

## TRANSFORMATION OF COMPETENCY MAPPING THROUGH A MODEL OF SIMPLIFYING THE ORGANIZATIONAL STRUCTURE OF THE REGIONAL APPARATUS AT THE PERSONNEL AND HUMAN RESOURCES DEVELOPMENT AGENCY OGAN ILIR REGENCY

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### ABSTRACT

This study aims to analyze the transformation of the competency mapping of the State Civil Apparatus (ASN) through a model of simplifying the organizational structure of the regional apparatus at the Ogan Ilir Regency Personnel and Human Resources Development Agency (BKPSDM), identifying the supporting and inhibiting factors, and formulating an optimal competency transformation model. The research uses a descriptive qualitative approach with an interpretive-constructivist paradigm. Data was obtained through in-depth interviews, observations, and documentation studies, then analyzed using the Miles, Huberman, and Saldaña interactive model which included data condensation, data presentation, and conclusion drawn. The results of the study show that the simplification of the organizational structure has changed the orientation of ASN management from an administrative approach to a competency-based approach through strengthening functional positions and utilizing the results of competency mapping in placement, career development, and ASN competency development. This transformation is supported by leadership commitment, bureaucratic reform regulations, and the use of information technology, but still faces obstacles in the form of budget limitations, integration of competency data that is not optimal, and limited management resources. This research produces a competency mapping transformation model that integrates position analysis, technical, managerial, and socio-cultural competency mapping, digitization of competency data, competency development based on organizational needs, as well as the application of talent management and succession planning to support a professional, adaptive, and merit-based bureaucracy.

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## INTRODUCTION

The world-class bureaucracy that wants to be realized is characterized by a professional and high-integrity government that is able to provide excellent service to the community and democratic government management to be able to face the challenges of the 21st century. Challenges will be overcome with good governance, which is supported by

SMART ASN, namely ASN that has the quality of integrity, nationalism, global insight, IT and foreign languages, *hospitality* (service), *networking* (network), and *entrepreneurship* (entrepreneurship). (K. L. Dewi et al., 2022)

The National Civil Service Agency (2010), elaborated several definitions of organizations and concluded that "an organization is a group of people organized in groups, who work together to achieve a common goal", or "an organization is a structure of division of labor and the structure of labor relations between a group of people holding a certain position who work together to achieve a certain goal". It is further explained that the characteristics of the organization are (a) The existence of superior and subordinate components; (b.) There is a structured cooperation of a group of people; (c) The existence of a purpose; (d) There is an attachment of formats and rules that must be obeyed; (e) There is a delegation of authority and coordination of tasks. (Djumadin & Yahya, 2023)

*Human Capital Management*, Human Resources (HR) is considered an asset for an organization that must be managed and developed properly as an investment for the organization. Through the management and development of Human Resources, it is hoped that the investment can return to the organization or have a higher *return of investment*. To be able to develop human resources, there are two things that must be prepared, namely: preparing human resource development programs and activities, among others, can be done through education, training, career development, *coaching*, mentoring and counseling. However, all of them have not been able to show significant benefits. The main problem can be observed from the implementation of competency development that is partial, has not been implemented holistically and systemically. (Budiana et al., 2023)

In an effort to reduce the growing problems, Government Agencies need to build a competency development roadmap that contains a detailed plan with specific indicators and targets to achieve the set goals. The results of the analysis show that the implementation of excellent quality public services needs to be supported by the availability of reliable human resources of the apparatus, so that the development of competencies in the field of services is inevitable. To get optimal results in order to improve the quality of the implementation of competency development, a roadmap for ASN competency development is needed in order to realize world-class public services. Therefore, policy formulation, and design of curriculum and methods of ASN competency development that are more systematic and holistic, especially in order to accelerate the performance of world-class public services. (Bikse et al., 2021)

The Ministry of PANRB as the promoter of bureaucratic reform policies views that simplification is not just the elimination of positions, but is a process of revitalizing organizational functions. This transformation is based on workload analysis, structural adjustments, and the establishment of functional position standards that are in line with employee competencies. In addition, this policy also regulates the adjustment of benefits and incentives to ensure that functional positions remain attractive and have a clear career path. As a technical guideline, the Minister of PANRB issued Circular Letter No. 384 of 2019 which contains the stages of bureaucratic simplification. These guidelines include the identification of transferable positions, the mapping of structural to functional positions, budget adjustments, and socialization mechanisms. (K. L. Dewi et al., 2022)

