

## ANALYSIS OF THE IMPLEMENTATION OF THE POLICY OF CHANGING THE MAP OF APPARATUS POSITIONS AT BRIDA MEDAN CITY

Farhan Abrar<sup>1\*</sup>, Audia Junita<sup>2</sup>, and Maksum Syahri Lubis<sup>3</sup>

<sup>123</sup>Master's Program in Public Administration, Postgraduate School, Universitas Medan Area, Indonesia

<sup>1</sup> [farhanabrar2@gmail.com](mailto:farhanabrar2@gmail.com)

<sup>2</sup> [audia@staff.a.ac.id](mailto:audia@staff.a.ac.id)

<sup>3</sup> [maksum@staff.a.ac.id](mailto:maksum@staff.a.ac.id)

(\*) Corresponding Author  
[farhanabrar2@gmail.com](mailto:farhanabrar2@gmail.com)

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### ABSTRACT

This study aims to analyze the implementation of the policy of changing the map of apparatus positions at the Regional Research and Innovation Agency (BRIDA) of Medan City, identify supporting and inhibiting factors, and provide recommendations for improvement. The research method used is qualitative descriptive with a case study approach. Primary data was obtained through in-depth interviews and observations, while secondary data was obtained from official documents and related regulations. The results of the study show that the implementation of the policy is carried out through position mapping, cross-agency coordination, socialization, and improving the competence of ASN. The change in the position map shifted the orientation from structural to functional in accordance with the national bureaucratic reform policy. Supporting factors include a clear legal basis, support from regional leaders, effective coordination, and the readiness of some ASN. The obstacles found include limited understanding of ASN, resistance to old work culture, limited competent human resources, and a performance appraisal system that is not optimal. The conclusion of this study shows that the implementation is quite effective, but it requires strengthening competency aspects, fostering a new work culture, adding qualified human resources, and improving the performance appraisal system.

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### INTRODUCTIONS

Bureaucratic reform in Indonesia has become the government's strategic agenda in realizing professional, accountable, and responsive governance to global dynamics (Elazhari & Siregar, 2025). One of the important steps in the agenda is the institutional arrangement and organizational structure through the position map policy. This policy

plays a central role in creating an efficient and adaptive organizational structure, as well as ensuring that apparatus resources are placed according to the organization's competencies and needs.

Job maps function as a human resource management instrument that presents a mapping of all positions in an organization, complete with job descriptions, qualifications, and working relationships between positions (Putri, 2022). In the context of local government, position maps are a tool to rearrange the composition of structural and functional positions, in order to improve the performance and effectiveness of public services.

In the city of Medan, the policy of changing the position map has major implications for the Regional Research and Innovation Agency (BRIDA), a regional apparatus formed to support the research and innovation agenda based on local needs. BRIDA was formed as an extension of the National Research and Innovation Agency (BRIN) in accordance with the mandate of Presidential Regulation Number 78 of 2021 (Indonesia, 2021).

BRIDA Medan City was officially established through Medan City Regional Regulation Number 8 of 2022, which revised Regional Regulation Number 15 of 2016. This formation is a follow-up to the policy of integrating research and innovation functions at the national level into the local government system. To operationalize BRIDA, the Medan City Government issued Mayor Regulation (Perwal) Number 95 of 2023 which regulates the optimization of the results of position analysis, workload analysis, position maps, and position evaluations in all regional apparatus. This regulation is a normative framework that is generally applicable.

Furthermore, Perwal Number 54 of 2024 is present as a special policy that regulates the position, organizational structure, duties, functions, and work system of BRIDA Medan City. In it, it is emphasized that the core structure of BRIDA consists of the Head of Agency, Secretary, and Head of General Subdivision, with the main focus on strengthening functional positions. This change in the position map is not just an adjustment of the nomenclature, but is a structural transformation that shifts the orientation from structural to functional positions. These changes are in line with the national direction to create a lean and results-oriented bureaucracy.

