

DEVELOPMENT STRATEGY FOR FUNCTIONAL POSITION OF APPARATUS HUMAN RESOURCE ANALYST POST-TRANSFORMATION AT THE NATIONAL CIVIL SERVICE AGENCY

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ABSTRACT

The transformation of functional positions through equalization policies has generated substantial challenges in developing Apparatus Human Resource (HR) Analysts at the National Civil Service Agency. This study formulates an effective post-transformation development strategy employing a descriptive qualitative approach. Data collection involved documentation studies and semi-structured interviews with key stakeholders, subsequently analyzed through the SOAR (Strengths, Opportunities, Aspirations, Results) framework emphasizing organizational strengths and opportunities. Findings identified five principal gaps impeding development optimization: role comprehension gaps, competency disparities, coaching access limitations, regulatory adaptation difficulties, and evaluation system inadequacies. Drawing from SOAR analysis, a comprehensive strategic model emerged that transitions the development paradigm from process-oriented to results-oriented approaches. Priority strategies encompass mentoring synergy with learning culture, integrated digital learning system development, and HR analytics application for evidence-based decision-making. This research offers a measurable and sustainable framework for actualizing professional and strategic Apparatus HR Analysts supporting ASN management transformation.

Keywords: development strategy, functional position, apparatus hr analyst, soar analysis, position transformation

INTRODUCTION

Governance transformation constitutes a strategic agenda within Indonesia's National Long-Term Development Plan (RPJPN) 2025–2045, envisioning world-class bureaucracy characterized by collaboration, capability, and integrity. A fundamental pillar of this transformation involves paradigm shifts in Civil Service Apparatus (ASN) management, transitioning from conventional administrative approaches toward strategic talent management oriented to performance and competency. This paradigm shift materializes through Law Number 20 of 2023 concerning ASN, mandating structural bureaucratic transformation including organizational structure simplification through administrative position equalization into functional positions.

The position equalization policy regulated in Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation (Permen PANRB) Number 1 of 2023 represents a massive initiative to streamline bureaucracy and position more ASN in roles demanding specific technical expertise. Nevertheless, policy implementation has generated significant challenges, particularly regarding functional position development. The National Civil Service Agency (BKN), as the supervising institution for Apparatus HR Analyst Functional Positions, confronts a surge in functional officials predominantly originating from structural or implementing position equalization, lacking educational backgrounds or technical experience in HR management.

This phenomenon creates what Maolana (2024) termed "functional stuttering," wherein equalized functional officials experience adaptation difficulties with new roles demanding analytical capabilities, consultation skills, and HR policy formulation. Competency gaps intensify through changing role expectations for Apparatus HR Analysts, no longer merely administrative but requiring capabilities as strategic partners (HR Business Partners) for organizations, following Ulrich's concept in modern HR management contexts (Hatta & Soeharso, 2022).

Strategic Human Resource Development (SHRD) represents an integrated approach linking HR development activities with organizational strategic objectives. Sthapit, A. (2018) emphasized that HRD can no longer be positioned merely as administrative or operational functions but must become integral components of organizational strategy. In his perspective, strategic HRD directly contributes to organizational goal achievement, core competency enhancement, and sustainable competitive advantage creation.

Sthapit, A. (2018) identified five key assumptions forming strategic HR development foundations: integration between HRD and organizational strategy, organizational leadership support and commitment, active roles of direct supervisors, long-term orientation, and organizational culture supporting learning. These assumptions emphasize that HR development success cannot be separated from well-structured strategic factor presence in every development activity.

Sthapit (2020) further explained that strategic HRD practice outcomes are classified into two principal categories. The first category encompasses individual-level results including competency, performance, commitment, motivation, change adaptability, job satisfaction, and teamwork. The second category covers organizational-level results including organizational effectiveness and human asset accumulation as institutional capital. Thus, successful HR development implementation can be measured not only from operational outputs but also from long-term strategic HR value enhancement.

Previous research extensively examined Strategic Human Resource Development (SHRD) importance in enhancing public sector organizational performance. Syaefullah and Aswan (2025) emphasized that SHRD alignment with organizational strategy drives innovation, productivity, and employee retention improvements. Meanwhile, Djatola and Hilal (2025) demonstrated that structured and sustainable HR development strategies strengthen organizational competitiveness and enhance public service quality. However, no studies specifically formulated development strategies for Apparatus HR Analyst Functional Positions within post-transformation policy contexts at BKN

This research addresses that gap by offering scientific novelty through comprehensive, contextual, and results-oriented development strategy model formulation. Unlike conventional evaluation approaches tending toward weakness and threat identification, this study employs the appreciative-based SOAR (Strengths, Opportunities, Aspirations, Results) framework. The SOAR approach, developed by Stavros and Hinrichs (2009), emphasizes internal strength optimization and external opportunity utilization to achieve organizational aspirations with measurable results. This approach appears more relevant within bureaucratic reform contexts requiring positive and collaborative strategies.