The goal is for the transformation process to run systematically, participatory, and minimal resistance from employees. The main benefit of structural simplification is the creation of a more agile and innovative bureaucracy. The compact structure allows civil servants to respond quickly to problems in the field, develop creative ideas, and cut long chains of coordination. This also opens up career acceleration opportunities for functional officials who have superior competencies. This change also encourages a paradigm shift from the orientation of authority to the orientation of public services. The Ministry of Public Works and Housing, for example, views the repositioning of structural positions to be functional as an effort to change the mindset of employees to focus on work results and service quality, not just on position positions. (Massepe et al., 2024)

Research shows that employees' readiness to face digital transformation is influenced by self-efficacy, attitudes, leadership, and individual characteristics. The results of the study prove that employee attitudes, self-efficacy, and characteristics affect digital transformation readiness, while self-efficacy and employee characteristics also have a direct effect on performance. Leadership does not have a direct influence on performance, but has an indirect effect through digital transformation readiness. The findings confirm that employee readiness is the main predictor of performance improvement and is the basis for organizations in formulating human resource development strategies in the digital era. Murwani et al. (2024)

The study examined digital transformation in increasing knowledge acquisition of public sector employees through Eskandar (2023) *the Structural Equation Modeling* (SEM) approach to 198 respondents. The results of the study show that service quality and information quality have a significant effect on user satisfaction, while user satisfaction has an

effect on the net benefits of implementing a digital learning system. The findings emphasized the importance of strengthening the implementation of *e-learning* and the development of *blended learning* models to increase the effectiveness of training, changes in employee behavior, and organizational impact in the public sector. In line with that, the research found that digital transformation in Latvia has progressed at a medium to high level, although some organizations are still in the early stages of digitalization. The research emphasizes that the development of human resource competencies and digital skills is a key factor in the success of digital transformation, so a holistic management approach is needed. R. Dewi & Iqbal (2023)

Based on data from the State Civil Service Agency (BKN) Semester II of 2024, the number of State Civil Apparatus (ASN) in Indonesia reached 4,734,041 people, consisting of 3,566,141 civil servants (75%) and 1,167,900 PPPK (25%). The composition shows an increase in the proportion of PPPK as a consequence of the contract-based personnel recruitment policy to meet the needs of functional positions. This change in the structure of ASN has implications for competency development because civil servants and PPPK have different characteristics, rights, and access to career development. In the context of Ogan Ilir Regency, this condition is a challenge for BKPSDM to map and develop ASN competencies equally. The following diagram illustrates the proportion of civil servants and PPPK at the national level as a comparison to photograph conditions in the regions. (Nirvana, 2021)

## METHOD

This study uses a descriptive qualitative approach with an interpretive-constructivist paradigm to understand the transformation of competency mapping through a model of simplifying the organizational structure of the regional apparatus at the Ogan Ilir Regency Personnel and Human Resources Development Agency (BKPSDM). This approach was chosen because it is able to reveal the meaning, perception, interaction, and dynamics experienced by actors in the process of organizational transformation in depth in a natural context. The research was carried out at the BKPSDM of Ogan Ilir Regency with a focus on the implementation of the policy of simplifying the organizational structure and its impact on the mapping of the competence of the state civil apparatus.

Research informants were determined using *purposive sampling techniques* based on the level of knowledge, experience, and direct involvement in the organizational transformation process. The informants consist of the Head of BKPSDM, state civil servants within the BKPSDM, and people who have a connection with the implementation of personnel services. Data was collected through in-depth interviews, observations, and documentation studies of regulations, implementation reports, and other relevant documents. The validity of the data is strengthened through triangulation of sources and techniques, confirmation to informants (*member checking*), and peer discussions to increase the credibility of research results.

Data analysis refers to an interactive model that includes data condensation, data presentation, and continuous drawing and verification of conclusions during the research process. The analysis stage is carried out by organizing, grouping, interpreting, and comparing data from interviews, observations, and documentation until patterns, themes, and relationships between categories are obtained that explain the transformation of competency mapping. The validity of research results is maintained through the application Febriani et al. (2023) of *the principle of trustworthiness* which includes *credibility*, *transferability*, *dependability*, and *confirmability*, so that the research findings have an adequate level of trust and consistency.

