



Systematic Literature Review: The Impact of Job Equalization on Civil Servant Performance

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ARTICLE INFO

Keywords: Job Equalization, Civil Servant Performance, Bureaucratic Reform, Competency, Functional Positions

Received : 08, November

Revised : 29, November

Accepted: 28, December

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ABSTRACT

Job conversion, or position equalization, is a strategic policy of the Indonesian government aimed at streamlining bureaucracy to improve organizational effectiveness and the quality of public services through the transformation of structural positions into functional positions. This policy has triggered major changes in employee roles, work systems, competencies, and professional identity of civil servants, which may significantly affect employee performance. This study aims to systematically synthesize empirical evidence regarding the impact of job equalization on civil servant performance, the challenges encountered during its implementation, and the recommended strategies to minimize those challenges. A Systematic Literature Review (SLR) was conducted using the PRISMA protocol, with articles sourced from Google Scholar and selected according to specific inclusion-exclusion criteria. From 21 identified studies, 7 met the eligibility criteria and were thematically analyzed to address three research questions. The findings indicate that job equalization has a dualistic impact on 公務 performance: it can enhance work focus, effectiveness, and professionalism when supported by an aligned organizational system; however, it may decrease motivation, productivity, and role clarity when competency mismatch and low organizational readiness occur. The main challenges include technical competency gaps, psychological adaptation and professional identity shifts, misalignment of work systems and SOPs, unequal workload distribution, and insufficient policy socialization.

INTRODUCTION

Bureaucratic simplification is one of the strategic agendas of the Government of the Republic of Indonesia to improve the effectiveness of governance and the quality of public services. This policy is formally implemented in accordance with Regulations of the Minister of Administrative and Bureaucratic Reform No. 28/2019, No. 25/2021, and No. 7/2022, which change the organizational structure of government agencies by converting structural positions to functional positions. This change is based on a new paradigm that public services will be more optimal if the apparatus works professionally based on technical competence, rather than a long structural hierarchy. Thus, functional positions are positioned as the backbone of government organizations, producing expertise-based performance, process efficiency, and a results-oriented orientation. However, the implementation of the job equalization policy in various government agencies is inseparable from the complexity and dynamics of employee adaptation. Civil servants (ASN), who previously had structural authority, experienced fundamental changes in their professional identity, job roles, coordination patterns, and performance appraisal systems. At the same time, government agencies must adjust their work systems, job descriptions, workload distribution, provision of functional training, and organizational culture to align with the new structure. In other words, the job equalization policy is not only an administrative transformation, but also a competency, psychological, and organizational transformation.

Various studies have examined the impact of job equalization on civil servants (ASN) in Indonesia and have found mixed results. On the one hand, job equalization has the potential to increase work effectiveness, focus on areas of competence, and accelerate the completion of public services. However, on the other hand, several studies report decreased motivation, role confusion, mismatched technical competencies, unprepared work systems, and employee resistance to change. This diversity of findings suggests that the success of job equalization depends on organizational readiness, employee adaptability, and alignment between policies, structures, and work systems. Although empirical studies on job equalization have been conducted by various researchers, to date there has been no comprehensive scientific synthesis that systematically summarizes research findings to explain how job equalization policies impact civil servant performance, the main obstacles faced, and what strategies can be implemented to overcome these obstacles. Therefore, a Systematic Literature Review (SLR)-based research is needed to provide a comprehensive, evidence-based picture of the implementation of job equalization in Indonesia. Based on this urgency, this study aims to answer three main research questions: (1) How does the policy of equalizing structural positions into functional positions impact the performance of ASN in government agencies in Indonesia? (2) What are the obstacles that affect the performance of ASN affected by the equalization of positions? and (3) What efforts can be made to minimize the obstacles that affect the performance of ASN after the equalization of positions? The results of this study are expected to provide theoretical contributions in the development of knowledge regarding public sector HR management and bureaucratic reform, as

well as provide practical contributions for government agencies in formulating strategies for implementing equalization of positions that are more effective, adaptive, and oriented towards improving ASN performance.