In the new policy, many structural positions are transferred to functional positions such as Researcher, Policy Analyst, Engineer, and Planner. This step is taken to ensure that each position is aligned with BRIDA's mandate as a research and innovation institution. Changes in the position map require a systematic implementation process, starting from mapping positions and workloads, coordination with the Regional Civil Service Agency (BKD) and coaching agencies, to socialization and assistance to affected ASN.

However, policy implementation does not always go smoothly. A number of challenges arise, such as the limited understanding of ASN regarding the mechanism of functional positions, resistance to changes in work culture, and the lack of optimal performance appraisal system for the new position. In Edward III's theory of public policy implementation, the success of implementation is greatly influenced by six factors: policy standards and objectives, resources, communication, characteristics of implementers, socio-political conditions, and implementer dispositions (Poole et al., 2023). These six factors are relevant to analyze the dynamics of change in BRIDA Medan City.

Policy standards and objectives have been clearly outlined in official documents and regional regulations. However, the limitation of human resources who have functional qualifications is one of the main obstacles, so training and technical guidance are needed. Policy communication is carried out through internal meetings, circulars, coordination forums, and multi-level socialization. However, information gaps in the early stages of implementation are acknowledged to occur and need to be corrected (Putri Nazaruddin, 2024).

The characteristics of implementers at BRIDA show that there is a difference in readiness between young and senior ASN. Young ASN tend to be more adaptive to functional positions, while senior ASN requires more intensive assistance (Setiawan et al., 2021). Political support from regional heads is a driving factor for policy sustainability, but the influence of the old bureaucratic culture is still an obstacle. Changing the output-based work paradigm requires time and joint commitment.

Adjustments to the organizational structure have been made through Perwal, with the role of structural officials focused on coordination and supervision, while functional officials are responsible for technical implementation according to expertise (Nugraha & Alyani, 2025). The implementation of changes to the position map is also directed to support BRIDA's vision, which is to realize professional research and innovation as the basis for regional development policies. This is in line with the mission to increase the capacity of the apparatus and become a research information center in the city of Medan.

The successful implementation of this policy is expected to be able to strengthen the research and innovation ecosystem in the city of Medan, encourage collaboration with various stakeholders, and produce data-based public policies. Research on the implementation of this policy is important to identify supporting and inhibiting factors, evaluate their impact on ASN performance, and provide recommendations for improvement. With this background, this study focuses on the analysis of the implementation of the policy of changing the map of the position of the apparatus in BRIDA Medan City, referring to the theory of public policy implementation and considering the local context, so that the results can be strategic inputs for strengthening institutional governance based on research and innovation.

## METHOD

### 1. Types of Research

This study uses a descriptive qualitative approach. This approach was chosen because the purpose of the research is to describe and analyze in depth the phenomenon of implementing the policy of changing the map of the position of the apparatus in BRIDA Medan City. According to (Sandelowski, 2000), descriptive qualitative research aims to provide a detailed and accurate picture of social phenomena that occur without making excessive generalizations. This method is in accordance with the needs of the research because the process of implementing the position map policy is complex, involves various actors, and is influenced by social, political, and organizational conditions. Through this approach, researchers can explore information from the perspective of policy makers directly, so as to gain a complete understanding.

### 2. Research Approach

The research approach used is a case study on BRIDA Medan City. According to (Yin, 2014), case studies allow researchers to deeply understand the context and dynamics that affect the phenomenon being studied. The selection of BRIDA Medan City as the location of the case study is based on the fact that this institution is one of the newly formed local government agencies, as well as the object of direct implementation of the policy of changing the position map.

### 3. Research Location and Time

The research was carried out at the Regional Research and Innovation Agency (BRIDA) of Medan City, North Sumatra Province. The selection of this location is based on consideration of the relevance of the policies being implemented, as well as the ease of researchers in obtaining data through access to official documents and direct interviews with relevant officials. The research was carried out for four months which included the preparation stage, data collection, data analysis, and the preparation of the final report.

