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January 2020





BUREAUCRATIC REFORM IN INDONESIA: POLICY ANALYST EXPERIENCES

University of Melbourne



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GLOSSARY

AAKI	<i>Asosiasi Analis Kebijakan Indonesia</i>	Indonesian Association of Policy Analysts
BAPAK	<i>Berita Acara Penilaian Angka Kredit</i>	Statement/Report of Credit Point Assessment
BKN	<i>Badan Kepegawaian Negara</i>	National Civil Service Agency
CPNS	<i>Calon Pegawai Negeri Sipil</i>	Civil Servant Candidate
CSIS		Centre for Strategic and International Studies
	<i>Inpassing</i>	Conversion of existing civil servants to new role of functional policy analyst
	<i>Diklat Prajabatan</i>	Pre-CPNS training course
DP3	<i>Daftar Penilaian Pelaksanaan Pegawai</i>	List of Assessment for Civil Service Activities
DUPAK	<i>Daftar Usulan Penetapan Angka Kredit</i>	Proposed List for Credit Point Allocation
JFAK	<i>Jabatan Fungsional Analis Kebijakan</i>	Functional Policy Analyst
KemenPANRB	<i>Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi</i>	Ministry of State Administration and Bureaucratic Reform
PermenpanRB	<i>Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi</i>	Ministerial Regulation from the Ministry of State Administration and Bureaucratic Reform
KPPOD	<i>Komite Pemantauan Pelaksanaan Otonomi Daerah</i>	Regional Autonomy Implementation Monitoring Committee
KSI		Knowledge Sector Initiative
LAN	<i>Lembaga Administrasi Negara</i>	Indonesian National Institute of Public Administration
	<i>Madya</i>	Senior Level (policy analyst)
	<i>Muda</i>	Junior Level (policy analyst)
PAK	<i>Penetapan Angka Kredit</i>	Allocation of Credit Points (Finalisation)
PP	<i>Peraturan Pemerintah</i>	Government Regulation
PRI		Policy Research Institute
	<i>Pertama</i>	Entry Level (policy analyst)
SK	<i>Surat Keputusan</i>	Decision Letter
SKKNI	<i>Standar Kompetensi Kerja Nasional Indonesia</i>	Indonesian National Job Competency Standards
	<i>Utama</i>	Expert Level (policy analyst)
TPAK	<i>Tim Penilai Angka Kredit</i>	Credit Point Assessment Team
TPD	<i>Tim Penilai Daerah</i>	Assessment/Evaluation Team – from the provinces, districts and municipalities
TPI	<i>Tim Penilai Instansi</i>	Assessment/Evaluation Team – from the sectoral offices of ministries and government agencies
TPP	<i>Tim Penilai Pusat</i>	Assessment/Evaluation Team – from LAN in the central government

EXECUTIVE SUMMARY

Background: Bureaucratic Reform in Indonesia and the Creation of the Policy Analyst Position

In recent years, Indonesia has introduced reforms to its bureaucracy in response to critiques of the quality of government policy design and delivery. While incremental reforms to the civil service took place in the first decade of Indonesia's democratic transition, beginning with revisions to the Civil Service Law in 1999, these efforts were scaled up after President Yudhoyono's re-election in October 2009. Importantly, bureaucratic reform was designated by President Yudhoyono as the first priority in his '11 Development Priorities', which provided a road

map of policy priorities. These were then translated into the National Medium-Term Development Plan and other implementing arrangements, such as the Grand Design for Bureaucratic Reform and Presidential Decision 14/2010 on Establishing the National Bureaucratic Reform Steering Committee for his second presidential term of 2009–2014. In December 2010, a Grand Design for Bureaucratic Reform 2010–2025 strategy was launched through a presidential regulation and complemented by a five-year road map (2010–2014).

The reform process and the roll out of the Grand Design strategy has continued under President Jokowi's administration, with the president also expressing commitment to the process for his second term commencing in 2019. Continued efforts to reform the bureaucracy are prioritised in Indonesia's National Medium-Term Development Plan 2020–2024 under the priority of 'transforming the provision of public services and strengthening the political and legal environment, security and safety'. This is one of seven priorities identified in the plan.

The Grand Design of Bureaucratic Reform strategy seeks to reduce the number of civil servants employed in administrative or managerial positions (structural appointments) in favour of skills-based recruitment into 'functional' positions. Specifically, the introduction of the 'policy analyst' position as a functional position in the civil service has sought to improve evidence-based policy making and the quality of policy outcomes, by incorporating merit-based recruitment, appointment and promotion. The role of functional policy analysts (*Jabatan Fungsional Analis Kebijakan* or JFAKs) is to assist policy makers in identifying policy issues, analyse evidence available on these issues, and ultimately make policy recommendations.¹

Supporting Agencies

The Indonesian National Institute of Public Administration (LAN) has been assigned as the supporting agency for the competency-based recruitment, assessment and appointment of policy analysts in the civil service. LAN's efforts support the roll out and scale up of the number of policy analysts appointed across the civil service, and assist with the establishment of the Indonesian

¹ According to both the Ministerial Regulation No. 45/2013 from the Ministry of State Administration and Bureaucratic Reform (*PermenpanRB*) and the Indonesian National Job Competency Standards (*Standar Kompetensi Kerja Nasional Indonesia* or SKKNI), JFAKs have two main roles: 1) To formulate and analyse policy research; and 2) To work on policy advocacy. Policy analysts' views on this role, and their involvement in the full life cycle of policy design, implementation and evaluation are reflected in their comments throughout this report.

Association of Policy Analysts (*Asosiasi Analis Kebijakan Indonesia* or AAKI). LAN, in collaboration with other government agencies, such as the Ministry of State Administration and Bureaucratic Reform (KemenPANRB) and the National Civil Service Agency (BKN), has developed and institutionalised the role of policy analyst within the Indonesian civil service. This process is still ongoing, and as such the findings in this report represent experiences from the early phase of the roll out of the training and the initial appointment of policy analysts over the first three years (2015–2018). During this time, improvements have been made, regulations revised, and LAN has sought support from a range of ministries and partners, including the Knowledge Sector Initiative (KSI) program.

Overview of Policy Analyst Ranks and Number of Appointments

This report overviews the recent experiences of different policy analyst cohorts since the role's creation in 2015. It investigates these experiences to better understand the extent to which policy analysts are playing the role intended for them, and the factors enabling or inhibiting this. The four grades or job levels for appointments as a policy analyst under the 2014 Civil Service Law, in ascending order of rank, are:

1. Pertama : Entry level
2. Muda : Junior level
3. Madya : Senior level
4. Utama : Expert level

Consultations were held with 51 people in late 2018. They were policy analysts and supervisors across 20 government ministries and agencies, along with observers. The report also draws on a survey of the first cohort of trainees for the policy analyst position in 2015.

LAN has played an active role in championing the creation and implementation of new policy analyst roles since early discussions regarding the position in 2014. As at 10 June 2019, there were 356 active policy analysts across 14 ministries, 13 government agencies and 30 local governments. More analysts have been trained and have met the criteria for appointment when positions become available or allocations are granted by KemenPANRB. Occasionally, trained policy analysts do not go on to take up appointments. For example, between late 2014 to October 2018, 21 analysts (or 10 percent of those trained at the time) did not continue because they switched

back to structural positions, switched to other functional positions, pursued postgraduate study, or resigned from the civil service.

Cohort Experiences: Motivations

Early champions

Early policy analyst 'champions' who were the first to be assigned to LAN's training, or signed up voluntarily to the training, did so for a range of reasons:

- Becoming a policy analyst was in line with their interests and/or field of study, and represented an area in which they wished to work
- They wanted to develop new competencies, knowledge and experience on policy analysis (either academically, professionally or both)
- They wanted to have an official job title and take up the newly created functional position of policy analyst
- They wanted to be able to design or improve policies and effect change within their institutions.

However, despite intensive training, at onset fewer than half of these participants felt fully prepared to introduce or implement in their workplaces the policy development learning they had acquired, indicating the importance of ongoing support and skills development after initial competency training.

In addition to recognising the need for further training and capacity building, this early cohort of participants also recognised the following challenges they faced, or might face in the future, in undertaking policy analysis or trying to effect change within their institutions:

- **Awareness in their agencies** of the creation of the new position and its function
- **How receptive unit heads in their work places would be to policy or other suggestions**, based on their character, institutional politics, other interests, or the tendency to treat policy development as a technical, administrative exercise
- **Preparedness of their offices** to incorporate policy analysis into work place business processes
- **Administrative preparedness of their offices** to support the new role, particularly in places where 'structural' positions were prioritised

- What the **financial allowances** (as a part of the pay structure) would be for the new position.

Supporting agencies (LAN, KemenPANRB, BKN) are working to overcome these challenges in an effort to continue scaling up the further appointment of policy analysts moving forward.

New recruits

Some three years on from this early training, new policy analysts described a range of motivations for taking up their roles. Some sought out a position that was more closely aligned with their educational background and interests, while others looked for a role they perceived would be more challenging than their current position. A common motivation among both junior and senior policy analysts was a sense their work would have greater impact on their organisations overall. Many junior policy analysts were keen to take a more active role in decision making and to challenge the hierarchies they perceived as inherent to the existing structures of the civil service. Many junior policy analysts chose to apply for the role as they saw it as an opportunity to learn, grow their existing skills and build new capabilities, and in time ‘fast-track’ promotion through the ‘credit system’.² Others were encouraged or instructed to apply to become a policy analyst by their supervisors.

Senior or expert policy analysts’ motivations for taking up the role differed somewhat from those at the more junior levels. While there were some similarities in their motivations—such as an alignment with their educational background—other motivations varied, in line with analysts’ level of expertise and seniority within each institution, a higher degree of autonomy in being able to choose their work, and their relative proximity to retirement age. Many felt they held a certain level of combined academic and field experience that could be applied in the new role of policy analyst, and which could be used in the future to train junior analysts. Some felt they were suitably qualified to undertake advanced analysis or make recommendations on policy reform given their postgraduate studies or their experience and knowledge of the civil service. Senior policy analysts not only felt their skills and experience were being recognised through this new role, but that they also had the opportunity to

give back to their organisations and to contribute their knowledge and experience to fostering a stronger culture of analysis and reform within the government. Many also sought stability in their working location, along with the autonomy and opportunity to determine their own work plans. Others felt that the policy analyst role offered them the opportunity to concentrate their work in one area, to ‘settle’ in one place (structural positions are frequently moved between agencies and regions), and that they could extend their careers in the civil service, as the retirement age for functional policy analysts is 65, compared with 58 for structural appointments.³

Cohort Experiences of Transition: Being a Policy Analyst

Junior and senior analysts had different experiences of transitioning into their new roles. Some had overwhelmingly positive experiences, enjoying high levels of support from their supervisor or institution, and a sense of increased satisfaction and meaning in their work. In general, most policy analysts found LAN’s training to be valuable, specifically in setting out a clear picture of the responsibilities and scope of work expected. Respondents with postgraduate qualifications, in particular, were eager to apply their academic knowledge and contribute to better policy making in Indonesia by pursuing careers in these new roles. The ability of policy analysts to apply their academic expertise was significant for those at a senior level: many senior policy analysts were able to draw on both their postgraduate academic backgrounds and their substantial seniority and cumulative experience over many years working in the civil service. They could use this to their advantage for a smooth transition into their new roles and in influencing policy makers.

Others faced challenges in becoming policy analysts, particularly when only a few analysts were appointed in their institutions. In these situations, there was often a lack of institutional support or readiness to accommodate the role, a lack of ongoing training and learning, and in some cases a sense of isolation for analysts in their new roles or a feeling that their skills were not suited to their new positions. Across the 20 agencies consulted, it was clear that in situations where there was awareness of the policy analyst position and its importance among senior management, human resources and planning units, the

² The ‘credit system’ for policy analysts is a performance-based system through which policy analysts accrue ‘credit points’ based on tasks performed and deliverables submitted, and are able to be promoted on the basis of merit.

³ According to Articles 239, 240, 354 and 355 of Government Regulation (PP) No. 11/2017 on Civil Service Management, the retirement age is: 1) 58 years for functional *pertama* and *muda*; 2) 60 years for functional *madya*; and 3) 65 years for functional expert (*utama*).



transition was easier for newly appointed analysts. In ministries in which large numbers of structural-based civil servants were ‘transitioned’ into policy analyst roles, a common trend was that staff had been consulted along the way and planning processes had commenced well in advance to accommodate the new roles. Some of these ministries decided not to send staff to early LAN trainings between 2015 and 2017, preferring instead to wait until the system had been more thoroughly rolled out, tested and fine-tuned, giving themselves more time to plan for the new positions within their own organisational structures.