LITERATURE REVIEW

The research questions in this study were formulated using the PICOC (Population, Intervention, Comparison, Outcome, Context) framework to ensure that the research questions are appropriate, relevant, and can be followed systematically. The structure of the PICOC table is illustrated as follows:

Table 1. PICOC table structure

| | |
|-------------------------|---|
| Population (P) | State Civil Apparatus in government agencies affected by the bureaucratic simplification policy. |
| Intervention (I) | The policy of equalizing positions and simplifying organizational structures (PermenPANRB 28/2019, 25/2021, and 7/2022) which changes the authority, role, and duties of ASN from structural to functional. |
| Comparison (C) | Condition of ASN before vs. after job equalization. |
| Outcomes (O) | ASN Performance. |
| Context (C) | Central and Regional Governments in Indonesia, in the context of the policy of Equalizing Structural Positions to Functional Positions. |

Based on the PICOC identification, three research questions can be formulated, namely:

Table 2. Research Questions Table

| Code | Research Questions | Purpose |
|------------|--|---|
| RQ1 | What is the impact of the policy of equating structural positions to functional positions on the performance of ASN in government agencies in Indonesia? | Obtaining empirical findings from scientific literature regarding the impact of the Job Equalization policy on ASN performance. |
| RQ2 | What are the obstacles that affect the performance of ASN affected by Job Equivalency? | Obtaining empirical findings from scientific literature regarding inhibiting factors and constraints that influence ASN performance after job equalization. |
| RQ3 | What efforts can be made to minimize the obstacles that affect the performance of ASN affected by Job Equivalency? | Obtaining empirical findings from scientific literature regarding efforts that can be made to minimize obstacles that affect the performance of ASN affected by Job Equivalency |

These three research questions then serve as the basis for the process of searching for articles, selecting, analyzing, and discussing research findings.

Search Strategy

The literature search strategy was designed to ensure a systematic article identification process. In this study, the literature search was conducted using Google Scholar because most articles discussing the research topic are published in national journals, which are more easily accessible on this platform.

Furthermore, the search was assisted by using the Publish or Perish (PoP) application, with a maximum data retrieval setting of 1,000 articles per search process. The article search used Boolean logic as follows:

("job equalization") AND (motivation OR performance OR adaptation OR competence) AND ("ASN" OR "PNS" OR "Civil Servant" OR "State Civil Apparatus"). To ensure quality and relevance, the article selection process uses inclusion and exclusion criteria as can be seen in the following table:

Table 3. Inclusion and Exclusion

| | |
|--------------------|--|
| Inclusion Criteria | <ol style="list-style-type: none"> 1. The article discusses job equivalence or structural changes to functional ones in ASN. 2. The research population is the State Civil Apparatus (ASN) in central or regional government agencies. 3. The article evaluates the impact on performance, such as ASN performance, work motivation, job satisfaction, productivity, commitment, work adaptation, or competence. 4. Studies that explicitly analyze the implementation or impact of PermenPANRB No. 28/2019, No. 25/2021, and/or No. 7/2022, as well as the phenomenon of conversion/transfer of job status from structural to functional. 5. Studies that measure and discuss at least one of the following outcomes: work motivation, individual/organizational performance, adaptation processes (psychological, social, or work), and/or ASN competencies after job equivalency. 6. Empirical articles (qualitative/quantitative/mixed methods), case studies, or reviews that include data-based findings. 7. Documents published between 2020 and 2025. |
| Exclusion Criteria | <ol style="list-style-type: none"> 1. The article does not discuss job equalization or only discusses bureaucracy in general without relevance to the simplification policy. 2. Non-ASN population (e.g. private sector, state-owned enterprises, non-governmental organizations, or overseas contexts). 3. The article only discusses the concept of the policy without measuring its impact on employees or the organization. 4. Studies on bureaucratic reform or public sector HR management that do not specifically discuss interventions to equalize structural to functional positions. 5. Studies that do not address or measure the impact on motivation, performance, adaptation, or competence, or only address other outcomes outside the focus of this study (e.g., budget impact, community satisfaction). 6. Articles are opinions, editorials, news, essays, or writings without a scientific methodological basis. 7. Documents published before 2020 or after 2025 (except as supporting theoretical references, not as the main subject of review). |