### 4. Data Types and Sources

#### a. Data Primer

Primary data was obtained directly from informants involved in policy implementation, through in-depth interviews and participatory observations. The research informants include:

- Head of BRIDA Medan City

- Secretary of BRIDA
- Head of General and Personnel Subdivision
- State Civil Apparatus (ASN) who switched from structural to functional positions
- ASN who have held functional positions for a long time

b. Data Seconds

Secondary data is obtained from official documents such as:

- Presidential Regulation Number 78 of 2021
- Regulation of the Mayor of Medan Number 95 of 2023 and Number 54 of 2024
- Strategic Plan (Renstra) and Work Plan (Renja) of BRIDA Medan City
- Job map, job analysis, and job evaluation documents
- Annual performance report of BRIDA Medan City

5. Data Collection Techniques

- In-Depth Interviews

It is done directly with key, primary, and auxiliary informants. These interviews are semi-structured, using flexible interview guidelines so that the researcher can explore information more deeply as the discussion progresses.

- Observation

The researcher conducted direct observation of work activities at BRIDA, especially the interaction and division of tasks between structural and functional officials after the change in the position map.

- Documentation Studies

Review regulatory documents, official reports, and organizational archives related to the position map policy, both at the national and regional levels.

6. Data Analysis Techniques

Data analysis was carried out using a model (Miles & Huberman, 1992) which includes three stages:

- Data Reduction

The process of selecting, simplifying, and transforming raw data obtained from interviews, observations, and documents into information relevant to the focus of the research.

- Data Display

Present data in the form of descriptive narratives, matrices, or charts to facilitate conclusion drawn.

- Conclusion Drawing/Verification

Interpret the meaning of the data that has been analyzed to answer the formulation of the problem, as well as verify the findings by cross-checking between data sources (triangulation).

7. Data Validity Test

The validity of the data in this study was tested using source triangulation techniques and triangulation methods. Source triangulation is carried out by comparing information from various informants, while method triangulation is carried out by comparing the results of interviews, observations, and documentation studies. In addition, the researcher also conducts member checks on informants to ensure that the data recorded and interpreted is in accordance with their stated intentions.



## RESULTS OF RESEARCH AND DISCUSSION

### 1. Implementation of Changes to the Map Policy for the Position of BRIDA Medan City Apparatus

Changes to the position map policy at BRIDA Medan City are carried out based on Medan Mayor Regulation Number 95 of 2023 and Number 54 of 2024. These two regulations are the legal basis for the adjustment of organizational structure and the conversion of structural positions into functional positions, in line with the national bureaucratic reform policy that emphasizes simplifying the structure and strengthening skills-based positions.

The implementation of this policy is carried out through several stages:

- Mapping of Departments and Workloads  
BRIDA conducts a position analysis to determine functional positions that are in accordance with the main duties of the institution, such as Researcher, Policy Analyst, Engineer, and Planner.
- Coordination with Related Agencies  
Coordination is carried out with the Medan City BKD, BRIN, and Bappeda for policy synchronization, proposal of position formations, and adjustments to job descriptions.
- Socialization and Mentoring  
ASN was given an explanation of the differences in structural and functional positions, career development opportunities, and performance appraisal mechanisms.
- Improving the Competence of ASN  
ASNs who switch to functional positions participate in training, technical guidance, and professional certification according to their fields.

**Table 1. Position Change Data at BRIDA Medan City**

Yes	Old Position (Structural)	New (Functional) Position	Number of ASN	Information
1	Head of R&D	Young Expert Researcher	2	Full position transfer
2	Head of Regional Innovation Sub-division	Young Expert Policy Analyst	1	Full position transfer
3	Government Staff	First Expert Planner	3	Workload customization
4	Technology Staff	First Expert Engineer	2	Certification required

This data shows that most of the structural positions are transferred to functional positions, with a focus on research and innovation areas according to BRIDA's mandate.