By contrast, in ministries in which only a handful of staff were encouraged, instructed, or took the initiative to become policy analysts themselves, a lack of awareness from senior management or institutional preparedness to support the role proved challenging for the transition for policy analysts. Some policy analysts gained support from their institutions and supervisors despite this lack of awareness and preparedness, particularly in situations where there was a collegial working culture. However, in other agencies policy analysts faced resistance in their workplaces where structural positions were valued over functional positions or where analysts’ relative ‘independence’ was perceived as a challenge to civil service culture.

As the functional policy analyst position is still considered ‘new’ in the Indonesian civil service, confusion remains in some cases about the role that analysts might play in government agencies. Further, confusion has arisen regarding where the policy analyst role should sit within agencies alongside other functional positions, particularly when those other functional staff might play similar roles providing policy analysis and advice to their superiors, albeit in structural or other functional positions.

At the national level, several policy analysts reported working in isolation and cited a lack of organisational support. However, these analysts often felt they were able to seek support through other networks, such as the bureaucratic reform network, LAN directly, or other policy research institutes (PRIs). By contrast, analysts working at the sub-national level noted that while they felt there was more collegiality and a sense of greater support at their institutions, they did not have the same external support through broader networks. Nonetheless,

respondents at the sub-national level were often quite strategic in positioning themselves at their workplaces, particularly in relation to supervisors and colleagues in structural positions. Over time, these analysts have used varied strategies to promote and mainstream their new roles, which has resulted in significant support from their supervisors and organisations overall.

Cohort Experiences: Challenges

While experiences vary, respondents noted that key challenges for the continued roll out of the policy analyst positions include:

- Raising awareness, supervisory and institutional support for the policy analyst role
- Building awareness of the importance of evidence-based policy making in general
- Improving communication and coordination between supervisors, human resource management units, planning units and LAN/KemenPANRB
- Clarifying the role of the policy analyst *vis a vis* other functional roles, and in the business processes of each ministry/agency
- Reducing the ‘stigma’ around functional positions
- Institutional readiness
- Skills matching and ‘mapping’
- Reducing policy analysts’ isolation
- Improving autonomy for policy analysts to undertake key policy analyst tasks
- Developing training on the credit system to promote consistency among ministries/agencies
- Ensuring allowances and salaries are paid at the appropriate levels
- Providing further training through LAN, AAKI or partners
- Improving professional representation (AAKI) and making activities more social or ‘fun’
- Continuing to fine-tune government regulations relating to the policy analyst position⁴
- Providing more support for supervisors to build awareness in their institutions, to undertake change management, and to manage resistance to change.

Despite some criticisms from policy analysts regarding LAN’s perceived lack of involvement in supporting analysts, LAN has carried out a range of activities to support analysts in their new roles, with the resources available. These

⁴ There are a range of government regulations relating to the role of policy analyst. These are listed at Appendix I to this report.

have included roadshows to sub-national governments, weekly/fortnightly discussions, and assisting ministries that directly request its assistance. Most respondents believed that LAN had been responsive to enquiries. However, several supervisors and policy analysts also suggested that LAN could put more resources into visiting government institutions in order to build awareness about the policy analyst position, to troubleshoot issues surrounding the appointment process, and to provide ongoing mentoring to policy analysts in the workplace. At the same time, LAN has limited budget available to meet all these requests.

LAN is working closely with AAKI leadership to work towards the association being able to train, test and certify analysts from non-government institutions to grow the profession and broader culture of evidence-based policy making in Indonesia. To date, LAN has worked closely with AAKI and the appropriate authorities to design a credit system for certification, tailored to analysts' differing skills and experience levels. AAKI has also been working on establishing its standard operating procedures and other organisational structures. Unlike other professional associations in Indonesia which receive some government support, AAKI is unable to receive funding from LAN as LAN is a supporting government agency rather than a full ministry, and therefore has neither the resources nor the budgetary authority to provide funds in this way.

Good Practices

In instances where policy analysts have been well supported in their new roles, a number of trends have emerged. In some of the ministries visited for consultation, many steps had been taken to prepare for the appointment of a significant number of policy analysts. These ministries had tended to rely heavily on data analysis and evidence-based policy making, and already employed large numbers of technically skilled staff such as researchers, health scientists, financial analysts, social scientists and others. These ministries recognised the unique value that evidence-based policy making adds to their institutions, and had taken significant steps to embed the role of policy analysts into their organisational structures in an effort to strengthen a culture of evidence-based policy making across their institutions.

While these ministries may be more highly resourced than others and have a longer history of working with data for policy making, there are helpful lessons from the steps they took to smooth the way for the appointment of policy analysts.

Prior to recruiting policy analysts, these ministries had taken steps to ensure institutional readiness, such as:

- Feasibility studies and readiness assessments
- Establishing units to oversee the conversion of existing staff to policy analyst positions
- Defining and clarifying job descriptions and ranks for proposed policy analyst positions, for example, preparing the work load analysis (*Analisis Beban Kerja*) and job analysis (*Analisis Jabatan*)
- Preparing the relevant technical guidance for policy analysts' career development
- Defining more clearly the relationship between structural and functional officials
- Re-designing organisational structures
- Transition planning and mapping
- Developing policy analyst technical guidelines
- Undertaking employee mapping processes
- Actively coordinating with LAN, KemenPANRB and other internal ministerial departments.

Steps had been taken to create awareness among staff and supervisors of the role and its function, with consultations being conducted along the way.

Processes for continued change management after the appointment and placement of policy analysts included:

- Constructive communication and communication planning
- Coaching and manager training for change management
- Training and employee training development
- Planning for and managing 'resistance' in the organisation
- Discussions on salary conversions that incorporate both current salaries and future salary expectations (including the ways in which careers and salaries can be fast tracked)
- Data collection, feedback analysis and corrective action
- Celebrating and recognising success.

According to the consultations, inspirational leaders for policy analysts had:

- Provided opportunities for staff to develop their skills
- Encouraged staff to develop policy recommendations that were actionable or could be operationalised
- Provided incentives for policy analysts to do necessary research, gather data from different resources, and more importantly, give advice based on evidence
- Understood staff potential and motivated them to showcase their work via several channels, such as in newsletters, bulletins, journals, newspapers, etc.
- Been ready to mobilise support and resources to help policy analysts gain access to contacts and the data required for their analysis
- Helped policy analysts define their roles by facilitating discussions on work load analysis (*Analisis Beban Kerja*), job analysis (*Analisis Jabatan*) and employee work targets (*Sasaran Kerja Pegawai*); clarified the policy analyst job description in their team; and resolved issues as necessary, especially relating to the appointment and promotion process.

Recommendations

Based on respondents' comments, this report concludes by making a number of recommendations for both KSI and LAN. Key recommendations (others are provided in the report) are summarised as:

For LAN:

- Scale up planned coordination processes between LAN and the home agencies/ministries that build awareness and better understanding of policy analyst roles
- Facilitate or scale up further training for policy analysts once appointed
- Increase networking opportunities for policy analysts at the sub-national level
- Continue to support AAKI so it is better positioned to support policy analysts
- Continue to strengthen supervisors' understanding of the new roles, including the importance of the credit system
- Run in-house training for supervisors, planning units and human resource units within workplaces.

For KSI:

- Continue to support LAN in the provision of further training for analysts, drawing on KSI's own networks
- Support AAKI to provide:
- 'Fun' social and learning activities for its current membership to build networks with external stakeholders
- Mentoring, short courses, information evenings and other informative seminars
- Support increased multidisciplinary collaboration among policy analysts who work on similar policy issues, both at national and sub-national levels
- Support LAN to scale up the Policy Analysis for Indonesia (*Analisis Kebijakan Untuk Indonesia*) awards system for policy analysts, co-hosting networking events in which the ceremonies are held
- Support LAN to distribute a newsletter or circular that showcases the work of policy analysts, for example a bulletin, online forum, etc.
- Support training for policy analysts' supervisors in change management.

For LAN and KSI:

- Continue to focus on setting competency standards to create accurate 'benchmarks' for the role across the country. For example, organisations such as the Regional Autonomy Implementation Monitoring Committee (*Komite Pemantauan Pelaksanaan Otonomi Daerah* or KPPOD), the Centre for Strategic and International Studies (CSIS), the SMERU Research Institute, Synergy for Change (Pattiro) and AAKI are working on this through the Indonesian National Job Competency Standards (KKNI). LAN and KSI can assist with the mapping of this document and later the mainstreaming of it across the civil service.

1

INTRODUCTION

1.1 Bureaucratic Reform in the Indonesian Civil Service

In recent years, Indonesia has scaled up its efforts to roll out its bureaucratic reform strategy. While the scale up of reform efforts began under President Yudhoyono, more recently President Joko Widodo supported the process during his first term. He expressed his commitment to continue implementing bureaucratic reform during his second term. Continued efforts to reform the bureaucracy are one of the seven priorities identified in Indonesia's National Medium-Term Development Plan (2020–2024) under the framework of transforming the provision of public services and strengthening the political and legal environment, security and safety.

The reform efforts emerged in response to critiques of the quality of policy design and delivery by the civil service in Indonesia. For example, Sutmuller and Setiono (2011) argue that quick wins for political gains (focusing on roads, bridges and buildings) have tended to be prioritised over both evidence-based policy making more generally, and over policy preferences that produce more intangible benefits (research, capacity development, services, etc.) specifically. While regulatory frameworks may specify that evaluations and reviews should be undertaken in the policy design, regulation formulation and policy implementation, in practice only limited evaluations of existing policies and decisions have been done. There are few consequences, Sutmuller and Setiono argue, for introducing and implementing ineffective policies.

A judicial review of 13,000 local regulations (serving as the instruments which enact policies) produced between 2002 and 2011 found that many of these regulations contravened existing legislation, in particular the provisions of Law No. 10/2004. This law emphasises that policies should serve the public interest and be in line with national priorities and regulations (Kumorotomo et al., 2013). As a result, 4,000 regulations were revoked by the central government, some of which had already taken effect (ibid.). Kumorotomo et al. (2013) contend that there are significant financial costs associated with ineffective policy formulation and implementation, which ultimately has implications for the quality of policy outcomes. Many of those consulted for this report argued that there is a culture of civil servant decision making based on instructions from above, rather than civil servants suggesting policy innovations based on data analysis, and developing and assessing policy options.

In response, Indonesia has introduced processes of appointment and promotion based on merit-based selection as a part of the Grand Design of Bureaucratic Reform strategy discussed in the next section. This includes the creation of new 'functional' positions whereby people are recruited and appointed to the civil service based on specific skill sets (Dwiyanto, 2015) and promoted based on merit.

1.2 Policy Analysts: Job Levels and Function

One such position is the newly created functional 'policy analyst' position, which is being rolled out in the Indonesian civil service to improve the policy-making process and the quality of policy outcomes.

According to Ministerial Regulation 43/2013 from KemenPANRB on policy analysts in the civil service (*Jabatan Fungsional Analisis Kebijakan* or JFAKs), and credit mechanisms, the four job grades in order of seniority for policy analyst appointments are:

1. Pertama : Entry level
2. Muda : Junior level
3. Madya : Senior level
4. Utama : Expert level

The role of JFAKs is to assist policy makers to identify policy issues, analyse evidence available on these issues, and ultimately make policy recommendations.⁵ Key aspects of the role of JFAKs involve:

- Assisting policy makers to identify policy issues or problems
- Analysing the evidence available on these issues, existing policies, the broader context, and needs
- Identifying and mapping stakeholders
- Using this analysis to identify policy options, assess their viability and associated risks
- Ultimately making policy recommendations
- Undertaking policy advocacy.⁶

This work is undertaken both individually and as a part of a team depending on the scale of the work involved. Other functional positions include researchers (social and scientific, such as financial analysts or epidemiologists), planners and librarians, among others.

In contrast, structural positions in the civil service are situated in the wider management structure of the civil service, which require general public sector management and administrative skills that are not sector-specific, and for which job responsibilities are based on the level of authority. In structural positions, promotion frequently results in the transfer of a civil servant between government agencies. Functional positions are

less frequently transferred between agencies, given the specific skills required for recruitment. In most situations, to achieve promotion in either functional or structural positions, civil servants must undergo a series of steps, including training by the Indonesian National Institute of Public Administration (LAN) and passing competency tests.