Next, the article screening process is carried out through three main stages:

1. Identification (initial search results from Google Scholar via PoP)
2. Screening (screening based on title and abstract)
3. Eligibility (eligibility assessment based on full-text)
4. Included (articles eligible for analysis)

This entire process is reported using the PRISMA chart, the standard for SLR reporting. The PRISMA chart shows the number of articles identified, screened, eliminated, and ultimately included in the analysis.

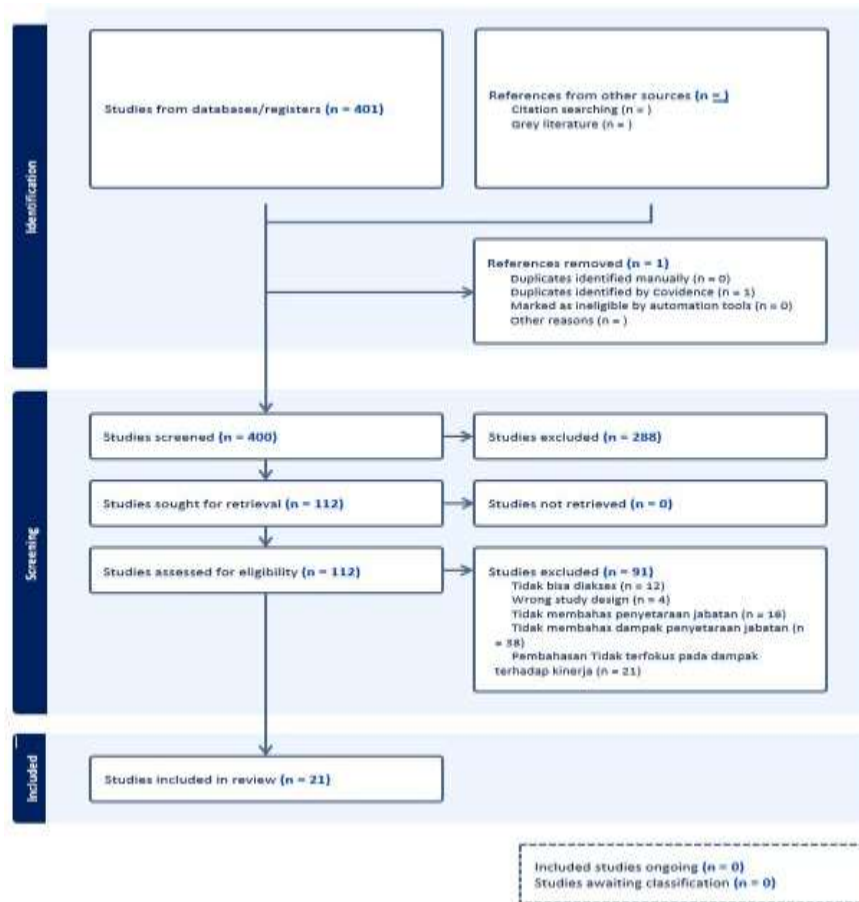


Figure 1. PRISMA Flow Diagram

METHODOLOGY

This study adopted the Systematic Literature Review (SLR) methodology. According to Kitchenham (2004), a Systematic Literature Review is a method for “identifying, evaluating, and interpreting all relevant research evidence related to a particular research question, topic, or phenomenon, in a systematic and structured manner.” SLR differs from traditional literature reviews because the process is transparent, planned, replicable, and follows a specific protocol. Snyder (2019) states that SLR is an approach designed to produce a synthesis of scientific knowledge through a comprehensive, selective, and analytical literature search process, thus mapping previous research findings objectively. Therefore, the application of SLR in this study provides an opportunity for researchers to gain a comprehensive understanding of issues related to Job Equalization, its implications for ASN in Indonesia, and efforts or strategies that can be implemented for improvement.