The results of the study show that the implementation of changes to the position map policy at BRIDA Medan City has been carried out through the stages of position mapping, cross-agency coordination, socialization, and improving the competence of ASN. These measures are in line with the theory of public policy implementation (Tjilen, 2019) which emphasizes four key factors: policy standards and objectives, resources, communication, and the disposition of the executive.

In the context of standards and policy objectives, BRIDA has a clear legal basis through Perwal No. 95 of 2023 and Perwal No. 54 of 2024. These two regulations set the direction of changing the position map, namely shifting the orientation of the position from structural to functional according to the mandate of national bureaucratic reform. This is in line with the view (Sawor et al., 2017) that the right organizational structure will encourage the efficiency and productivity of the apparatus.

In terms of resources, the results of the study show that the number of civil servants who have functional qualifications is still limited, so BRIDA needs to optimize training and certification programs. This is in line with the

apparatus capacity theory (Grindle & Hilderbrand, 1995) which emphasizes the importance of improving individual and institutional competencies as a prerequisite for successful policy implementation. In policy communication, BRIDA utilizes various channels such as coordination meetings, circulars, and socialization forums. This is in line with the theory (Van Meter & Van Horn, 1975) which emphasizes the effectiveness of communication between organizations as a determinant of successful implementation. In terms of executive disposition, young civil servants tend to be adaptive to functional positions, while senior civil servants need intensive assistance. This condition reflects a difference in psychological and technical readiness that, according to Edwards III, should be anticipated with a continuous coaching strategy.

## 2. Supporting Factors for Policy Implementation

The results of the study show several main supporting factors that help the smooth implementation of the policy, namely:

- **Clear Legal Basis**  
The existence of Perwal No. 95 of 2023 and No. 54 of 2024 is a firm legal umbrella for policy implementation.
- **Regional Leadership Support**  
The Mayor of Medan gave direct directions so that BRIDA functions optimally as a regional research center.
- **Inter-Agency Coordination**  
BRIDA establishes intensive communication with BKD, BRIN, and Bappeda to harmonize policies.
- **Readiness of some ASN**  
Younger civil servants tend to be adaptive to change, especially in the use of technology and output-based work methods.

**Table 2. Supporting Factors for Policy Implementation at BRIDA Medan City**

NO	Supporting Factors	Forms of Support	Impact on Implementation
1	Legal basis	Perwal No. 95 & 54	Strong policy legitimacy
2	Leadership support	Mayor's Direction	Increase the motivation of ASN
3	Cross-agency coordination	Coordination meetings and forums	Policy synchronization
4	Readiness of certain ASN	Technology competence	Accelerating adaptation of new positions

The results of the study found four main supporting factors: a clear legal basis, support from regional leaders, coordination between agencies, and the readiness of some ASN. These factors are in line with Van Meter and Van Horn's theory that the success of implementation is influenced by the clarity of objectives, the support of the political environment, and the capacity of the implementer.

A clear legal basis serves as policy legitimacy and reduces the potential for resistance. The clarity of this rule supports the view (Rivai, 2016) that the position map policy that has strong legality will facilitate the decision-making process and technical implementation in the field. The support of regional leaders has been proven to strengthen the

motivation of ASN. The direct direction from the Mayor of Medan is a moral encouragement as well as a political signal that this policy is a strategic priority. According to (Grindle, 1997), leadership support is a key factor that influences the attitude of implementers in accepting policies.

The inter-agency coordination carried out by BRIDA with BKD, BRIN, and Bappeda reflects the importance of cross-organizational synergy. Organizational structure theory (Robbins & Coulter, 2005) affirmed that good coordination will minimize overlap of functions and accelerate the process of policy adaptation. The readiness of some civil servants, especially those with technology skills, is the initial capital to accelerate the process of adaptation to functional positions. This is in line with the view (Kusuma, 2024) that mastery of technology will strengthen the capacity of the apparatus in dealing with structural changes.