The SOAR framework aims to realize aspirations and achieve results through the 5-I approach: Initiate, Inquire, Imagine, Innovate, and Implement. This approach was developed as an alternative to the 4-D cycle in Appreciative Inquiry (Stavros & Cole, 2013). The SOAR sequence is not merely symbolic but reflects strategic thinking flows beginning from internal strengths and external opportunities, continuing with future vision establishment, and concluding with concrete results as accountability forms.

According to Stavros and Cole (2013), SOAR analysis involves identifying strategic factors demonstrating how organizations can optimize possessed strengths, utilize available opportunities, formulate long-term aspirations, and establish concretely measurable results. These four elements are subsequently arranged in SOAR matrices depicting comprehensive organizational strategic directions.

Based on this background, the research formulates the following question: How can effective development strategies for Apparatus HR Analyst Functional Positions be formulated at the National Civil Service Agency post-functional position transformation? To address this question, the research objective involves formulating effective development strategies for Apparatus HR Analyst Functional Positions at the National Civil Service Agency post-functional position transformation, based on internal and external organizational factor analysis using the SOAR framework.

METHOD



This research employed a qualitative approach with descriptive study design to comprehensively understand complex phenomena related to Apparatus HR Analyst Functional Position development strategies at the National Civil Service Agency post-policy transformation. The qualitative approach was selected for its capability to explore and understand meanings given by individuals or groups toward social or organizational problems (Creswell, 2024). This method enables researchers not only to identify "what" occurs in development practices but also "how" and "why" such phenomena transpire within transforming organizational contexts.

Data collection involved two principal techniques. First, documentation studies encompassing analysis of relevant documents including legislation (Law Number 20 of 2023, Permen PANRB Number 1 of 2023, BKN Regulation Number 3 of 2023), BKN strategic planning documents, development program evaluation reports, personnel statistical data, and internal communication documents related to Apparatus HR Analyst development. Second, semi-structured interviews conducted with key informants selected using purposive sampling techniques supplemented by snowball sampling. Informants comprised strategic-level policymakers, development program implementers, direct supervisors functioning as coaches, and Apparatus HR Analyst functional officials themselves possessing direct understanding and experience regarding examined phenomena.

Informant selection criteria were established based on research objective relevance, specifically having direct involvement in development processes, minimum three years' experience in personnel or apparatus HR management fields, and willingness to provide information openly and comprehensively. Interviews were conducted both face-to-face and virtually through digital platforms, adjusted to informant conditions and preferences. All interview data were recorded and documented with informant consent to ensure information accuracy.

Data analysis adopted the SOAR (Strengths, Opportunities, Aspirations, Results) framework, a strategic planning approach focusing on organizational strengths and opportunities. Unlike SWOT analysis oriented toward problem identification (problem-based), SOAR constructs strategies based on existing positive potential that can be developed (strength-based). The SOAR analysis process in this research involved four principal stages. First, internal strength identification (strengths) such as leadership support, learning culture, and policy integration with organizational vision. Second, external opportunity mapping (opportunities) such as digitalization momentum, new supportive regulations, and increasing national-level HR talent needs. Third, organizational future aspiration formulation (aspirations) reflecting ideal visions of Apparatus HR Analyst development. Fourth, measurable result establishment (results) as success indicators for formulated strategies.

Through this SOAR framework, resulting strategies are constructive, collaborative, involving all stakeholders, and oriented toward long-term organizational vision achievement. This approach proves highly relevant within bureaucratic reform contexts requiring positive and participative strategies to build collective commitment in implementation.

RESULT and DISCUSSION

Research findings indicate that Apparatus HR Analyst Functional Position development at the National Civil Service Agency post-policy transformation has not operated optimally. Although policy foundations were designed aligned with strategic development principles, field implementation effectiveness is hindered by various structural and operational gaps. These findings align with Sthapit, A. (2018) perspective emphasizing that HR development success depends not only on policy design but also on integration among policy, leadership support, implementer capacity, and organizational culture supporting continuous learning.

1. Gaps in Apparatus HR Analyst Functional Position Development

This research identified five principal interrelated gaps collectively hindering development program effectiveness. First, role comprehension gaps characterized by uneven perceptions regarding Apparatus HR Analyst strategic roles. Many unit leaders and even functional officials themselves remain trapped in old paradigms viewing this role as merely administrative personnel

matters, not as analytical and consultative strategic partners. This condition creates misaligned expectations between policy-expected roles and field-practiced roles.