RESEARCH RESULTS

Of the 21 included articles, further filtering was carried out to ensure that the articles used in this study discussed Job Equivalency and its impact on ASN

performance, resulting in seven articles that truly align with the research topic. All articles were published between 2020 and 2025, demonstrating that the issue of job equivalency and its implications for ASN is a relatively new topic for research. All articles employed a qualitative approach, generally through in-depth interviews, document analysis, and case study approaches. The predominance of qualitative approaches indicates that job equivalency is viewed as a complex, contextual phenomenon, requiring a holistic understanding of psychological dynamics, competencies, and government organizational structures. In terms of focus, the seven articles addressed interrelated issues, namely:

1. Changes in the role of ASN after the transfer of office;
2. Competence matches the demands of functional positions;
3. The effect of equalization on motivation and professionalism;
4. Changes to work systems and performance indicators;
5. Implementation of bureaucratic simplification policies; and
6. Implications of equalization for individual and organizational performance.

This overview shows that the seven selected articles provide a strong empirical basis for conducting analysis to answer the Research Questions in this study. As previously explained, there are three Research Questions proposed in this study, namely: (RQ1) How does the policy of equalizing structural positions to functional positions impact the performance of ASN in government agencies in Indonesia?, (RQ2) What are the obstacles that affect the performance of ASN affected by the Position Equalization?, and (RQ3) What efforts can be made to minimize the obstacles affecting the performance of ASN affected by the Job Equivalency Program? The results of the extraction of selected articles can be seen in the following table.

Table 4. Data Extraction

| <i>Code Article</i> | <i>Author and year</i> | <i>Title</i> | <i>RQ1</i> | <i>RQ2</i> | <i>RQ3</i> |
|---------------------|---|--|---|--|---|
| A1 | Ni Putu Shita Listya Dewi, Kadek Wiwin Dwi Wismayanti, Ni Wayan Supriyanti (2024) | Performance Analysis of the Bureau of Government and Public Welfare of the Regional Secretariat of Bali Province Following the Policy of Transferring Structural Positions to Functional Positions | A.Positive 1. Increased work focus 2. Clearer division of tasks 3. One of the Working Teams succeeded in bringing Bali Province to achieve the Best National Ranking | 1. Not all employees have ever taken a competency test or training 2. Unequal workload due to uneven competencies 3. Delegation of tasks to young employees 4. Bureaucratic simplification is considered to be just a change in organizational structure. | 1. Accelerate the process of competency testing and employee training 2. Optimizing the performance of the Work Team through regular internal and external evaluations 3. Developing digital/online services 4. Adjust workload according to |

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| | | | B. Negative 1. Service efficiency is not optimal (people still go back and forth) 2. Workload inequality 3. Addition of bureaucratic flow in some conditions | 5. Employees approaching retirement have difficulty adapting | employee abilities 5. Improve coordination and socialization of services |
| A2 | Sitti Fatima, Abdul Kadir, Liwaul, Jamal, La Ode Prediction (2025) | Implementation of Equivalence of Administrative Positions into Functional Positions at the Energy and Mineral Resources Service of Southeast Sulawesi Province | 1. Policy implementation is not yet effective 2. Unclear duties and responsibilities 3. Unfair incentive system 4. Decreased work motivation 5. Functional officials still carry out old structural duties | 1. Unclear tasks and job descriptions 2. Limited resources (budget, infrastructure) 3. Unfair incentive system 4. Lack of partnership and coordination between agencies 5. Functional officials still have concurrent structural duties 6. Mismatch between regulations and field practices 7. Limitations of training and competency development | 1. Unclear tasks and job descriptions 2. Limited resources (budget, infrastructure) 3. Unfair incentive system 4. Lack of partnership and coordination between agencies 5. Functional officials still have concurrent structural duties 6. Mismatch between regulations and field practices 7. Limitations of training and competency development |