## RESULT AND DISCUSSIONS

### Transformation of Competency Mapping through Simplification of Organizational Structure at BKPSDM Ogan Ilir Regency

The policy of simplifying the organizational structure is one of the bureaucratic reform agendas that aims to realize a government organization that is more *agile*, effective, and adaptive to changes in the strategic environment. The implementation of this policy is carried out through the equalization of administrative positions into functional positions so that the organizational structure that was originally hierarchical has changed to be simpler and more flexible. These changes not only have an impact on institutional aspects, but also on organizational business processes, work patterns, and the demands of professionalism of state civil servants (ASN). The transfer of functional positions is expected to be able to improve the efficiency, effectiveness of public services, and the professionalism of civil servants in carrying out government duties. The results of the study show that this policy encourages a change in the work orientation of ASN at

the BKPSDM of Ogan Ilir Regency from administrative functions to professional functions according to their respective fields of expertise. (Aritonang et al., 2025)

The change in organizational structure has implications for the increasing need for ASN competencies so that organizations need to transform competency mapping as a strategic instrument for human resource management. Competency mapping no longer functions as a mere administrative need, but becomes the basis for employee placement, competency development, career development, and the application of the merit system objectively. From the perspective of the theory of simplifying organizational structure, changes in organizational design will always be followed by changes in work design, coordination patterns, and competency needs that support the achievement of organizational goals. Therefore, the success of bureaucratic simplification is highly determined by the organization's ability to adjust the competencies of civil servants to the demands of the new work system (Erliani et al., 2024; Hakim, 2025). Based on the results of the research, the transformation was analyzed through three main dimensions of ASN competencies, namely technical, managerial, and socio-cultural competencies. (Hilalludin, 2026)

Analysis of the 2025 Ogan Ilir Regency BKPSDM position map shows that there is a strengthening of functional positions as a consequence of the implementation of bureaucratic simplification policies. Various functional positions, such as Apparatus HR Analyst, Computer Institution, Competency Development Analyst, and Policy Technical Reviewer, show that organizations increasingly emphasize the need for ASN who have professional competence according to their field of duty. The existence of these positions marks a shift in the orientation of ASN management from a position-based approach to a competency-based approach, so that organizational effectiveness is determined more by the quality of employee competencies than by a mere hierarchical structure. This condition also shows an organizational pattern that is increasingly flexible and function-oriented compared to the traditional bureaucracy that relies on the chain of command. (Ariani, 2023)

The strengthening of functional positions is a logical consequence of bureaucratic reform that places competence as the main factor in the implementation of organizational tasks. Research shows that the equalization of administrative positions to functional positions is able to increase the professionalism of ASN through the placement of employees based on competencies and opens up opportunities for skill development according to their respective fields. The findings of this study show that the transformation of the organizational structure in the BKPSDM of Ogan Ilir Regency not only changes the composition of the work unit, but also changes the paradigm of human resource management of the apparatus. ASN competencies are the main foundation in employee placement, career development, and organizational capacity development so that information about individual competencies becomes an increasingly important need. Choirunnisa et al. (2023)

The results of this study are in line with the findings that conclude that organizational structure reform must be followed by strengthening the competency system, implementing Maryuni et al. (2024) *a merit system*, and developing competency-based human resources. Without adequate competency mapping, bureaucratic simplification has the potential to result only in changes in formal structures without improving the quality of organizational performance. Therefore, the transformation of the organizational structure accompanied by the strengthening of functional positions requires the availability of a competency mapping system that is able to identify the conformity of ASN competencies with the demands of the position objectively. Competency mapping is then a strategic instrument in supporting employee placement, career development, and continuous capacity building of ASN according to organizational needs.

Table 1. Functional Positions at BKPSDM Ogan Ilir Regency in 2025

| Yes | Functional Positions                      |
|-----|-------------------------------------------|
| 1   | HR Analyst Apparatus Associate Expert     |
| 2   | HR Analyst of Young Expert Apparatus      |
| 3   | Computer Infrastructure for Young Experts |
| 4   | First Expert Computer Setup               |
| 5   | Competency Development Analyst            |
| 6   | Policy Technical Reviewer                 |

Source: Ogan Ilir Regency BKPSDM Position Map in 2025

### Strengthening Functional Positions After Simplifying Organizational Structure

Based on the 2025 Ogan Ilir Regency BKPSDM position map, the organizational structure shows the strengthening of the role of functional positions as a consequence of the implementation of bureaucratic simplification policies. Positions

such as Associate Expert Apparatus Human Resources Analyst, Young Expert Apparatus Human Resources Analyst, Young Expert Computer Apparatus, First Expert Computer Apparatus, Competency Development Analyst, and Policy Technical Reviewer show that the organization no longer relies on structural positions, but increasingly relies on the professional competence of ASN in carrying out organizational tasks. This change reflects a paradigm shift in human resource management from a position-based approach to a competency-based approach, so that competence becomes the main factor in filling positions and carrying out tasks. These findings are in line with the study on bureaucratic simplification that places the transformation of positions as an important instrument of modern bureaucratic reform. (Kencono et al., 2024)