To strengthen this role, LAN has been assigned as the supporting agency to roll out the initiative and to institutionalise the role of policy analysts in the civil service. Specifically, LAN has been tasked with establishing and implementing processes for competency-based recruitment, assessment, appointment and promotion of policy analysts in the civil service, to support the scale up in the number of appointments across agencies, and to support the establishment of AAKI, as mandated in the Minister of State Administration and Bureaucratic Reform Regulation No.45/2013.

1.3 Aims and Report Structure

This report overviews the recent experiences of different policy analyst cohorts between 2015 and 2018. It investigates the experiences of different cohorts of policy analysts to better understand the extent to which policy analysts are playing the role intended for them and the factors that are enabling or constraining this process, so as to be able to provide inputs for further support for the role. In late 2018, consultations were held with 51 people, including policy analysts⁷ and supervisors across 20 government ministries and agencies, and with observers outside government. The report also draws on a qualitative survey of the first cohort of trainees for the policy analyst position in 2015.⁸

It is important to note that the process of rolling out the appointment of policy analysts is still in its early phase and the position is very new: the process of appointing policy analysts, setting up the support structures,

⁵ According to both the Ministerial Regulation No. 45/2013 from the Ministry of State Administration and Bureaucratic Reform (PermenpanRB) and the Indonesian National Job Competency Standards (*Standar Kompetensi Kerja Nasional Indonesia*, or SKKNI), JFAKs have two main roles: 1) To formulate and analyse policy research, and 2) To work on policy advocacy. Policy analysts' views on this role, and their involvement in the full life cycle of policy design, implementation and evaluation are reflected in their comments throughout this report.

⁶ Based on Ministerial Regulation No. 45/2015 from the Ministry of State Administration and Bureaucratic Reform (*Permenpan*) PermenPANRB and the Ministerial Regulation on Indonesian National Job Competency Standards (*Permenaker SKKNI*) regarding policy analysts. According to these regulations, policy analysts should be involved in all elements of a policy cycle, including agenda setting, policy formulation, policy implementation, and monitoring and evaluation.

⁷ In total, 27 policy analysts were consulted – 22 at the national level and five at the sub-national level. This included new civil service staff who had been trained and recently appointed as analysts, analysts who had transitioned over from other roles, those who had recently completed the training but were awaiting appointment to their new roles as policy analysts, and those who had been appointed as analysts but left their position to return to either a structural role or because they had resigned from the civil service altogether.

⁸ Names have been changed and for the most part ministries and agencies have been anonymised in the analysis to protect identities.



training and assessing potential appointees and scaling up the number of appointees to different ministries and government offices at the national and sub-national level is still underway. For example, the allowances for different levels of appointment and different responsibilities (in addition to the base pay) for the position were only finalised and able to be realised in 2016.

As such, the findings from the consultations presented here represent early experiences and provide important inputs for efforts to scale up the initiative. More time is needed for the roll out and evaluations of the ways that the introduction of the policy analyst role to government agencies and institutions might have impact.

The analysis is organised as follows:

1. Bureaucratic reform and merit-based recruitment and appointments in the Indonesian civil service
2. Motivations for becoming a policy analyst
3. Different cohort experiences of transition to 'being a policy analyst'
4. Institutional readiness
5. Situating functional policy analysts among other functional and structural roles
6. Challenges for supervisors and institutions
7. Emerging examples of good practices
8. Recommendations.

2

BUREAUCRATIC REFORM AND MERIT-BASED RECRUITMENT AND APPOINTMENTS IN THE INDONESIAN CIVIL SERVICE

individuals with clear performance expectations and indicators to measure actions and work results.

Reforming the bureaucracy has been a part of the policy agenda of successive post-Soeharto governments since 1999. Civil service reform was a key priority identified during the implementation of democratisation commencing in 1998; the goal was to improve the accountability and transparency of the civil service. Several new laws were formulated in Indonesia's wider reforms to incorporate the principles of merit into civil service appointments, in particular Law No. 43/1999 on the Principles of the Civil Service, and more recently Law No. 5/2014 on the Civil Service. Together, these laws sought to facilitate a shift in the structure of the civil service from a 'closed' system of promotion and decision making based on seniority and rank, to a merit-based system of recruiting, appointing and promoting civil servants.

Specifically, Law No. 43/1999 helped reorient the civil service system to adopt performance-based instruments. Subsequently, Law No. 5/2014, which replaced the earlier 1999 law, paved the way for the appointment of people from outside the bureaucracy to the civil service, the establishment of the Civil Service Commission (KASN) tasked with monitoring the merit system, and the paradigm shift from rank-based appointments to profession-based appointments to the civil service.⁹

Pilots and the Grand Design of Bureaucratic Reform Strategy

The first efforts at bureaucratic reform began in the Ministry of Finance¹⁰ in the Tax Office under the Megawati government in 2002. This was a direct result of 22 Letters of Intent between the International Monetary Fund and the Indonesian Government on the subject of tax administration reform, made between 1997 and 2003 (Stewart and Jogarajan, 2004). However, the pilot gained momentum under the first Yudhoyono Government, when Sri Mulyani was appointed finance minister (2005–2010). The Ministry of Finance served “as a pilot project to lead reform of the bureaucracy, rather than waiting for centrally driven whole-of-government reforms” (McLeod 2008:197). It conducted the initial pilot efforts from 2006. The efforts by the Ministry of Finance to

2.1 Meritocracy and the Scale Up of Bureaucratic Reform

Meritocracy is defined as a social system in which “merit or talent is the basis for sorting people into positions and distributing rewards” (Scully, 1997: 413). Instituting the principle of meritocracy in civil servant recruitment processes in many countries is often associated with appointing civil servants that have specific educational and other qualifications, pass general exams, and satisfy other requirements for the relevant position. In many cases this is accompanied by panel interviews and competency tests. For promotion processes, meritocracy is associated with performance-based assessments of

⁹ Much of this legal reform was carried out with the support of the Australian Government, from the Indonesia-Australia Specialised Training Programs I & II of the mid-1990s to early 2000s, and subsequent work on bureaucratic reform (Reform the Reformers I & II and GPF). As a result, many of the systems implemented through Indonesia's reform closely reflect the Australian Public Service Commission (APSC). Indonesia's Civil Service Commission (KASN), in particular, was modelled on the APSC.

¹⁰ Formerly known as the Department of Finance until 2009.

support bureaucratic reform focused on redesigning organisational structures and procedures, and human resource policies and practices (McLeod 2008).

As this phase of changes was considered fruitful, President Yudhoyono subsequently extended the pilot project to other strategic government institutions, namely the Supreme Audit Board (BKP) and the Supreme Court, in 2008. These agencies sought to duplicate what the Ministry of Finance had implemented: performance-based remuneration (pay reform), organisational redesign and restructuring, and new forms of human resource management. In 2008, the Supreme Audit Board and the Supreme Court joined the Ministry of Finance in pilot projects, followed by similar pilots in the State Secretariat (Sekneg) and the Cabinet Secretariat in 2009.

While incremental reforms to the civil service took place in the first decade of Indonesia's democratic transition, and pilot efforts were undertaken, these efforts were scaled up after President Yudhoyono's re-election in October 2009. Following this, the title, role and function of the Ministry of State Administration was extended to become the Ministry of State Administration and Bureaucratic Reform in October 2009, and the ministry was broadly tasked with overall civil service management and reform.

Commencing in 2010 under the leadership of Vice President Boediono, pilots in bureaucratic reform were implemented in the Coordinating Ministry for Economic Affairs, the Ministry of National Development Planning (Bappenas), the Financial Supervisory and Development Board, the police, the Indonesian military (TNI), the Ministry of Defence, KemenPANRB, the Coordinating Ministry for People's Welfare, and the Coordinating Ministry for Politics, Law and Security.

Bureaucratic reform was also designated by President Yudhoyono as the first priority in his 11 Development Priorities, which provided a road map for policy priorities. These priorities were translated into the National Medium-Term Development Plan and other implementing arrangements such as the Grand Design for Bureaucratic Reform strategy and Presidential Decision 14/2010 on Establishing the National Bureaucratic Reform Steering Committee for his second presidential term of 2009–2014. In December 2010, a Grand Design for Bureaucratic Reform 2010–2025 strategy was launched

through a presidential regulation and complemented by a five-year road map (2010–2014).¹¹ Over the subsequent years, rounds of negotiations took in the deliberations of revisions to the 1999 law, and the new Civil Service Law was ultimately ratified in 2014.

Grand Design Strategy Goal: Streamlining Managerial and Administrative (Structural) Appointments

Over the longer term, the Grand Design of Bureaucratic Reform strategy seeks to streamline the number of civil servants employed in administrative or managerial positions (structural appointments) to favour more positions designated to skills-based functional positions. Tjiptoherijanto (2006) highlights that this was in response to “the organisational structure of the Indonesian bureaucracy [that] is considered fat, slow, not transparent and not accountable” and that there is a need for streamlining or ‘right sizing’ the bureaucracy to provide quality public services, to strengthen the ethos of professionalism, and to have clear career paths in the civil service to respond to assertions that the Indonesian bureaucracy at the managerial level is politicised.

Under the 2014 law, the composition of employees is split into managerial positions (also known as ‘higher leadership’), functional positions and general administrative positions. However, the implementing regulations for the law have not yet been finalised and as such the composition of positions continues to consist of structural and functional positions in line with the previous Civil Service Law (Law no. 43/1999).

2.2 Bureaucratic Reform and the Creation of the Policy Analyst Functional Position

Under Chapter 1, Article 1, Clause No. 1 of Law No. 5/2014, civil servants are deemed to be professionals who: must demonstrate merit through meeting professional service standards; must adhere to a set of basic values, the code of ethics and the code of professional conduct; should undertake educational and professional development; and should belong to professional organisations that can maintain the basic values of the profession. The 2014 Civil Service Law mandates that any position in the civil service should be treated as a profession and that merit-

¹¹ Presidential Regulation No.81/2010 on the Grand Design of Bureaucratic Reform 2010–2025; and Minister for State Administration and Bureaucratic Reform Decree No. 20/2010 on the Road Map of Bureaucratic Reform 2010–2014.

based recruitment, appointment and promotion should be undertaken through assessments of qualifications, competency and experience as the basis for promotion. This helped establish a clear process for career development for every position in the civil service.

To facilitate the development of a more professional system, the policy analyst position was one of the 'functional' positions developed during the deliberations of Law No. 5/2014. The introduction of the policy analyst position as a functional position in the civil service sought to improve evidence-based policy making and the quality of policy outcomes through merit-based recruitment, appointment and promotion. This was both for new appointments, and for the conversion of existing civil servants employed in other structural and functional positions to become policy analysts (*inpassing*). Creating the policy analyst position also provided the impetus for some agencies to recognise the importance of the function of policy analysis in the civil service, which may to varying degrees be carried out by some civil servants in structural positions, albeit in an *ad hoc* way.

2.3 Policy Analyst Recruitment, Appointment and Promotion Processes

Following the ratification of the legislation, the relevant implementing regulations were designed and enacted. This designated LAN as the supporting agency for policy analysts. Since that time, LAN – in collaboration with other government agencies such as KemenPANRB and the National Civil Service Agency (BKN) – has developed, improved and institutionalised the role of the policy analyst in the Indonesian civil service.

Appointment: Many of the processes of gaining accreditation both for new appointments and conversion through *inpassing* are instituted under the regulations of LAN. For example, applicants are required to have a minimum set of educational qualifications (an undergraduate degree), to have passed the civil servant candidate (Calon Pegawai Negeri Sipil or CPNS) exam, and to have met other criteria based on position requirements.

Promotion and the credit system: The promotion process uses performance-based assessments (evidence needs to be provided to demonstrate that the candidate has



"There have been many improvements from LAN. I can see they are updating the regulations. I can recognise it from the updates in the [policy analyst community network] WhatsApp group. The [policy analyst community network] Facebook group also posts information on activities, seminars, socialisation strategies, and updates on the growing number of policy analysts appointed throughout Indonesia. It seems to be getting better... So far, it's good work performed by LAN in guiding and directing us to become good professional policy analysts, as can be seen in trainings, workshops, seminars, including international seminars held. Despite the challenges, they are worthy of a 'thumbs up'."

- Policy analyst, pertama level, sub-national government

experienced in, and has undertaken, certain tasks) and a related credit system (credits are given for the evidence of the tasks performed) to measure progress and the performance of candidates seeking promotion.