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|----|---------------------------------|--|---|--|---|
| A3 | Afdal Kurniawan, Khairul (2024) | Implementation Model of Position Equivalency Policy in Improving the Work System of the Lima Pulu Kota Regency Regional Apparatus Organization | <ol style="list-style-type: none"> 1. Implementation is not yet effective 2. The working system is still the same as before the equalization 3. Has not shown any increase in work effectiveness and efficiency 4. Organizational performance is not optimal 5. Regional budgets swell due to larger functional allowances | <ol style="list-style-type: none"> 1. Communication:not comprehensive, through unofficial media (WhatsApp) 2. Resource:staff not in accordance with competence, overlapping authority, inadequate facilities 3. Disposition:mindset is still as a structural official, loss of prestige and authority 4. Bureaucratic Structure:SOPs have not changed, fragmentation of responsibilities 5. Incentive:delayed functional allowance payment | <ol style="list-style-type: none"> 1. Improved clear and targeted communication 2. Preparation of derivative regulations regarding work systems 3. Clear alignment of authority 4. Changes in the mindset of organizational leaders 5. Functional education and training according to position 6. In-depth study of the suitability of positions for equality 7. Timely incentive system setup |
|----|---------------------------------|--|---|--|---|

A4

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| Grady Grifandi Delevi, Yat Rospia Brata (2025) | The Influence of Bureaucratic Simplification and Work Motivation on the Performance of Civil Servants (PNS) in the Cilacap Regency Government | 1. Increased work effectiveness and focus on specific competencies 2. Very strong correlation between work motivation and performance (0.841) 3. The joint contribution of bureaucratic simplification and work motivation is 79.9% to performance . 4. Transformation of the competency- based public service paradigm 5. Faster task completion (example: population document processing from 3-5 days to a matter of hours) | 1. Role dualism ("structural sense functional official") 2. View functional positions as a second choice 3. Competency gap due to seemingly forced job transfers 4. Lack of experience in preparing DUPAK 5. Interaction patterns are still oriented towards structural positions | 1. There is a need to optimize policy implementation substantially, not just formal changes. 2. The importance of a comprehensive approach that combines structural reform and human resource development 3. An objective and results- based performance evaluation system is needed. |
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|----|---|--|---|---|--|
| A5 | Taufik M, Yudi Nur Supriadi (2022) | The Influence of Bureaucratic Simplification, Work Motivation, and Job Satisfaction on the Performance of ASN Education Staff at UPN "Veteran" Jakarta | Job Equivalency has a direct impact on improving employee performance through: 1. Flatter structure & more relevant tasks 2. Increased efficiency & focus on competencies 3. Employee performance increased (significantly) | 1. There is no SKP according to the new position 2. Confusion in the decline of performance indicators 3. Compensation changes 4. Difficulty meeting credit requirements 5. Competency mismatch 6. Additional tasks outside of the main tasks | 1. The need to prepare Employee Work Targets that are in accordance with the functional positions resulting from the equalization 2. Technical regulations are needed from the Ministry of Administrative and Bureaucratic Reform and the National Civil Service Agency to regulate the technical implementation. 3. Change the management system to be performance- based 4. Increasing employee abilities and expertise according to functional positions 5. There needs to be clarity on the main tasks and functions of coordination. 6. Review of the earnings and credit score system |
| A6 | Zulaiha Kadjintun i, Udin Hamim, Lisda Van Gobel (2023) | The Influence of Structural Position Transformation to Functional Position and Work Motivation on Employee Performance | Job transformation has a negative impact on performance with a contribution of 3.9% (very weak) | 1. Job placement does not match educational background and competency 2. Does not match interests, talents and abilities 3. Placement of work units does not match | 1. Employee placement according to competency and interests 2. Increased work motivation through clear career development 3. Training/education for |