### 3. Factors Hindering Policy Implementation

Despite the supporting factors, the implementation of this policy also faces a number of obstacles:

- **Limitations of ASN Understanding**  
Some civil servants, especially those who previously held structural positions, have not fully understood the working mechanism of functional positions.
- **Resistance to the Old Work Culture**  
Some civil servants showed passive rejection of change, such as being reluctant to take part in additional training.
- **Limited Human Resources**  
The number of civil servants who have certifications or special competencies in the field of research and innovation is still limited.
- **The Performance Appraisal System Is Not Optimal**  
The performance assessment mechanism for functional positions has not been fully integrated with the institution's targets.

**Table 3. Factors Inhibiting Policy Implementation at BRIDA Medan City**

Yes	Inhibiting Factors	Negative Impact	Countermeasures
1	Lack of understanding of ASN	Slow performance	Additional socialization
2	Resistance to old work culture	Change rejection	Intensive assistance
3	Limitations of competent human resources	Uneven workload	Training & recruitment
4	The assessment system is not optimal	Decreased motivation	Performance indicator enhancements

With these results, it can be seen that the implementation of policies in BRIDA Medan City is running quite effectively, although it is not optimal. Strengthening human resources, improving the assessment system, and improving understanding of ASN are the keys to future success. The findings of the study also show that there are obstacles that interfere with the optimization of policy implementation, namely: limited understanding of ASN, resistance to old work culture, limited competent human resources, and not optimal performance assessment system.

The limited understanding of ASN to functional positions is the main challenge. This is in line with Edward III's opinion that misinterpretation or misunderstanding of policy objectives can lead to implementation that is not as expected. The resistance of the old work culture can be seen from the passive attitude of some civil servants to change.

According to the theory of organizational change (Lewin, 1951), this resistance is an "unfreezing" stage that requires managerial intervention to form a new mindset that is in line with policy objectives.

The limitation of competent human resources in the field of research and innovation makes the workload uneven. This is in line with the concept of apparatus capacity according to (Yasin et al., 2024) which states that the success of public organizations is highly determined by the adequacy of the number and quality of human resources. The performance appraisal system has not been optimal, having an impact on the motivation of ASN. A system that has not fully adjusted the indicators of functional positions can trigger job dissatisfaction. View (Wibowo, 2018) Supporting this, that an irrelevant performance appraisal system will reduce employee accountability and commitment.

Thus, these obstacles require improvement strategies that include increasing competencies, fostering a new work culture, adding competent human resources, and improving the performance appraisal system to be in line with functional positions.

## CONCLUSION

This study concludes that the implementation of the policy of changing the map of apparatus positions at BRIDA Medan City has been running in accordance with the legal basis set out through Perwal Number 95 of 2023 and Perwal Number 54 of 2024. The implementation process includes mapping positions and workloads, cross-agency coordination, socialization, and improving the competence of ASN. This change shifts the orientation from structural to functional positions, in line with the national bureaucratic reform policy that emphasizes efficiency, professionalism, and results-orientation. The success of the implementation is supported by several factors, including a clear legal basis, strong support from regional leaders, effective coordination with relevant agencies, and the readiness of some civil servants who are adaptive to change. These factors accelerate the process of organizational adjustment to new structures and work patterns. However, this study also found that there are obstacles that need to be overcome, such as the limited understanding of ASN on the mechanism of functional positions, resistance to the old work culture, the limited number of ASN with research and innovation competencies, and the performance assessment system that has not fully adjusted the indicators of functional positions. These obstacles have the potential to reduce the effectiveness of policy implementation if not addressed strategically. Overall, the implementation of the policy of changing the position map at BRIDA Medan City can be categorized as quite effective, but it requires strengthening the aspects of improving competencies, fostering a new work culture, adding human resources according to qualifications, and improving the performance appraisal system. With these improvement steps, BRIDA is expected to function optimally as a professional, responsive, and oriented regional research and innovation center for the development needs of the City of Medan.

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