According to Ministerial Regulation 43/2013 from KemenPANRB on policy analysts in the civil service (JFAKs), and credit mechanisms, the four job grades (in order of seniority) for policy analyst appointments are:

1. Pertama : Entry level
2. Muda : Junior level
3. Madya : Senior level
4. Utama : Expert level

The recruitment process for policy analysts follows the process of civil servant recruitment as regulated in Government Regulation (PP) No. 98/2000 and PP No. 11/2002 on the Recruitment of Civil Servants. Initially, individuals are appointed to the civil service, but then need to meet the specific position requirements through undergoing the relevant training and tests. This includes training and competency tests for the policy analyst position. The *inpassing* process requires civil servants to meet the educational requirements of the new policy analyst position and to pass a competency test.¹² Box 1 outlines the initial recruitment process for policy analysts.

¹² *Inpassing* is regulated under the Head of LAN Regulation (Peraturan Kepala LAN - PerkaLAN) No. 9/2017 on Functional Policy Analyst Appointment Guidelines through *inpassing* and other regulations from the Minister of State Administration and Bureaucratic Reform, LAN and the National Civil Service Agency (BKN).

BOX 1: SELECTION PROCESS FOR POLICY ANALYSTS

- (1) The applicant must pass the selection criteria and the civil servant candidate (CPNS) exam after applying for the functional policy analyst position.
- (2) If successful, they will receive a decision letter (SK CPNS) confirming their status as a candidate for a civil servant position. They will then commence working in the institution to which they applied as an official candidate for the civil service (CPNS) while awaiting their official appointment letter.
- (3) The CPNS will work for 1-2 years after receiving their SK CPNS. If more than 2 years have passed, the CPNS will submit a certificate of delay from his/her immediate supervisor to query the progress of the candidature.
- (4) The CPNS will receive an official appointment letter confirming his/her status as a civil servant pending fulfillment of the following criteria:
 - a. Submission of the List of Assessments for Civil Service Activities (*Daftar Penilaian Pelaksanaan Pegawai* or DP3) which includes documents confirming their good behaviour during their time as a CPNS, as evidenced by assessment documents from their supervisor
 - b. Submission of health certificates obtained from a government-owned hospital proving their mental and physical health and wellbeing
 - c. Graduation from the pre-CPNS training course (*Diklat Prajabatan*) proven by a certificate of training. The Civil Service Law (Law No. 5/ 2014) states that if they cannot pass the pre-CPNS training course in two attempts, their ongoing CPNS status will be revoked and they will no longer be granted a civil servant position.

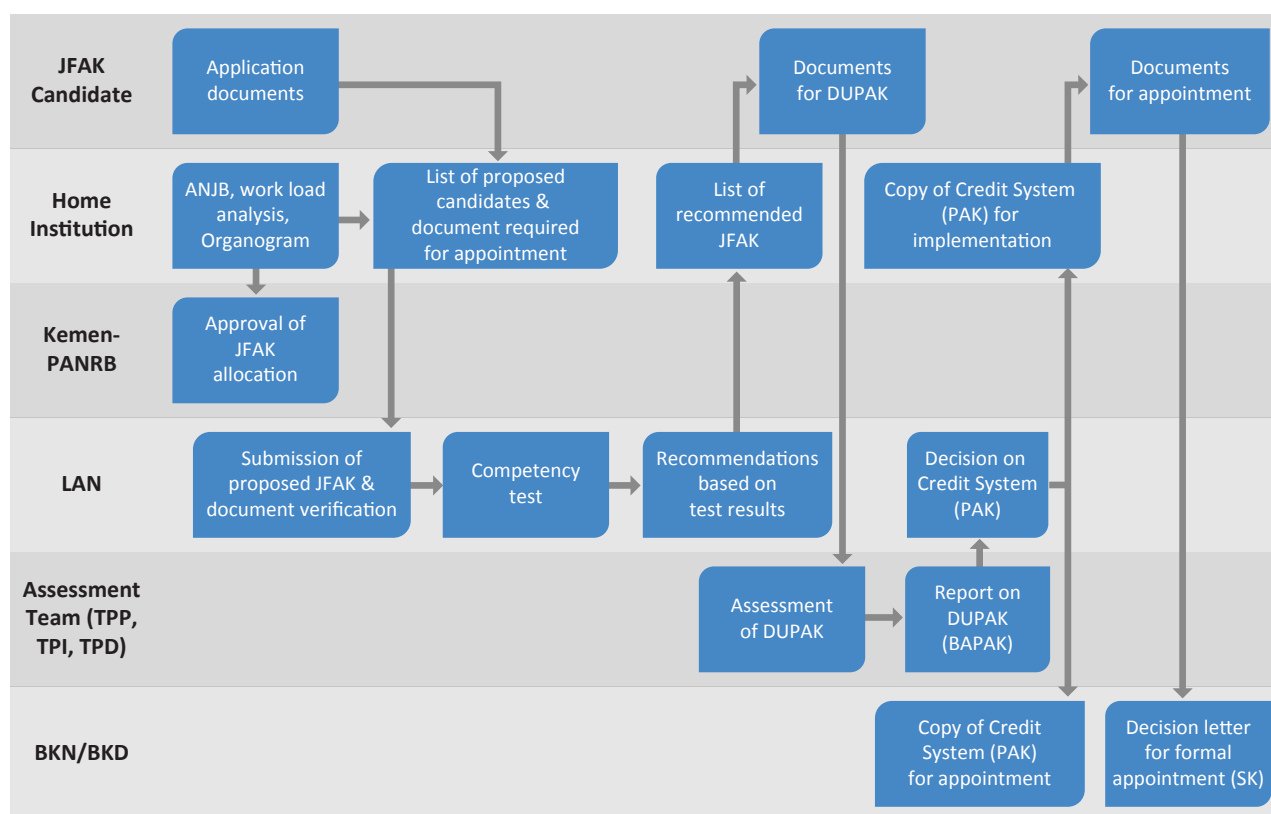
However, while potential policy analysts in the civil service – either through *inpassing* or direct application – may pass the competency tests required for the position, before policy analysts can be appointed a position needs to exist within a particular ministry or government agency at the national or sub-national level for them to occupy. This is based on the approval of positions by KemenPANRB in the organisational structure of each agency. The process for appointing policy analysts is outlined in Box 2.

BOX 2: FUNCTIONAL POLICY ANALYST APPOINTMENTS

- (1) The home institution will determine the number of functional policy analyst positions it believes it requires to be filled based on the organisation's needs.
- (2) The home institution will carry out internal candidate selection. This process involves the submission of the list of potential candidates to the appropriate person of authority, the approval from the appropriate person of authority of the list of candidates, and an internal verification process.
- (3) The home institution submits the proposed number of functional policy analyst positions and list of candidates to LAN.
- (4) KemenPANRB, in coordination with LAN, will assess the request for functional policy analyst positions in the home institution based on the work load analysis (*Analisis Beban Kerja*), and will make adjustments as required.
- (5) LAN conducts administrative selection and data verification.
- (6) The potential functional policy analyst candidates proceed with the competency test and assessment sessions.
- (7) Based on the results of the competency test/s, LAN will send a letter of recommendation for the appointment of the policy analysts to the home institution.
- (8) The home institution starts the process of appointing new policy analysts as civil servants for whom it has received a letter of recommendation.

A number of institutions are involved in the recruitment, approval of appointment and placement of policy analysts in the Indonesian Government. This includes the home institution (i.e. a government ministry, agency or sub-national government office), KemenPANRB, LAN and the Civil Service Commission. The promotion process of functional policy analysts based on their career path is also regulated by the Minister of State Administration and Bureaucratic Reform Regulation No. 43/2013. The process for establishing a position in a government ministry, agency or office is outlined in Box 2 and Figure 1.

FIGURE 1: THE ROLE OF GOVERNMENT AGENCIES IN APPOINTING POLICY ANALYST



Challenges: Understanding the Appointment Process

Given the number of agencies involved in creating and approving the positions for policy analysts to occupy in each government agency, including customising the templates for credit points at each level for promotion to the business processes of each government agency, there was some confusion during the roll out of the position. In particular, those consulted highlighted that this had occurred in relation to ensuring the position was approved and then created within agencies so that the appointed policy analysts had a clear position to occupy, and that the appropriate steps and processes had been taken to customise the credit system to the business processes of each agency, so that policy analysts had a clear framework for their job functions, and how to gain credit points for promotion.

While this process is improving, some indicated during the consultations that further information was required to clarify the following steps in the processes of promotion (as indicated by some of the quotes below following the relevant step):

- (1) LAN and the Credit Assessment Team (*Tim Penilai Angka Kredit* or TPAK) from the home institution or in LAN (depending on resource availability) discuss, assess and establish the credit system mechanism for the functional policy analyst to advance their career path based on the business processes of the home institution.



There is often confusion and delays surrounding promotion of functional policy analysts in those home institutions that do not have their own assessment teams (TPAK). Often, the policy analyst must coordinate and negotiate with both LAN and the human resources unit of their home institution on the appropriate ways to translate their work outputs into the generic template provided by LAN on how credits are counted and evidenced.

- (2) Additionally, policy analysts must develop their own work targets on a yearly basis in coordination with their supervisor. If the policy analysts cannot fulfil the targets, sanctions are applied preventing the policy analyst from being promoted.
- (3) The policy analyst submits his/her Proposed List for Credit Point Allocation (Daftar Usulan Penetapan Angka Kredit or DUPAK) to LAN along with their work-related documents required for data verification.



Several policy analysts highlighted that LAN has not established an online platform for claiming work credits, and that all evidence and claims for credits must be submitted in hard copy:

"LAN has to learn from the researchers [in functional positions]. Researchers use electronic submissions, and already [submit their materials for credit assessment] through an electronic system..." - Policy analyst candidate

"We are constrained in submitting the DUPAK to LAN to process our applications for promotion. If we want to submit the DUPAK and other documents, we must go to Jakarta to meet LAN. With online submission, things can be sped up. I worried when I sent my files through the post. I was afraid it would go missing or not arrive. If it is submitted through an online form, things will be easier, and it could also translate the credit points and determine our result too, so we will know the results as well." - Policy analyst, pertama level, sub-national government

- (4) The promotion process must be in line with the approved number of positions allocated to agencies in line with workloads/needs (formasi) and mechanisms, as set up by KemenPANRB and LAN.
- (5) LAN verifies data and sends the recommendation letters for promotion to the home institution when all criteria are met.
- (6) The home institution will proceed with the promotion process once the recommendation letter is received.



"Why should there be policy analysts? In every [government] agency, there are some functions that have to be carried by those who are responsible for making policies. With the 2014 Civil Service Law, we have to care about the career development of those in structural positions and, at the same time, for those in functional positions. In the early days we were only focused on developing clear career paths for those in structural positions. Now we have to shift our orientation. Why? The number of structural positions is going to be limited [in the future], as employees in structural positions will only carry out managerial functions... Every agency can fully function if they maximise the utilisation of functional positions required in each respective agency."