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| | | in the Boalemo Regency Government | | functional positions | functional officials |
| | | | | 4. Decreased work motivation due to low benefits and unclear career development | 4. Developing a fairer, output- based performance appraisal system |
| A7 | Muamma r Fahmi Setiady, Moh. Irfan Mutti, Muh. Nawawi (2025) | The Behavior of State Civil Apparatus After the Equivalence of Structural Positions into Functional Positions | Structural changes have not significantly increased organizational productivity, individual work behavior has emerged that only focuses on credit numbers. | 1. Confusion of roles and responsibilities 2. Structural mindset that still sticks 3. Lack of socialization and technical guidance 4. Decreased group cohesion 5. Unclear career path 6. Individualistic work culture 7. Resistance to change | 1. Comprehensive organizational change management 2. Ongoing coaching and training 3. Strengthening the capacity of ASN 4. Restructuring of work culture 5. New adaptive management system 6. Transformative leadership 7. Open coordination and communication forum |

DISCUSSION

What is the Impact of the Policy of Equating Structural Positions to Functional Positions on the Performance of ASN in Government Agencies in Indonesia?

The impact of job equalization on civil servant performance is clearly reflected in the seven extracted articles. Most findings are consistent with Robbins' theory of role ambiguity (Robbins, 2003), which states that changes in organizational structure can reduce role clarity, increase uncertainty, and decrease work effectiveness. Articles A1, A3, A5, and A7 show that civil servants who previously had managerial authority experienced role confusion because they no longer had subordinates or structural authority. Another impact stems from competency mismatches, as explained in the person-job fit theory (Kristof-Brown et al., 2005) and Spencer & Spencer's (1993) competency model. This theory asserts that high performance can only be achieved when individual competencies align with job demands. This finding is strongly reflected in Articles A2, A4, and A6, where civil servants transferred to functional positions lacked the appropriate technical competencies, thus failing to meet credit score and functional output standards. Overall, job equalization impacts civil servant performance through three main mechanisms:

1. Change of professional identity

Civil servants lose their structural status symbols (authority, unit leadership), which, according to professional identity theory, causes a severe psychological transition (Ibarra, 1999). This occurs in A1, A5, and A7.

2. Competency mismatch
Consistent with person–job fit theory (Kristof-Brown, 2005), A2, A4, and A6 showed decreased performance due to irrelevant technical competencies.
3. Changes in the organizational work system
Articles A3 and A7 emphasize that job transitions are not followed by SOP adjustments, which is in line with Mintzberg's (1979) view that structural changes without changes in coordination mechanisms will reduce performance.

What are the Obstacles that Affect the Performance of ASN Affected by Job Equivalency?

Analysis of the seven articles shows that there are five main groups of obstacles:

1. Technical competency mismatch
Articles A2, A4, and A7 reveal the gap between the demands of functional positions and the competency background of ASN.
2. Psychological adaptation and professional identity
The change in status from structural to functional causes identity shock as shown in articles A1, A5, A7, as explained in Katz & Kahn's (1978) theory regarding role identity instability during the transition period.
3. Work systems and SOPs are not aligned
Articles A3, A4, and A6 indicate that functional position workflows have not been fully integrated into the organization's SOPs.
4. Uneven workload
Articles A2 and A6 show uneven workload due to an imbalance in the number of functional positions.
5. Lack of policy socialization
Articles A5 and A7 emphasize that policy socialization and communication are not optimal, contrary to Kotter's (1996) change management principles which emphasize the importance of communication in the success of change.

What Efforts Can Be Made to Minimize the Obstacles That Affect the Performance of ASN Affected by Job Equivalency?

The seven articles provide a variety of strategic recommendations, which can be grouped as follows:

1. Strengthening technical competencies
Articles A2, A4, and A6 recommend training, mentoring, coaching, and technical certification. This aligns with Human Capital Development theory (Becker, 1993), which emphasizes skills development as a performance-enhancing factor.
2. Restructuring of work systems and SOPs

Articles A3, A5, and A7 suggest revisions to performance indicators, credit scores, and workload analysis. Mintzberg (1979) emphasizes the need for structure–process alignment.

3. Talent management and competency mapping
Articles A1 and A6 suggest talent mapping before assigning positions, in line with the concept of strategic talent management (Cappelli, 2008).
4. Adaptive leadership
Articles A3 and A5 emphasize the role of leadership in facilitating transitions. Heifetz & Linsky (2002) explain that major changes require adaptive leadership to overcome resistance.
5. Strengthening organizational communication
Article A7 emphasizes the importance of ongoing communication. This aligns with Kotter's (1996) fourth step: communicating the vision for buy-in.