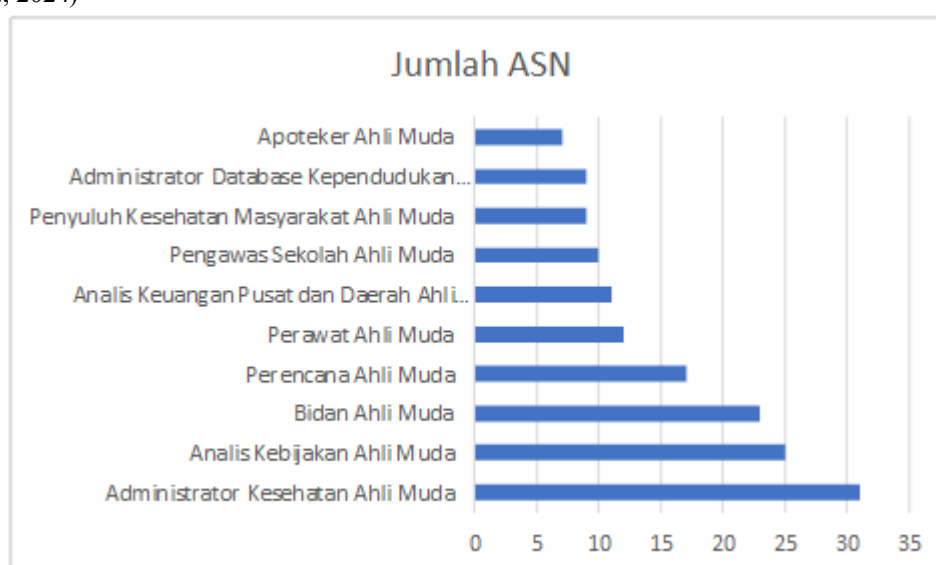


Figure 1. Graph of the Ten Most Young Expert Functional Positions in Ogan Ilir Regency

Source: Ogan Ilir Regency Young Functional PJBT Data, 2025

Data from the Ogan Ilir Regency Young Expert Functional Officer shows that there are 244 ASNs occupying 53 types of functional positions. The position of Young Expert Health Administrator is the largest formation with 31 ASN, followed by 25 ASN Young Expert Policy Analysts and 23 ASN Young Expert Midwives. The composition shows that the need for professionals in the fields of health, public policy, and human resource development is still a priority for the organization. This condition also shows that strengthening functional positions provides a wider space for ASN to develop expertise according to their field of duty without relying on the limitations of structural positions, thus supporting the formation of a more adaptive and professional bureaucracy. (Lopes & Joniarta, 2026)

The results of the study show that the strengthening of functional positions cannot be separated from the implementation of the ASN competency mapping system. Various functional positions in BKPSDM, such as Apparatus HR Analyst, Competency Development Analyst, and Policy Technical Reviewer, require analytical, conceptual, and technical skills supported by certain competency standards. The data on the competency mapping of ASN in Ogan Ilir Regency also shows that the dimensions of integrity, communication, cooperation, public service, decision-making, critical thinking, and emotional intelligence have become part of the ASN assessment process. Thus, competency mapping is a strategic instrument to ensure the suitability of employee competencies with the demands of the position, as well as support the implementation of the merit system in the management of ASN. (Anggraini et al., 2025)

Strengthening functional positions also encourages increased professionalism and organizational effectiveness. ASN are required to continue to develop their competencies through education, training, certification, and various forms of professional development in order to be able to meet the demands of functional positions. Organizations supported by ASN with specific competencies have proven to be more able to produce quality policies and public services than organizations that rely only on hierarchical structures. These findings are in line with research that confirms that sustainable competency development is an important factor in supporting bureaucratic transformation that is adaptive to changes in the strategic environment. Ames et al. (2019)

Overall, the results of the study show that strengthening functional positions at the Ogan Ilir Regency BKPSDM is an integral part of the transformation of ASN management after bureaucratic simplification. This transformation is marked by the increasing role of competencies as the basis for placement and career development of civil servants, the development of profession-based career paths, and the increasing importance of a competency mapping system that is integrated with competency development, talent management, and performance evaluation. Therefore, strengthening functional positions is not only an administrative consequence of changes in organizational structure, but also a strategic instrument in realizing a professional, adaptive, and competency-based bureaucracy according to the principles *of the merit system* (Amalia & Putri, 2025).