– Supervisor at KemenPANRB

2.4 LAN and KSI's Support for Policy Analysts

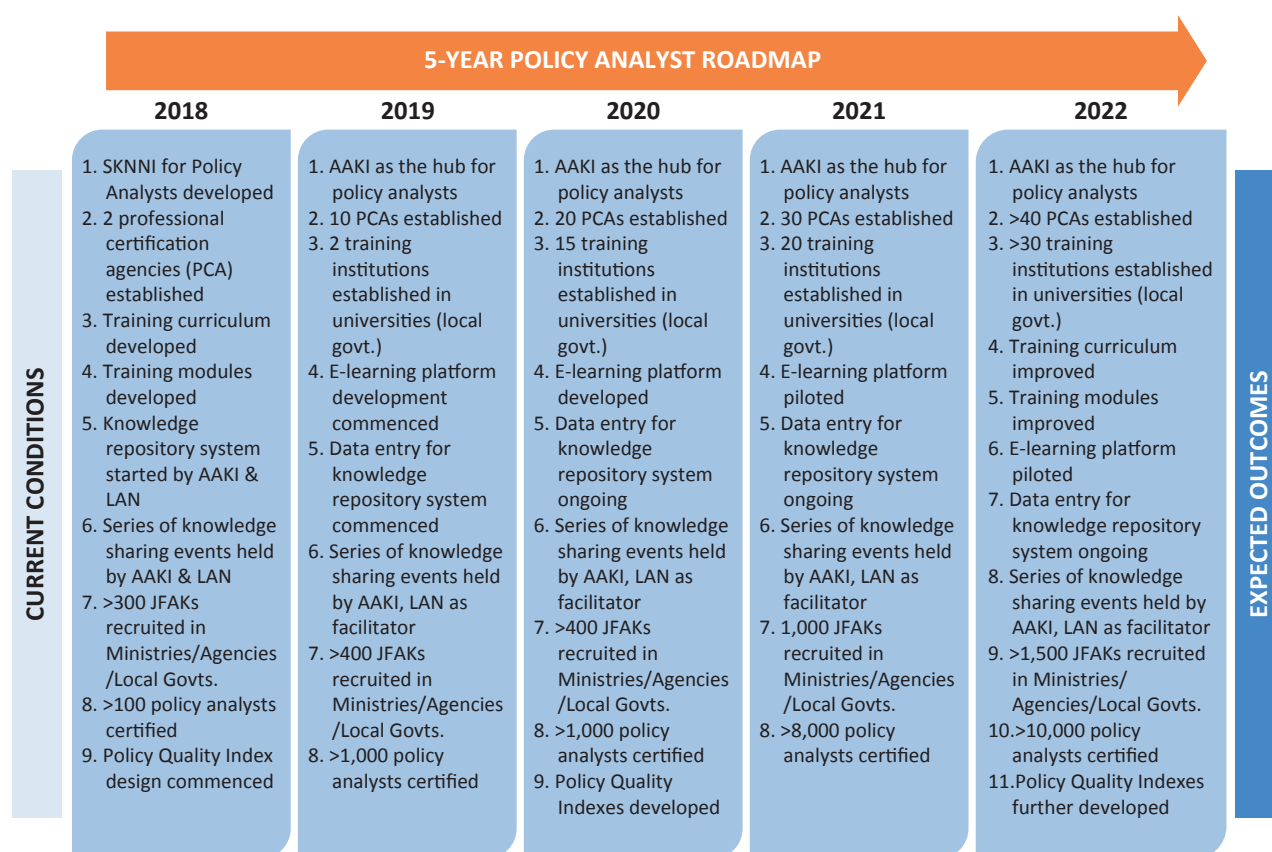
LAN, in collaboration with other agencies, was deeply involved in initial efforts to develop the legislative changes in administrative reform, and contributed to the drafting of the Civil Service Law. As the supporting agency for the roll out and scale up of the policy analyst initiative, it also undertook the efforts listed in Box 3, within its resource and budgetary constraints, in addition to many others not listed.

In addition to the initiatives LAN has already carried out (outlined in Box 3), it has also committed to a five-year roadmap (2018–2022 inclusive) through which it will continue to support the roll out of the policy analyst position with the Indonesian civil service. The roadmap is provided below.

BOX 3: LAN INITIATIVES TO ROLL OUT THE IMPLEMENTATION OF THE FUNCTIONAL POLICY ANALYST APPOINTMENTS

- Developed relevant regulations, together with KemenPANRB and the National Civil Service Agency.
- Developed a five-year Road Map to roll out the position.
- Formulated credit point templates for each job level for functional policy analysts and commenced the certification process for policy analysts outside the civil service (together with KemenPANRB).
- Worked with government ministries/agencies on requests to customise the credit point system templates to the business processes within each respective organisation.
- Developed and lobbied for allowances to be approved for each job level.
- Developed and administered the training curriculum for new and *inpassing* appointments to policy analyst positions.
- Developed the assessment system for applicants for policy analyst positions and promotions, including setting up the promotion system and the assessment committees both within LAN and within the ministries/agencies.
- Supported the establishment of the Indonesian Association of Policy Analysts (AAKI) and the development of the relevant documents and internal regulations for AAKI to function.
- Conducted roadshows and promotional initiatives to sub-national governments (together with KSI).
- Developed networking opportunities for policy analysts through social media (Facebook), online discussion forums (e.g. through WhatsApp), and events for policy analysts to attend.
- Clustered policy analysts by theme of the coordinating ministries to facilitate closer collaboration.
- Directly mentored policy analysts, particularly those seeking assistance.
- Worked with research institutes and other non-government experts to develop new training modules and options.
- Worked with KSI to identify gaps in programming to roll out the policy analyst initiative and identify avenues of support and activities to speed up/strengthen the initiative.
- Worked with non-government research networks, particularly in regions outside Java (e.g. BaKTI in eastern Indonesia) to connect policy analysts to other expertise and sources of information and data.
- Served as a knowledge repository for policy analysts to source additional information relating to policy analysis in Indonesia.
- Hosted seminars and conferences, supported research projects, and developed a journal for policy analysts.
- Established the Policy Quality Index (*Indeks Kualitas Kebijakan* or IKK) in 2017 across government agencies where current policy analysts are situated.
- Created the Policy Analyst Award in 2018. LAN provided an award to encourage and appreciate policy analysts' work that becomes part of the socialisation of the role.

FIGURE 2: FIVE-YEAR ROAD MAP FOR INTRODUCING THE POLICY ANALYST POSITION TO THE CIVIL SERVICE



Source: Irawati, Santoso, Fatonie (2018)

KSI, funded by the Australian Government through Department of Foreign Affairs and Trade, supported LAN in rolling out the implementation of the policy analyst initiative. Such support was crucial for developing the role and competency of policy analysts as knowledge intermediaries and brokers, which are key for evidence-informed policy-making processes. Such support was both critical and timely when LAN faced funding constraints and other road blocks to achieving its goals with the roadmap. Without KSI's support, the roll out of the policy analyst position may have been able to continue at a slow pace, but at the risk of stalling or unwinding altogether, particularly given the significant cultural and structural changes promoted in the Government of Indonesia's wider administrative and bureaucratic reform strategy. Instead, KSI's support helped maintain momentum for the initiative and build wider support for the government initiative.

KSI supported LAN in the following activities, and many others:

- **Development of its training modules and case studies** for the policy analyst training curriculum – also supporting many associated planning and pilot activities.
- **Development of its knowledge repository into an online platform** for policy analysts to capture and share knowledge, connect with each other and to provide capacity-building opportunities through e-learning modules.
- **Development of the Policy Quality Index** (*Indeks Kualitas Kebijakan – IKK*) that has been used by LAN as an instrument to build awareness of evidence-



based policy making and to socialise policy analysts (with the support of SMERU). The first round in 2017 focused on the use of IKK by government agencies with policy analysts, while the second round in 2018 opened up the process to all government agencies (national and sub-national). Awards were given to the government agency with the best quality policy.

- **Building the structure, function and awareness of AAKI.** KSI supported the involvement of selected policy analysts from different ministries to develop six policy briefs for the Ministry of Foreign Affairs on the palm oil plantation policy.

KSI also funded its partner policy research institutes (PRIs) to work with LAN on a number of initiatives, including, but not limited to:

- The University of Indonesia Centre for the Study of Governance and Administrative Reform (UI-CSGAR) to develop a training module for Echelons 1 and 2 to develop policy analyst competencies (but not become a functional position). The initiative aimed to build demand at higher levels in government for evidence-based policy making, which in turn creates a more conducive environment for policy analysts.

- SMERU work with LAN on the IKK.
- PKMK UGM training on policy analysts' competencies to translate from knowledge/research to policy-relevant documents.
- CSIS, Seknas FITRA and AAKI through the Bureaucratic Reform Coalition (*Koalisi Reformasi Birokrasi*), in particular for their work on a joint policy brief on revisions to the Civil Service Law.

3

MOTIVATIONS FOR BECOMING A POLICY ANALYST

3.1 Early Hopes and Expectations of First Movers

In 2015, the first cohort of policy analysts attended training with LAN in a comprehensive program run over more than three weeks. The training aimed to test various methods of improving participants' competencies in policy analysis and assessing their aptitude post-training. Included in the training was teaching policy analysts the 'case-analysis' method (using case studies to learn policy analysis skills) to develop analytical skills, and developing a series of cases specific to Indonesia as learning materials.

The learning materials formed the basis of both competency development and the assessment of new policy analysts. Some of these materials were later used for training and competency assessments to transfer

existing structural and functional staff into policy analyst roles. The initial pilot program also served to establish a group of early 'champions' who would go on to garner support among sectoral government agencies at both national and sub-national level to incorporate the position of policy analyst within the civil service.

Of the 27 people surveyed during the initial training, most were aged between 25 and 40 years (five were older than 41 years); 60 percent were male and 44 percent already had a masters-level education. This survey helped capture the views of this initial group of 'champions' on their motivations for becoming policy analysts, their hopes and expectations, and their experiences of the role. Eleven of the participants had been in their present positions for less than two years at the time of the training, seven had been in their positions for two to five years, and eight had been in their roles for more than five years.

Even though their position in the civil service did not bear the title of policy analyst, 85 percent of participants explained that they had done some form of policy analysis in their previous roles, but most did this 'rarely' or 'never' (4), one to two times per year (11), three to four times per year (7), and the remainder slightly more frequently. When asked if they would be willing to be placed in sub-national offices but on Java, around half were willing, however only six people were prepared to be placed outside of Java. Only one respondent at the sub-national level was situated outside Java.

Participants explained that the top three activities from which they gained the most in the training were: 1) gaining a better understanding of concepts and processes in public policy making (including the policy 'cycle'); 2) stakeholder mapping and stakeholder strategy development; and 3) acquiring important skills in policy advocacy, policy brief writing, analysing data and honing presentation skills. More than 80 percent noted that they had learnt significantly from direct case studies regarding the policy-making process.

This early group of champions was the first to be either assigned to the training or to take up the training voluntarily to become policy analysts. After the training, 26 of the participants wanted to be appointed in the new role as policy analysts and many hoped they would develop specialist skills in the coming five years to be able to contribute to policy development in their agencies.



However, despite this intensive training, fewer than half of these participants felt fully prepared to introduce or implement in their workplaces the policy development skills they had acquired, indicating the importance of ongoing support and skills development after initial competency training. Earlier assessments of lessons learned conducted by KSI also pointed out that the policy analysts needed mentoring and on-the-job training to help them apply the knowledge gained from the training provided by LAN (Rochmi, 2016).

Key areas in which early analysts identified the need for further support included:

- Making policy briefs, memos and papers
- Policy advocacy and strategy planning (including developing policy options)
- Forecasting, risk identification and systems thinking
- Research methods and policy analysis (including statistics)
- Field visits and observation for policy development
- Drafting legal documents
- Stakeholder mapping.

In addition to recognising the need for further training and capacity building, participants also recognised the following challenges they presently faced, or might face in the future, in undertaking policy analysis or trying to effect change within their institutions:

- Awareness in their agencies of the creation of the new position and its function
- How receptive unit heads in their workplaces would be to suggestions, based on their character, institutional politics, other interests, or the tendency to treat policy development as a technical, administrative exercise
- Preparedness of their offices to incorporate policy analysis into workplace business processes
- Administrative preparedness of their offices to support the new role, particularly in places where 'structural' positions were prioritised
- What the allowances (as a part of the pay structure) would be for the new position.

Supporting agencies (LAN, KemenPANRB and the Civil Service Commission) are working to overcome these challenges in an effort to continue scaling up the further appointment of policy analysts moving forward.

Nonetheless, participants hoped that by incorporating the official functional position of the policy analyst into their workplaces, there would be:

- Better evaluation of the changing needs of citizens in relation to government regulations and policies
- Improved policy development, including evidence-based policy options, and policy decision making
- Sharpened policy analysis
- Improved policy advocacy.

More widely, participants hoped that introducing the role of policy analyst would have an impact on policy in Indonesia in the following ways:

- Creating policies which accommodated a wide range of stakeholder interests and improved welfare
- Improving the quality of policy instruments, decision making and overall outcomes, based on deeper analysis and evidence
- A reduction in overlapping or contradictory policies
- Positive social change overall.

3.2 Summary of Current Policy Analyst Numbers

Some three years on from this early training, new policy analysts consulted for this report described a range of motivations for taking up their roles. Some sought a position that was more closely aligned with their educational background and interests, while others looked for a role they perceived would be more challenging than their current position. A common motivation among both junior and senior policy analysts was a sense that their work would have greater impact on their organisations overall. These motivations, and others, are discussed in further detail in this section.

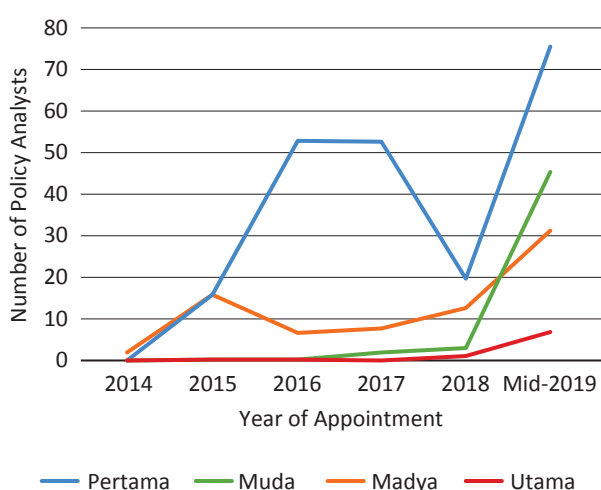
As of 10 June 2019, there were 356 active policy analysts across 14 ministries, 13 government agencies and 30 local governments. More analysts have been trained and have met the criteria for appointment when positions become available or allocations are granted by KemenPANRB. Occasionally, trained policy analysts do not go on to take up appointments. For example, between late 2014 and October 2018, 21 analysts (or 10 percent of those trained at the time) did not continue because they switched back to structural positions, switched to other functional positions, pursued postgraduate study, or resigned from the civil service.