CONCLUSIONS

This study analyzes seven articles related to the equivalency of structural positions to functional positions and its impact on ASN adaptation and performance. Based on the synthesis of findings and analysis of three research questions, several key points can be concluded as follows:

1. The impact of job equalization on civil servant performance is dualistic: it can increase work focus and effectiveness if the organizational structure and work systems have been adjusted. However, it can decrease motivation, productivity, and effectiveness if there is role ambiguity, competency mismatch, or the organization's unpreparedness to implement change. These diverse impacts reinforce the theory of role ambiguity (Robbins & Judge, 2017). and organizational alignment (Mintzberg, 1979; 1989).
2. The main obstacles after job equalization include four large groups:
 - a. *Competency gap* between the technical demands of functional positions and ASN capabilities;
 - b. Role confusion (role ambiguity and role conflict);
 - c. Unpreparedness of work systems, SOPs, workloads, and organizational structures; and
 - d. Psychological obstacles include decreased motivation, resistance to change, and loss of structural identity.
This obstacle shows that job equalization is not only a technical problem, but also a structural and psychological one.
3. Efforts to minimize obstacles must be systematic and integrative, including:
 - a. Strengthening technical competencies through training, coaching, mentoring, and functional training;
 - b. Re-drafting of SOPs, performance indicators, workload distribution, and derivative regulations;
 - c. Talent management strategy to place civil servants according to their interests and competencies; and
 - d. Adaptive leadership and effective change communication to reduce resistance and increase employee psychological readiness.

Overall, this SLR concludes that the success of job equalization is largely determined by the alignment between policies, work systems, civil servant competencies, and the quality of organizational leadership. Without adequate coordination and preparedness, job equalization has the potential to create misalignment between civil servant structures, processes, and performance.

RECOMMENDATIONS

Based on the conclusions and findings of the SLR, several strategic suggestions that can be recommended for government agencies are as follows:

a. Strengthening ASN Competence

The government needs to ensure the technical competence of functional officials is improved through ongoing training, particularly regarding credit points and functional duties. Support through coaching and mentoring is necessary to accelerate and effectively adapt.

b. Work System Updates and Adjustments

Agencies must immediately adapt SOPs, job descriptions, performance indicators, and workloads to the new structure. Performance systems need to be geared toward assessing substantive output, not simply fulfilling credit points.

c. Strengthening Talent Management

Civil servant placement in functional positions should be based on a mapping of competencies, interests, and professional track records to prevent mismatches. This arrangement is crucial for optimal performance and to minimize excessive adaptation burdens.

d. Strengthening Adaptive Leadership

Leaders need to take an active role in assisting employees in navigating change through transformational and adaptive leadership styles. The leader's role as a role model can help reduce resistance and increase employee readiness.

e. Improving Communication and Policy Socialization

Socialization of job equalization must be carried out more comprehensively and sustainably. Two-way communication is essential to ensure employees understand the changes, reduce role confusion, and increase the effectiveness of policy implementation.

f. Periodic Evaluation and Policy Adjustment

Regular monitoring and evaluation are needed to assess the effectiveness of job equalization. Evaluation findings should be used to improve policies related to credit points, job allowances, and functional career paths.

ADVANCED RESEARCH

Future research should advance the current understanding of structural-to-functional job equalization by examining how policy alignment, competency readiness, and organizational leadership interact to shape civil servants' adaptive capacity and long-term performance. Building on the identified gaps in role clarity, talent placement, and work system readiness, further studies can employ mixed-method designs to analyze the causal pathways between organizational preparedness, psychological responses to change, and measurable performance outcomes in functional roles. In particular, longitudinal research is needed to

assess how continuous competency development, adaptive leadership interventions, and dynamic SOP adjustments influence employees' motivation, resilience, and professional identity over time. Such advanced inquiry will provide a more comprehensive model of policy effectiveness and generate evidence-based strategies for strengthening functional governance reform.

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