Second, significant competency gaps resulting from position equalization policies. Data demonstrates that the majority of functional officials (67.6%) originate from non-first appointment pathways, and most (86.6%) lack previous functional official experience. Background heterogeneity creates standardization quality challenges and generates "functional stuttering" phenomena, wherein functional officials struggle adapting to new expectations demanding policy analysis capabilities, HR consultation, and strategic recommendation formulation.

Third, development access gaps characterized by competency development program access disparities between headquarters and regional office personnel. Budget limitations, learning facilities, and regional infrastructure constitute principal obstacles. These gaps are exacerbated by minimal informal collaboration forums such as Communities of Practice (CoP) that could facilitate knowledge and experience sharing among functional officials across various regions.

Fourth, regulatory adaptation gaps emerging from fundamental policy changes, specifically transitions from activity item-based and credit score assessment systems to performance predicate conversion systems. These changes, despite well-intentioned simplification objectives, generate confusion and subjectivity because they lack standardized assessment instrument support and uniform understanding among performance assessment officials. Absence of clear assessment rubrics creates injustice perceptions that can damage functional official motivation.

Fifth, evaluation system gaps characterized by absence of standard and measurable development impact evaluation mechanisms. Existing evaluations still focus on participant satisfaction and material absorption aspects (reaction and learning in Kirkpatrick's model), but have not reached workplace behavior change measurement stages (behavior) nor their contributions to organizational performance improvement (results). This condition makes objective development program effectiveness measurement difficult and prevents evidence-based improvement decision-making.

2. Development Strategy Formulation through SOAR Analysis

To address these gaps, this research formulated development strategies using the SOAR (Strengths, Opportunities, Aspirations, Results) approach. This approach was selected to construct future-oriented strategies by maximizing existing potential rather than merely overcoming weaknesses. SOAR analysis in this research identified BKN internal strengths, utilizable external opportunities, organizational aspirations, and measurable desired results. The complete SOAR analysis framework is presented in Table 1 below.

Table 1. SOAR Analysis Framework

Focus	Internal	External
	Strengths	Opportunities
Present Focus	S1. Integration of Development with Organizational Vision and Mission S2. Full Support from Top Management S3. Budget Availability for Development Programs S4. Continuous Learning and Collaboration Culture S5. Active Involvement of Direct Supervisors S6. Internal Mentoring System	O1. Functional Position Transformation through New Regulations O2. Strengthening HR Analyst Role in National Talent Management Agenda O3. Development Acceleration through Digital Learning Technology O4. Synergy and Collaboration with Stakeholders O5. Learning Method Innovation O6. Strengthening Professional Organization Role as Strategic Partner

Focus	Internal	External
Future Focus	Aspirations	Results
	A1. Individual Needs-Based Apparatus HR Analyst Development	R1. Tangible Contribution of Apparatus HR Analyst Role to Organizational Target Achievement
	A2. HR Analyst Role as Organizational Strategic Partner	R2. Improvement in Apparatus HR Analyst Work Quality
	A3. Integrated Digital Development Services for Apparatus HR Analysts	R3. Implementation of Comprehensive Development Evaluation
	A4. More Effective and Sustainable Inter-Agency Government Collaboration	R4. Clear and Measurable Development Success Indicators
	A5. Establishment of Clear and Measurable Development Targets	R5. Identification and Mitigation of Development Challenges
	A6. Transparent Career Path with Focus on Specific Expertise Fields	R6. Sustainability of Structured Development Programs

Source: Data Processed by Researchers, 2025

Based on identified strengths, opportunities, aspirations, and results, this research formulated twelve development strategies grouped into four strategic quadrants as presented in the SOAR Strategy Matrix (Table 2). These strategies combine internal strengths with future aspirations (SA Strategy), external opportunities with aspirations (OA Strategy), internal strengths with measurable results (SR Strategy), and external opportunities with measurable results (OR Strategy).

Table 2. SOAR Strategy Matrix

SA Strategy	SR Strategy
Create strategies based on strengths to achieve aspirations	Create strategies based on strengths to achieve measurable results
SA-1. Alignment of Functional Position Development Programs with BKN Strategic Objectives	SR-1. Strengthening Apparatus HR Analyst Functional Position Development Accountability through Measurable Performance Indicators
SA-2. Mentoring Synergy and Learning Culture to Strengthen Apparatus HR Analyst Strategic Role	SR-2. Budget Support Strengthening to Ensure Apparatus HR Analyst Functional Position Development Program Sustainability
SA-3. Apparatus HR Analyst Career Path Formulation Based	SR-3. Organizational Performance Acceleration through Learning Culture and Internal Mentoring Strengthening
OA Strategy	OR Strategy
Create strategies based on opportunities to achieve aspirations	Create strategies oriented toward opportunities to achieve measurable results
OA-1. Integrated Digital Learning System Development for Apparatus HR Analyst Functional Position Development	OR-1. HR Analytics Application to Support Evidence-Based Apparatus HR Analyst Functional Position Development Decision-Making
OA-2. Individual Needs-Based Apparatus HR Analyst Functional Position Development Optimization	OR-2. Collaboration Forum for Addressing Apparatus HR Analyst Functional Position Development Challenges
OA-3. Apparatus HR Analyst Functional Position Development Program	OR-3. New Regulation Optimization to Strengthen Apparatus HR Analyst Contribution