The Macro Picture

In the early years, most analysts trained and appointed were at the entry level. For example, in the first year that policy analysts were able to take up appointments, only three people were appointed at the *madya* level. However, the number of appointees in different cohorts has changed over time.

Currently, 218 policy analysts are situated at the *pertama* level, with *madya* as the second largest cohort at 79. By contrast, the number of policy analysts at the *muda* level is 51, and there are eight at the *utama* level. Figure 3 details the number of policy analysts appointed annually at their respective levels. There was a significant jump in early 2019, as many of those trained in the year prior were allocated positions in the new budget year by KemenPANRB.

FIGURE 3: PROGRESS IN THE APPOINTMENT OF POLICY ANALYSTS



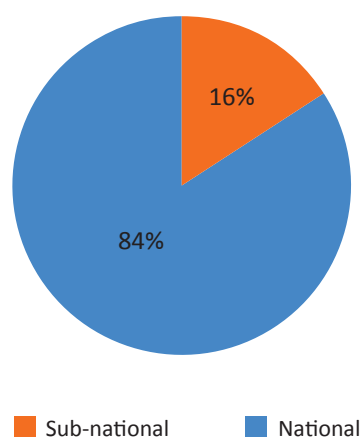
More than half of all active policy analysts work across 14 different national government ministries (60 percent). The remaining active policy analysts are evenly distributed between local governments (17 percent) and other national government agencies (23 percent). Most analysts are employed in the Ministry of Energy and Mineral Resources (64), the Ministry of Tourism (43), KemenPANRB (33), the National Institute of Public Administration (21), the National Institute of Sciences (17), the Ministry of Communication and Information Technology (15), and the Ministry of Religion (12). Significant numbers have been trained and certified in the ministries of Health and Finance, but these are yet to be appointed to designated policy analyst roles.

The Ministry of Energy and Mineral Resources and the Ministry of Tourism are the top institutions driving staff to attend LAN policy analyst training to enter at the *pertama* level (43 and 31 staff, respectively). The Coordinating Ministry for Economic Affairs has the largest number of senior policy analysts who have followed the *inpassing* process, with one analyst at the *muda* level, 10 analysts at the *madya* level and three at the *utama* level. The Ministry of Finance has organised the training and certification of more than 180 staff through *inpassing*, and the Ministry of Health has also ensured significant numbers have been trained, but most people from these large groups are yet to convert to policy analyst appointments, while they undertake transitional preparation (see Section 8 on Good Practices).

From discussions with supervisors, a common trend among these government bodies was a willingness to embed the role of policy analyst within their institutions, as they already had an evidence-based policy making culture within their workplaces and were keen to build on this across all levels of their staff. Further, these ministries had strong leadership which supported implementing the recommendations from the Grand Design of Bureaucratic Reform and the current Civil Service Law – that is, gradually reducing the number of structural positions and expanding functional positions across their organisational structures. As a result, there was a strong appetite for the policy analyst roles and a rigorous culture of planning and mapping in these ministries.

Sub-National Appointments

FIGURE 4: NATIONAL VS SUB-NATIONAL POLICY ANALYST APPOINTMENTS



The number of appointments to sub-national governments has grown significantly over time, particularly in 2018, and 30 sub-national governments, including districts,

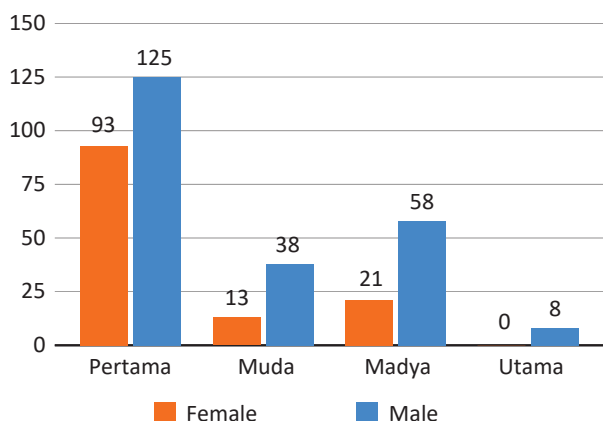
municipalities and provinces now have appointed policy analysts. While most sub-national governments have appointed one or two analysts, collectively the provincial government and districts in the Bangka Belitung islands have appointed the most policy analysts (14 in total across the region), along with Badung district (7).

Nonetheless, proportionally an overwhelming majority of policy analysts work at the national level (298), compared with less than one quarter at the sub-national level (58) (see Figure 4).

Gender

The percentage of female policy analysts (36 percent) is lower than male policy analysts (64 percent). However, gender distribution is not equal across levels. While male policy analysts can be found at all levels, female policy analysts are predominantly situated at the *pertama* level. The data indicates that there is a gender gap between male and female policy analysts at the *muda* and *utama* levels (see Figure 5).

FIGURE 5: POLICY ANALYST GENDER DISTRIBUTION

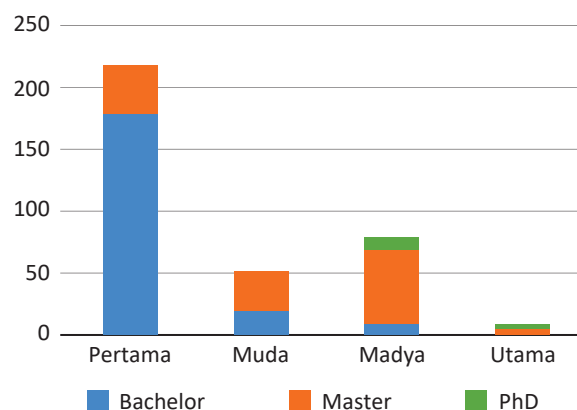


Level of Education

On average, the majority of policy analysts (57.5 percent) hold an undergraduate bachelor degree. Approximately 39 percent of policy analysts hold a master degree, while 3.5 percent also have a doctoral degree. A closer look at the data at each level shows that over 87 percent of policy analysts at the *pertama* level hold a bachelor degree. At the *madya* level, educational background varies significantly. The proportion of policy analysts at the *madya* level with a

master degree is equal to the number of analysts with PhDs at the same level (see Figure 6). As doctoral qualifications are a prerequisite for moving up to the *utama* level, *madya*-level policy analysts with PhDs can be considered as having greater potential for upward mobility.

FIGURE 6: POLICY ANALYST LEVEL OF EDUCATION



3.3 Motivations: Policy Analysts at the Madya (Senior) and Utama (Expert) Levels

Expertise and Recognition

Among the senior cohort of policy analysts, many felt they held a certain level of combined academic and field experience that could be applied in the new role as policy analyst and also be used in future to train junior policy analysts. Some felt they were suitably qualified to undertake advanced analysis and make recommendations on policy reform, given their postgraduate studies, experience and knowledge of the civil service. They saw themselves as being able to ‘fill a gap’ that was needed in the learning structures of their respective agencies. A senior policy analyst from one ministry noted:



“Policy analysts fill a gap as they respond to the needs of the government. Researchers often create projects on their own initiative, rather than according to government’s needs. Planners are often too practical [in that they are not looking at the bigger picture]. So I feel this ... is part of the reason why the policy analyst position has emerged to help fill this gap.”¹³

¹³ Interestingly, observers sitting outside the government also shared this view, and believed that policy analysts at all levels were helping to fill a crucial gap in government policy reform. One observer from a Jakarta-based PRI observed: “I think the policy analyst role is a good initiative. They can spearhead better analysis—analysis that’s more credible and competent from within government. This means that overall it can have an impact on institutional strengthening across government. I think up until now there’s been a real need for this because a lot of the policy analysis was done outside of government.”

Other senior analysts noted that in light of their postgraduate qualifications and extensive field experience, the kind of work involved in being an analyst was not necessarily 'new', but the job title recognised their specialised skill set:



"As a researcher you're writing papers and undertaking pieces of research, but as a policy analyst, you're more involved in knowledge management and your written products can have a direct impact on policy. I was already technically a 'policy analyst', given the scope of my work, now it just has that title. So that's a good recognition, because it is a unique role."

Thus, senior policy analysts not only felt that their skills and experience were being recognised, but that they also had the opportunity to give back to their organisations and to contribute their knowledge and experience to fostering a stronger culture of analysis and reform within the government.

Stability and Autonomy

Common among the views of more senior policy analysts was that at this stage in their career many were seeking stability in their working location, along with the autonomy and opportunity to determine their own work plans. When compared with their previous roles, in which they had been placed in the field or moved around to different regions and agencies, many felt that the policy analyst role by comparison offered the opportunity to concentrate their work in one area, and to 'settle' in one place. As one senior analyst noted:



"I decided to be a policy analyst because the new position seems challenging, and I think, at my age, this position suits me better than being a supervisor who is often posted somewhere else. Previously, I spent many years of my career in structural positions... there were a lot of postings."

Likewise, several respondents at the senior level felt that this role provided a level of autonomy and flexibility they had not previously been afforded, and which they felt fitting at their career stage. As a senior analyst in a sub-national agency observed:



"One of the most interesting aspects of the functional positions is that you have the freedom to think and express your own thoughts, including giving advice and opinions. Also, people in functional positions are not responsible for creating programs, handling budgets, and so on."

A senior analyst from another ministry noted: "The new functional position seems to be challenging and dynamic. I was eager to be able to provide my own input of ideas and strategies to my supervisor through the process of policy making."

Flexibility and autonomy were most frequently seen as common motivating factors among the senior policy analysts, compared with junior analysts who did not have as much seniority and decision-making power in their positions at the time they chose to take on their new roles.

Extending their Careers in the Civil Service

Several senior-level policy analysts noted that the creation of the new role offered a unique way to prolong their time in the civil service. For the functional policy analyst, the retirement age has been extended from 58 years (in structural positions) to 65 years. Many saw this as a chance to further their work in the civil service, continue earning before retirement, and make a lasting contribution to their institutions before they retired. One senior civil servant noted that:



"There are lots of benefits in becoming a policy analyst. Firstly, my working period has been extended by two years, from 58 to 60.¹⁴ If I was still a [structural] section head, my retirement age would be set at 58, but as a policy analyst it's 60. [NB: the retirement age for functional policy analysts is in fact 65.] I was also given the opportunity to go up a level [in the salary structure], from 4B to 4C. I had 670 credit points, so I only had to raise a further 30 credit points, which I could easily accrue [through the specific tasks performed] in a year. Opportunities to rise to higher ranks are wide open for analysts. If I was still employed [at the level of] Echelon 3 [Management Level 3 in the salary scales for structural positions], I might eventually be promoted to 4B and would remain there until I retire. Even though I've been in the agency for eight, maybe 10 years. I'd be stuck at the same rank... A functional position like this will become a bit of a trend, I think. It's like having a 'second career' before you retire."

Other senior policy analysts wanted to apply their expertise and make a contribution to their institutions before they retired, as one policy analyst noted: "As a policy analyst...the challenge is creating new ideas to help the organisation identify programs or areas that need policy intervention. With my masters and PhD behind me, I felt I could take on this work." A senior policy analyst summed up many of the common motivations among *utama* and *madya* respondents:



"Structural positions are really for civil servants aged 30 - 40 years old, whereas I am already in my 50s. So this functional position fits me better, since structural positions have a lot of mobility, and you have to just agree to being transferred... The salary and allowances I receive [as a policy analyst] are basically higher than the structural position, but being in a functional role, I can choose to be at the office, meetings or seminars – there is no need to be mobilised elsewhere".

Other Findings

Among senior respondents, some analysts had their own unique motivations for taking up the role, as described below:

Utilising their networks	Some senior policy analysts felt they were well placed to mobilise their networks in order to better influence policy, after many years in the civil service. They felt motivated to take up the role as policy analysts as they perceived they would be able to ensure policy recommendations were actually applied in practice.
Access to ministers	Similarly, some senior respondents felt motivated to take on the role, given their access to government ministers after many years in the civil service.
Structural to functional positions	One respondent noted that their primary motivation in taking up the role of policy analyst at this late stage in their career was to specifically move out of a structural position into a functional role, given that their experience of a structural role had not offered room for career progression.