### **Competency Mapping Transformation Analysis through the Organizational Structure Simplification Model**

The results of the study show that the transformation of competency mapping through the model of simplifying organizational structure at the Ogan Ilir Regency BKPSDM is a consequence of the implementation of bureaucratic reform that changes the paradigm of ASN management from a position-based approach to a competency-based approach. Simplifying the organizational structure reduces the dominance of the bureaucratic hierarchy and strengthens functional positions so that ASN is required to carry out substantive functions according to their expertise. Strengthening functional positions causes organizations to need more accurate ASN competency information as a basis for placement, career development, and competency development objectively through a competency mapping system. (Bachtiar & Hidayat, 2024) (Kenuwiarja, 2025)

The most obvious competency transformation can be seen in the technical competency dimension. Bureaucratic simplification increases the need for mastery of the substance of work, regulations, information technology, data management, and analytical skills according to the characteristics of functional positions. The existence of positions such as Apparatus HR Analyst, Competency Development Analyst, Policy Technical Reviewer, and Computer Institution shows that organizations need civil servants with specific professional competencies. However, the study also found that there is still a gap in information technology, data analysis, and technical mastery skills in some civil servants, so *that an up-skilling and reskilling program* is needed on an ongoing basis.

In the dimension of managerial competence, the results of the study show that simplifying the organizational structure does not reduce the importance of managerial skills, but instead expands its needs to all ASN. The reduction of bureaucratic levels encourages a more collaborative work pattern so that civil servants are required to have the ability to coordinate, communicate, leadership, decision-making, and change management in supporting organizational effectiveness. On the other hand, socio-cultural competence is also becoming increasingly important because ASN must be able to build effective communication, work together, adapt to diversity, and provide quality public services. These competencies have been proven to contribute to increasing public satisfaction and the quality of public services. (Kusnandar, 2025) (Mahdi & Anshori, 2022)

The three dimensions of competence, namely technical, managerial, and socio-cultural competencies, complement each other in supporting the implementation of ASN duties in modern organizations. Technical competence is needed to carry out substantive work, managerial competence supports coordination and decision-making, while socio-cultural competence strengthens the ability of civil servants to interact and provide services to the community. Therefore, the success of simplifying the organizational structure is not only determined by changes in the formal structure, but also by the organization's ability to develop the three competencies in an integrated manner in order to create ASN that is professional, adaptive, and oriented to public services. (Amalia & Putri, 2025; Indriasari et al., 2024)

In the perspective of David Easton's Policy System Theory, the transformation of competency mapping can be understood as a series of processes that begin with a policy of simplifying organizational structure as *input*, followed by structural changes, strengthening functional positions, and changes in work patterns as *processes*, then producing the mapping of ASN competencies as *outputs*, as well as the realization of professional, competent, and adaptive ASN as *a process*. And then there's the T The results of the study show that the transformation model implemented by the Ogan Ilir Regency BKPSDM has led to competency-based ASN management, although it still faces obstacles in the form of suboptimal integration of competency data, the implementation of *assessments*, and the use of competency mapping results in all aspects of ASN management. Therefore, strengthening an integrated competency mapping system is a strategic step to support the success of bureaucratic reform in a sustainable manner. (K. L. Dewi et al., 2022)

### **Comparative Analysis of Existing and Recommended Models**

Based on the results of the study, there is a fundamental difference between *the existing* model of competency mapping transformation applied to the Ogan Ilir Regency BKPSDM and the recommended transformation model. The

*existing* model developed in response to the implementation of the policy of simplifying the organizational structure with the main orientation on adjusting the competencies of ASN to functional positions. These changes are realized through adjustments to job roles, job designs, *reskilling needs*, and work coordination patterns as a consequence of bureaucratic simplification. Although it is able to support organizational adaptation, this model is still oriented towards meeting short-term competency needs according to the demands of the position. (Muhammad & Supriadi, 2022)

The recommended model has a wider scope because it views the transformation of competency mapping as a strategic instrument in the sustainable development of human resources of the apparatus. The results of competency mapping are not only used to identify the suitability of ASN competencies with positions, but are also used as a basis for the preparation of training programs, career development, capacity building, and integrated competency development strategies. Thus, competency mapping serves as the basis for decision-making in competency-based ASN management, not just meeting administrative needs. (K. L. Dewi et al., 2022)