Alignment with National Regulations and Policies	
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Source: Data Processed by Researchers, 2025

From these twelve strategies, assessments were conducted based on seven strategic criteria encompassing relevance to principal gaps, resource feasibility, performance impact, sustainability, stakeholder support, organizational culture alignment, and implementation risks. Assessment results indicate six prioritized strategies for implementation, grouped into two stages.

Initial Priority Strategies focus on foundation building and include three strategies with high impact and adequate resource feasibility for short-term implementation:

- 1 Mentoring Synergy and Learning Culture to Strengthen Apparatus HR Analyst Strategic Roles (SA-2)

This strategy aims to optimize direct supervisor roles as coaches through technical coaching guideline issuance, coaching activity integration into managerial Employee Performance Targets (SKP), and career path finalization based on expertise fields. This strategy is assessed as highly relevant for addressing role comprehension gaps and has strong top management support.

- 2 Integrated Digital Learning System Development for Apparatus HR Analyst Functional Position Development (OA-1)

This strategy leverages digital transformation momentum to build flexible, personalized learning platforms accessible to all functional officials across various regions. Implementation encompasses blended learning application, regional office role optimization as learning access centers, and curriculum adjustment based on individual competency levels.

- 3 HR Analytics Application to Support Evidence-Based Apparatus HR Analyst Functional Position Development Decision-Making

This strategy focuses on integrated development analytics dashboard development combining training data, competency assessments, performance results, and digital portfolios to monitor development effectiveness continuously. This dashboard becomes the foundation for developing Apparatus HR Analyst Functional Position Development Index as objective evaluation tools.

Meanwhile, Advanced Stage Priority Strategies include three strategies requiring data readiness, systems, and more complex inter-unit or inter-agency coordination. Implementation is recommended after initial stage strategies operate stably and deliver tangible results:

- 1 Apparatus HR Analyst Functional Position Development Optimization Based on Individual Needs (SA-3)

This strategy develops personalized development systems through individual competency assessments, Individual Development Plan (IDP) formulation, and intensive mentoring for equalized functional officials.

- 2 Apparatus HR Analyst Career Path Formulation Based on Expertise Fields (OA-2)

This strategy accelerates career path finalization based on expertise fields such as HR analytics, talent management, and organizational culture, directly linked with development curricula and competency test systems.

- 3 Collaboration Forum for Addressing Apparatus HR Analyst Functional Position Development Challenges (OR-2)

This strategy initiates periodic coordination forums involving BKN, supervising institutions, local governments, and professional organizations to align development standards, share best practices, and collaboratively resolve implementation obstacles.

Gradual and measured implementation of these six strategies is expected to transform development paradigms from process-oriented (number of training activities conducted) to results-oriented (tangible performance improvement impacts). This paradigm shift aligns with SHRD principles articulated by Sthapit, A. (2018), emphasizing that HR development must be positioned as strategic

investments directly contributing to organizational goal achievement, not merely routine administrative activities.

CONCLUSION

Based on conducted analysis, this research yields several important conclusions. First, Apparatus HR Analyst Functional Position development at the National Civil Service Agency post-policy transformation faces complex implementation challenges. Although policy foundations align with strategic development principles, field effectiveness is hindered by five interrelated principal gaps: strategic role comprehension gaps, competency heterogeneity from position equalization, competency development access disparities, confusion from performance assessment regulatory changes, and absence of measurable development impact evaluation systems.

Second, this research successfully formulated comprehensive and results-oriented development strategy models through the SOAR (Strengths, Opportunities, Aspirations, Results) approach. This strategy model identifies BKN internal strengths (vision integration, leadership support, supervisor roles as coaches, and learning culture), utilizes external opportunities (digitalization, new regulations, talent needs, and collaboration), formulates organizational aspirations (strategic roles, integrated ecosystems, evidence-based decision-making), and establishes measurable results (competency enhancement, superior performance, and measurable evaluation systems).

Third, proposed strategies focus on three principal pillars: strengthening Apparatus HR Analyst strategic roles through mentoring synergy and learning culture, developing integrated and personalized digital learning systems to address access gaps, and utilizing HR analytics for evidence-based development decision-making. Gradual strategy implementation is expected to transform development paradigms from process-oriented to results-oriented, where development success is no longer measured by conducted activity numbers but by tangible impacts on work quality improvement, positive work behavior changes, and measurable contributions to organizational performance target achievement.

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