Whether policy analysts made the decision autonomously to take on their new role, or were asked to do so by their supervisor, all had their own personal motivations, as described above. While there were similarities among cohorts in terms of educational background as a motivator, other motivations varied significantly.

3.4 Motivations: Policy Analysts at the *Pertama* (Entry) and *Muda* (Junior) Levels

Educational Background

Policy analysts at the entry and junior levels noted that their educational background was a particular motivating factor in choosing their new role. Many felt if they had a background in policy analysis, governance reform, or a related field, the policy analyst path would be a suitable fit for them, and a useful way for them to apply their

¹⁴ According to Articles 239, 240, 354 and 355 of Government Regulation (PP) No. 11/2017 on Civil Service Management, the retirement age is: 1) 58 years for functional *pertama* and *muda*; 2) 60 years for functional *madya*; and 3) 65 years for functional expert (*utama*).

skills. For example, one respondent was interested in becoming a policy analyst as it seemed a good fit with his undergraduate background in international relations and social sciences: “I felt like this was a proper fit for my educational background, that was my main reason... and I felt like I could really make a contribution.” A junior policy analyst in another agency noted that his academic background had ‘prepared him well’ for the role, and seemed a good fit:



“I had always been interested in the function of the state, and while I was at university I participated in a range of studies and surveys assisting researchers on the role of government, so I guess this piqued my interest early on. I didn’t know much about [my government agency] before entering in 2015, but was interested to join, as one of my previous lecturers worked there and suggested I apply.”

Two analysts at another ministry agreed that their previous postgraduate studies in environmental engineering and environmental science had prepared them well for the analytical and research tasks involved in being a policy analyst. One even noted: “I had previously been a lecturer in environmental science, so it seemed I’d be able to apply that knowledge and expertise in this role.”

Innovation, Challenging Hierarchy and Making an Impact

Many *pertama* and *muda* policy analysts noted that they had taken on the policy analyst role in order to make a contribution to their institution, or to make an impact through their work. As a younger generation embarking on their careers in government, many of the junior respondents noted that they saw the policy analyst roles as a unique way to contribute to government reform, and to play a significant role in creating a more ‘dynamic’ civil service. “I took on the role as I felt there would be more challenges and more opportunities to innovate in my work,” noted one junior analyst, while another analyst from a different ministry observed that his new role gave him the chance to innovate with his fellow junior colleagues, as he explained further:



“I think in my institution there’s a lot of potential for ‘bottom up’ reform, given how many millennials are working here. And supervisors often don’t get to hear these ideas, but I think they really need to, I think they need to hear inputs and policy analysis from a youth perspective, and this gives us a chance to provide that angle.”

Some junior respondents noted that they had been interested in applying for the policy analyst role as they saw it as a way to challenge inherent hierarchies in the civil service. One respondent noted that he took on the new role in order to “play more of a role in decision making”, while another noted:



“Usually policy making takes a ‘top down’ approach, but I think with the creation of the policy analyst roles it really gives those at the ‘bottom’ of the organisation a chance to provide input, from the ‘bottom up’. I felt like I could challenge that culture.”

Career Progression and the Credit System

The credit system is a core framework supporting policy analyst positions and is integral to analysts’ career progression. According to Joint Regulation Number 16 between the Head of LAN and the Head of BKN (2014), every policy analyst is required to accumulate credit points to improve their professional competency and obtain salary increases and promotions to advance their career. By implementing the credit system in this way, the government aims to foster a professional culture based on outputs and high performance. Through the credit system, policy analysts are able to upgrade their rank¹⁵ and/or their level¹⁶ every two years if they manage to accrue the requisite number of credit points set by their ministry or agency.

In principle, the majority of policy analysts supported the credit system and viewed it as a positive initiative to boost performance. Those consulted identified that the

¹⁵ Rank refers to echelon, ranging from Echelon III to Echelon IV. The highest echelon for a policy analyst (*Utama* level) is IV: E, and the lowest echelon (*Pertama* level) is III: A.

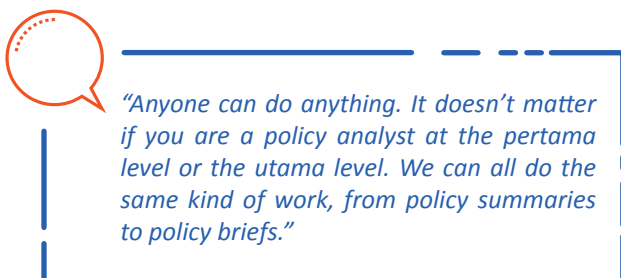
¹⁶ Level (*jenjang*) refers here to the *Pertama*, *Muda*, *Madya* and *Utama* levels of policy analysts.

credit system is attractive in offering two clear benefits to analysts: ‘fast tracking’ their careers, and offering a broader scope of tasks in an analyst’s workload compared with other positions.

Many junior staff chose the role of policy analyst as they felt it represented a clear career progression moving forward for them. Not only would they be able to develop their existing skills and build new capabilities, but in time many believed this would then ensure they would be promoted to more senior roles within their organisations, and ‘fast tracked’ to a promotion through the credit system. That is, because promotion is based on demonstrating experience through having undertaken different types of tasks for credit points (rather than changing roles or taking up a new position), they could more quickly gain promotion and increased pay.

One policy analyst noted: “I felt that I’d be able to get promoted sooner through the credit system, and the policy analyst role would be more economically stable.” Another policy analyst observed that: “I felt like my work would be valued more through the credit system as a policy analyst. I felt it had a real opportunity to be counted toward a promotion, so that appealed to me.” Many in junior positions across the ministries saw the new role as a good way to get promoted, noting that the credit system was a driving factor, as they could get promoted more speedily based on outputs compared with slower rates of promotion within the structural system.

Some respondents felt that the credit system allowed junior policy analysts to engage with a broader scope of work, regardless of their grade or level, as one junior analyst noted:

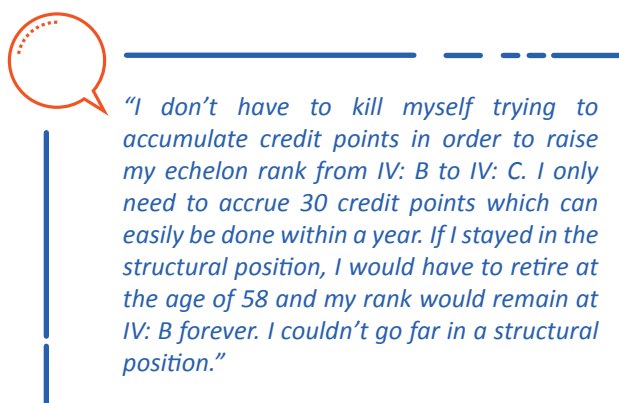


“Anyone can do anything. It doesn’t matter if you are a policy analyst at the pertama level or the utama level. We can all do the same kind of work, from policy summaries to policy briefs.”

In the current credit system, analysts’ level of education, their research and analysis deliverables, and their professional development activities account for 80 percent of their total expected outputs. Other activities,

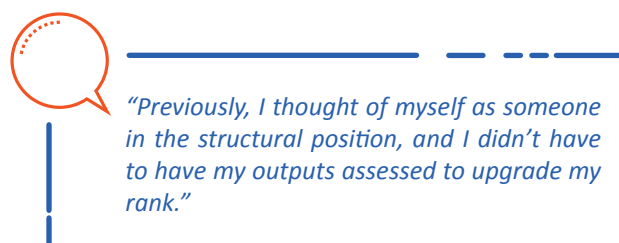
such as attending academic conferences and seminars, teaching short courses on policy planning, and joining professional organisations, among others, comprise only 20 percent of an analyst’s total credit score. It is unsurprising under this system that newly appointed policy analysts at the *pertama* level are keen to pursue postgraduate study to obtain higher credit scores.

While respondents at all levels could see the benefit of ‘fast tracking’ their career through the credit system, senior analysts in particular highlighted this, as they were able to move from structural to functional positions through the *inpassing* system and rise up the ranks more quickly in their new functional roles. One senior analyst described:



“I don’t have to kill myself trying to accumulate credit points in order to raise my echelon rank from IV: B to IV: C. I only need to accrue 30 credit points which can easily be done within a year. If I stayed in the structural position, I would have to retire at the age of 58 and my rank would remain at IV: B forever. I couldn’t go far in a structural position.”

Many respondents, particularly at the senior level, appreciated the way the credit system recognised and rewarded individuals for high performance with increased allowances and promotions at a considerably faster pace than if they remained in structural positions. Some policy analysts at the *pertama* level were only made aware of the compulsory requirement to accrue credit points after attending the policy analyst training at LAN, as one analyst noted:



“Previously, I thought of myself as someone in the structural position, and I didn’t have to have my outputs assessed to upgrade my rank.”

While pursuing postgraduate study can be helpful for junior analysts, some senior analysts raised their frustrations regarding educational qualifications forming

part of the credit system, particularly in relation to the present requirement (which is under review) for policy analysts to hold a PhD to progress to the *utama* level. Many felt that at a senior stage in their career this was prohibitive and that extensive experience in the civil service was more important than a PhD, and that a PhD was not necessarily relevant for providing quality evidence-based policy advice. When asked about this issue, a supervisor at KemenPANRB felt it was important to keep a set educational level as an entry point for candidates pursuing a career in the civil service, in line with the spirit of bureaucratic reform. However, he noted that he and his ministry were open to evaluating and potentially revising the academic requirements in future, particularly at the *utama* level.

Supervisor Instruction or Encouragement

Some junior respondents had not applied to become a policy analyst of their own volition, but rather had been requested to do so by their supervisor. In some cases, this was due to a broadening of skill sets and work scope in their area, while in others respondents believed their bosses “needed to be seen to be supporting the new initiative”, even if they were not fully aware of how to support the position.



“Why did I want to be a policy analyst? I didn’t have a choice. The official letter of assignment stated that I had to be a policy analyst. To be a policy analyst was a ‘given’.”

One respondent explained that his boss had asked him to apply to become a policy analyst. “At the time, I didn’t really understand what the role was, but I felt I had to follow through on my boss’s request – I couldn’t say no.” It should be noted that this kind of ‘instruction from above’ is common in the hierarchy of structural appointments.

Responses from the consultations indicated that in situations where policy analysts were requested to take on this role by their supervisor, almost all felt that they were not sufficiently prepared or trained to meet the demands of their new roles. Some expressed concerns and complaints about this. However, these expectations need to be measured against the reality that in many organisations both within and outside the civil service and

in structural appointments, much learning takes place on the job. What is different for policy analyst appointments is that the position is new and still being rolled out. There may not be the same support systems within government agencies as for other positions in which colleagues have had prior experience in holding similar positions and can teach new staff and share their experience. Suggestions for improvement from the consultations are outlined in further detail in Sections 5 and 8.

Further Learning

Several junior analysts noted that they had either applied for, or been encouraged to apply for, the role of policy analyst by their supervisor in order to further develop their professional skills. In the most encouraging cases, this had resulted in a situation where policy analysts felt they were able to continue learning on the job. “With the new role of policy analyst, I believed that it would be more relevant and useful to support my unit, and that it would be more challenging,” one respondent said. Others with diverse backgrounds viewed the new role as a chance to broaden their skill set:



“My background is in finance and planning, having studied a Bachelor of Accounting and a Masters in Human Resource Management. I went through the training process to become a policy analyst because I saw it as a good way to do different work, and hoped I could play more of a role in decision making.”

Other policy analysts wishing to pursue further study at a postgraduate level, or to take on a career in academia, believed the analyst role would prepare them well for future research, as one explained:



“I’m one of eight policy analysts here and I feel well supported. I feel that we’re able to share ideas and are encouraged to ‘think outside the box’. I’d like to continue on for a few years... but then eventually to do my masters and a PhD, with a view to working in a university. I think I’d be able to draw on my research skills as a policy analyst to help with that.”



The following section examines different cohorts' experiences of becoming policy analysts after taking up their roles, including support from their organisations, training, and differences between national and sub-national cohorts.

4

DIFFERENT COHORT EXPERIENCES OF TRANSITION AND BEING A POLICY ANALYST

Junior and senior analysts had different experiences of transitioning into their new policy analyst roles, and the experiences of both cohorts of policy analysts were mixed. Some policy analysts had overwhelmingly positive experiences, enjoying high levels of support from their supervisors or institutions, and a sense of increased satisfaction and meaning in their work. Others faced challenges in their journey to become a policy analyst, particularly when there were fewer than a handful of analysts appointed in their institutions. In such situations, there tended to be a lack of ongoing training and learning, and in some cases, a sense of isolation in their new roles or a feeling that their skills were not suited to their new positions. Underpinning these challenges was a lack of institutional support or readiness to accommodate policy analysts (discussed in Section 5). LAN sought to scale up its support to ministries when requested and wherever possible, but nonetheless operated within the budget

constraints. Much of the budget was needed for the initial training and certification process.