Table 2. Comparison of Existing and Recommended Models

| Aspects                        | Model Existing                                               | Recommended Models                                                                                           |
|--------------------------------|--------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|
| Model Orientation              | Adjustment of ASN competencies to functional positions       | Development of professional, adaptive and competency-based ASN                                               |
| Key Focus                      | Adaptation to change of position                             | Continuous competency transformation                                                                         |
| Organizational Process         | Role changes, job design, re-skilling, coordination patterns | Role changes, job design, re-skilling, coordination patterns that are integrated with competency development |
| Competency Dimension           | Technical, managerial, socio-cultural                        | Technical, managerial, socio-cultural as the basis for ASN development                                       |
| Utilization of Mapping Results | Adjustment of competencies to positions                      | The basis for ASN competency development                                                                     |
| Outcome                        | ASN according to the demands of functional positions         | ASN is professional, adaptive, and competency-based                                                          |

Another difference lies in the position of competency development in both models. In the *existing* model, the transformation process stops at the stage of adjusting the competencies of ASN to functional positions so that the competency development system has not been integrated with organizational needs and the results of employee competency evaluation (Sihombing, 2026). Instead, the recommended model places competency development as a mandatory follow-up stage after competency mapping, so that organizations can follow up on competency gaps through *up-skilling*, *reskilling*, and professional development programs on an ongoing basis.

These differences have implications for *the outcomes* produced. The *existing model* is oriented towards achieving the suitability of ASN competencies with functional positions as an indicator of the success of the implementation of bureaucratic simplification, although it still faces the problem of career development and certainty of functional position levels. On the contrary, the recommended model targets the realization of professional, adaptive, and competency-based ASN through the integration of competency mapping, competency development, merit system, and career management. This approach allows for the overall improvement of the quality of ASN while strengthening the effectiveness of the organization. (Djumadin & Yahya, 2023)

In the perspective of David Easton's Policy System Theory and organizational transformation theory, the recommended model is able to explain a more comprehensive relationship between policies to simplify organizational structure as *inputs*, organizational change processes, competency mapping transformation, ASN competency development, and *outcomes* in the form of professional, adaptive, and competency-based ASN. This model also integrates the development of technical, managerial, and socio-cultural competencies as a unit in ASN management. Therefore, the recommended model is superior to the *existing model* because it not only explains the process of adaptation of ASN to organizational changes, but also provides a framework for sustainable competency development to support the success of bureaucratic reform in the Ogan Ilir Regency BKPSDM.

## CONCLUSION

The results of the study show that the transformation of ASN competency mapping through the simplification of the organizational structure at BKPSDM Ogan Ilir Regency has changed the orientation of human resource management from an administrative approach to a competency-based approach. The transfer of administrative positions to functional positions encourages the adjustment of the technical, managerial, and socio-cultural competencies of ASN according to the demands of the new position. This transformation is also marked by the increasing use of competency mapping results as the basis for employee placement, competency development, career development, and strengthening the implementation of *the merit system* in ASN management. However, the implementation has not been running optimally because it still faces obstacles in the form of budget limitations, lack of integration of competency databases, limited management resources, and not optimal competency information systems that support decision-making.

This study found that the transformation process of competency mapping took place through the stages of simplifying the organizational structure, implementing *competency assessments*, *identifying competency gaps*, developing ASN competencies, and utilizing mapping results in various ASN management processes. This process shows a change towards more systematic, objective, and data-based competency management, although the use of *assessment results* has not been fully integrated in the entire ASN management cycle. The success of the transformation is supported by the commitment of the leadership, bureaucratic reform regulations, increasing awareness of civil servants on the importance of competency development, and the use of information technology, which together encourage the strengthening of organizational capacity in dealing with bureaucratic changes.

This research produced an optimal model of competency mapping transformation that places the simplification of organizational structure as a trigger for changes in the ASN competency management system. The model integrates position analysis, technical, managerial, and socio-cultural competency mapping, digitization of competency data, competency development based on organizational needs, and utilization of mapping results for placement, career development, *talent management*, and *succession planning*. The proposed model provides conceptual and practical contributions in the form of a competency management framework that is more integrated, adaptive, and *merit system*-oriented, so as to be able to support the improvement of ASN professionalism and organizational effectiveness after simplifying the bureaucratic structure.

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