementation stage, regional heads who are late or fail to implement the equalization policy can be summoned directly by the Vice President, so there is a strong political push to ensure that this policy runs on time.

The political dynamics between the Jakarta Provincial Government and the central government also affect the implementation of this policy. One of the main obstacles is the difference in position classes between functional and structural in the Governor's Regulation on Employee Performance Allowances (TPP). At the Ministries/Institutions (K/L) level, functional position classes are generally higher than structural positions, so that equalization of positions is not too detrimental to employees. However, in the Jakarta Provincial Government, the functional position class is still lower than structural positions, so it has an impact on the benefits and incentives of affected ASN. This difference is the main factor that causes internal resistance from employees to the policy of equalization of positions.

To solve this problem, political will is needed from regional leaders, both in the form of regulations and commitment in adjusting the work system to be more in line with the concept of modern bureaucracy. If there is no firm policy from the leadership, then the old work system will continue to be maintained, and the main goal of equalization will not be achieved optimally. Harmonization between central and regional policies is crucial in ensuring the sustainability of bureaucratic simplification policies in the long term.

CONCLUSION

The implementation of the bureaucratic simplification policy in the Jakarta Provincial Government shows that analytical capacity has run quite well, with the existence of organizational structures, regulations, and evaluation mechanisms that support this policy. Officials at the BKD, the ORB Bureau, and personnel managers in the regional apparatus already have the necessary qualifications and analytical skills. However, the lack of optimal personnel information systems in supporting the

performance evaluation of functional positions is the main challenge in the implementation of this policy.

Operational support in the implementation of this policy has allowed the simplification of the bureaucracy to run, but it still faces obstacles in its implementation. At the individual level, officials who handle policy have adequate competence, although leadership transitions have led to delays in the inauguration of functional positions. At the organizational level, the implementation of training is still uneven, with the main focus on the First Expert JF, while the employees resulting from equalization at the Young and Intermediate Expert JF levels have not received adequate debriefing. In addition, the absence of a special budget for equalization of positions is also an obstacle, namely in optimizing the implementation of this policy, as well as in analyzing policies.

Political support is a key factor in the implementation of bureaucratic simplification policies in the Jakarta Provincial Government, both at the individual, organizational, and systemic levels. Officials in the BKD and the ORB Bureau have a role in building communication and negotiation to overcome the resistance of ASN, who still have a negative perception of equalization of positions. However, the lack of socialization and the absence of a structured work system cause resistance to still occur. At the organizational level, regulations related to the work system of post-equalization functional officials are still not available, which has an impact on the effectiveness of policy implementation. At the systemic level, coordination between the Jakarta Provincial Government and the central government is crucial, especially because Jakarta is used as a pilot area in bureaucratic simplification. The difference in position classes between functional and structural in the Governor's Regulation on Employee Performance Allowances (TPP) is still the main challenge that affects the sustainability of this policy.

Overall, the implementation of the bureaucratic simplification policy in the Jakarta Provincial Government has been carried out with adequate analytical, operational, and political capacity support. However, there are still various challenges that need to be overcome so that this policy can run optimally and sustainably. Harmonization of regulations between the central and regional governments, optimization of supporting technology systems, and increased socialization and coordination are important steps that must be taken so that this policy can produce more effective changes in bureaucratic reform.

The sustainability of this policy is also highly dependent on the political will of regional leaders and full support from the central government in harmonizing regulations and work mechanisms for functional officials after equalization. If there is no firm policy and stronger support from stakeholders, then the old work system will be maintained, so that the main goal of bureaucratic reform through simplification of positions will not be optimally achieved. Therefore, there needs to be a sustained effort to ensure that these policies actually bring about positive changes in local governance.

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