To inform the scale up of support for the roll out of the position, in the analysis below we examine the mixed experience of different cohorts of policy analysts to date, as well as the cross-cutting challenges which emerged as core themes during the consultations. We continue this discussion of different cohort experiences in Section 5, on Variations in Institutional Readiness, which also significantly shaped the experience of policy analysts in their new roles. Further information is provided on many of the more positive experiences of policy analysts in Section 8 on Good Practices.

4.1 Preparedness of Policy Analysts

Educational Background

Education continues to play a significant role in shaping policy analysts' experiences after they are officially assigned their new roles. In particular, those with postgraduate qualifications seemed eager to apply their academic knowledge and contribute to better policy making in Indonesia by pursuing careers as policy analysts. Many senior policy analysts have been able to draw on their postgraduate academic backgrounds, along with substantial seniority and cumulative experience over many years working in the civil service, and use this to their advantage to have a smooth transition into their new roles, and to influence policy makers.

In addition to their higher level of education, almost all senior policy analysts who shared their views during the consultations had previously held senior roles in a range of institutions, and therefore found it easier to progress into a senior policy analyst role. Many found it relatively easy to gain their supervisor's trust and to receive appropriate workload delegations, as one senior analyst noted:



"I am the second person at the top of this unit, and am often trusted to attend high-level meetings on behalf of the Director with other ministries or international stakeholders."

Another senior policy analyst felt his career transition from a general staff member to a senior policy analyst had been quite smooth, and noted he was now being recognised for his work.

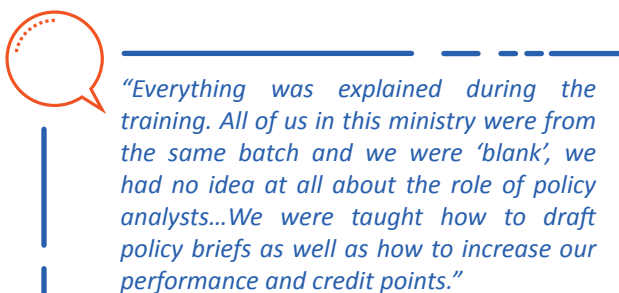
However, despite their postgraduate study and the seniority of their positions, several senior analysts still felt that they lacked the appropriate training to perform their role as policy analysts effectively. A policy analyst at the sub-national level raised concerns about being able to keep up with current academic theory and research on policy analysis, and was seeking advice from outside her institution, while others noted similar concerns in finding ways to generate new policy ideas.

In contrast, analysts at the *pertama* level felt constrained by educational factors. As discussed earlier, some felt their academic backgrounds in 'hard' sciences such as chemistry or pharmacology did not match the requirements of the qualitative research in their policy analyst workloads, which rarely touched on issues relating to public policy or policy reform. Even those with more training in the social sciences at times felt their educational backgrounds and the initial training was insufficient.

This suggests there is a greater need for both task mapping and workload planning among new policy analyst recruits and more customised training for those with a background in the technical sciences, compared with those that have an educational background in policy analysis in the social sciences. Analysts noted that they hoped both LAN and AAKI would facilitate further training for them in future to develop their skill sets as policy analysts, particularly in research and analysis.

Training

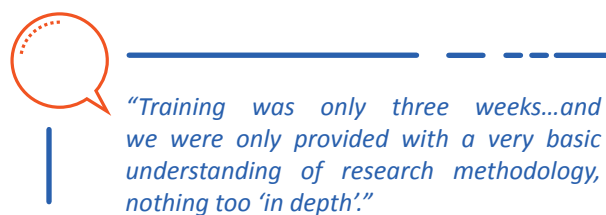
In general, most policy analysts found LAN's training to be valuable, specifically in setting out a clear picture of the responsibilities and scope of work expected of a policy analyst. One analyst felt the training had been very beneficial for her in explaining her scope of work, and how the credit system functioned:



"Everything was explained during the training. All of us in this ministry were from the same batch and we were 'blank', we had no idea at all about the role of policy analysts...We were taught how to draft policy briefs as well as how to increase our performance and credit points."

Many policy analysts at the *madya* level valued LAN's training. According to one senior policy analyst, LAN's training was helpful in expanding his general knowledge about the policy process, improving his knowledge on research methods and issues around data quality, and more importantly, emphasising the role of policy analysis in 'translating' research findings into policy recommendations.

Others felt that the training provided was not comprehensive enough for the volume and scope of work that analysts were expected to carry out, as one analyst noted:



"Training was only three weeks...and we were only provided with a very basic understanding of research methodology, nothing too 'in depth'."

For analysts coming from a background outside social science, policy reform or governance studies, many felt LAN or AAKI could play a greater role in filling the knowledge gap for analysts who felt they required further training.

By comparison, senior analysts at the sub-national level did not share the same views on LAN's training, noting that for them it had insufficiently addressed many of the challenges and obstacles faced at a regional level and that more attention to sub-national needs was required.

Outside the civil service, NGO and PRI observers noted they had high expectations for the roll out of the policy analyst initiative, but also felt there was a need for ongoing training and skills-building through refresher courses and new teaching modules over the longer term (not just in an initial phase). At the same time, LAN and the designers of the initial curriculum for appointing analysts were aware that after three weeks of training, participants would be at saturation point, and that longer initial trainings would not necessarily increase skills.

However, the findings are clear that refresher courses and short courses focusing on skills-building after analysts' appointments would help address some of

these challenges, in addition to on-the-job learning and mentoring. Those ministries preparing to convert large groups of staff to policy analyst roles are already including such steps in the design of their long-term plans in order to support policy analysts in their ministries (see Section 8 on Good Practices).

Analysts felt that to improve future trainings, greater attention needed to be paid to highlighting the complexity and context of policy analysis work, incorporating multidisciplinary approaches to scale up policy analysts' capacity. One senior policy analyst said: "To make recommendations and analysis, we need more training to learn multidisciplinary sciences, especially social and political sciences."

In response to this demand from analysts, some research institutes and think tanks, such as the SMERU Research Institute, are currently assisting LAN to develop new training modules using real-life case studies of policy research and analysis on poverty reduction. This is to assist analysts to formulate more comprehensive policy recommendations. In addition to the training provided by LAN, respondents also had expectations that AAKI would provide further training for them as well. Analysts noted that they hoped AAKI would become a vehicle for knowledge sharing, to create focus groups and facilitate thematic discussions, and further their knowledge of national policy-making issues.

4.2 Support in the Role: Supervision and On-the-Job Learning

While LAN and AAKI are seeking ways to scale up the professional development, mentoring and further training of policy analysts after they are appointed, during the transition several analysts highlighted issues of supervisory and institutional support (see Section 5) once they were installed in their new roles. For analysts (particularly junior analysts) and supervisors alike, both groups felt that supervisors were often busy and did not always have enough time to monitor the workload of their new policy analysts directly. As noted above, several analysts reported that their work plan as a policy analyst did not always fully comprise '100 percent' policy analyst tasks; sometimes they were also required to complete administrative or financial tasks at the request of their supervisors. This left many feeling a lack of direction and motivation with their roles. For example:



"Besides the standards set by LAN, I think it is [my agency's] responsibility to give more support [to analysts] and to utilise the role of policy analysts accordingly. But, in practice, they don't. In my case, as it turned out, I think my unit needed a different kind of role – but not a policy analyst. If supervisors were made properly aware of the policy analyst role, they'd likely give space and delegate appropriate tasks...Back then [when I was first appointed], not many supervisors were aware [of the role and its function], and as a result they weren't supportive enough."

At another ministry, some analysts likewise felt frustrated that their supervisor did not fully support their new position, as one described:



"Supervisors in this ministry lack awareness about functional positions and thus give little support to policy analysts. The supervisors don't really understand about the functional positions...I did tell them about the role and about the credit system, but nothing has changed. Also, we don't have enough human resources here. So as a result, supervisors prefer for us to help investigators instead of allowing us to do our intended roles as policy analysts."

Experiences like this were not limited to the national level. Analysts at the sub-national level noted similar experiences with regard to supervisory awareness and support, as one highlighted:



"My supervisor didn't fully understand the function of a policy analyst who was assigned in the provincial level like me. So, he only supported me to the extent that he trusted me to lead the implementation of technical aspects of a policy. That was all."

As noted earlier in Section 5 regarding analysts' experiences of institutional readiness and 'mapping', many who found themselves in positions they felt to be a mismatch with their skills and experience often attributed this to a lack of coordination between their supervisor and their human resource management unit. Supervisors, by comparison, often felt that as the policy analyst roles were so new it was difficult to allocate '100 percent' policy analyst tasks to staff, particularly when there were other priorities, and in some cases this explained the split in functions. Many highlighted that they had discussed the issue with their human resource management units but that these units did not always fully understand the policy analyst position. In response, a significant number of policy analysts and supervisors alike felt it would be helpful if LAN coordinated more frequently and more strategically with their institutions, 'streamlining' the creation and ongoing training of policy analysts with human resource management units and supervisors alike.

Observers from Jakarta-based PRIs commented on LAN's role with the new policy analyst initiative, and felt it could be playing a greater role in strengthening the positions, particularly through training:



"They [policy analysts] have to have capacity to identify current problems, develop good competencies, and envision the possible risks or benefits from some policies in the future...I think that capacity is not yet addressed in LAN's curriculum for training the policy analysts."

In discussions with LAN, senior staff members noted that while LAN was fully supportive of training and mainstreaming the policy analyst roles, LAN's capacity was limited. They are keen, however, to use their 'road show' approach for sub-national governments to socialise the position in national-level ministries to a wider extent.



"I think sometimes there's a tendency for people to think that everything comes back to LAN. However, we have limited financial resources, and we're really limited in the number of development activities we can run for policy analysts in a year. So that's why we've made four groups based on coordinating ministries: we know that policy analysts are spread out everywhere, so this is one way that we help spread information to those policy analysts who might be more isolated."

– LAN senior staff member

4.3 Cultural Change and Hierarchical Structures

Shifting the culture around how job tasks are assigned to functional roles resulted in mixed experiences. In particular, there was a mismatch of expectations, with junior analysts expecting to be given more authority. Several junior policy respondents remarked that although they had been motivated to apply for the role of policy analyst thinking it would be less hierarchical, they nonetheless found themselves situated in strict hierarchical structures within the civil service, with a number perceiving they were 'not being taken seriously' owing to their *pertama* or *muda* level. Some believed this might also be due to their age, as younger staff were just starting out in their careers. A junior staff member who has worked as a policy analyst since 2015 described her experience:



"I remain unsure of how to push forward a policy recommendation to my supervisor as a young policy analyst. I think this has to do with my junior status. Although I am often encouraged to speak up at meetings, I think my opinions stay in the meeting – they're unlikely to be taken up beyond that. When I show a policy brief that I have written to my supervisor, he just says something like, 'Ah, you've written something'."

Senior structural and functional staff felt that junior appointees still had much to learn and experience to gain, and that they needed to be more patient and measure their expectations. Observers from the NGO sector also noted their own reservations regarding junior analysts' ability to make policy recommendations, and to be taken seriously by their supervisors. One researcher and policy analyst from a Jakarta-based NGO explained this:



"Analysts often have trouble accessing the data they need from various government institutions, and they face difficulties here when certain staff don't want to release their data – that's a real issue. How can they do their jobs effectively? In some cases, it's still difficult for policy analysts to provide feedback to their supervisors, or their supervisors simply don't want to do anything with it. So, then it feels like it's just 'research for the sake of research' but with no actual execution."

Senior analysts, by comparison, had more autonomy and authority to work on complex tasks. Many reported experiencing more autonomy in their workloads now as policy analysts than they had previously experienced in structural roles, for example. Senior analysts on the whole had more say in work plan and workload design and flexibility of hours, and found the role more rewarding, as one analyst noted:



"I generally feel well supported in my role as policy analyst, and I also feel I have a fair bit of autonomy in my work now. This might be because I'm in an agency and not a ministry, but it could be because I have more experience now [that I'm older]."

Similarly, at the sub-national level, a senior policy analyst did not feel limited by hierarchical structures now as an analyst, compared with her previous structural role:



"One of the most interesting things about the functional position is that you have the freedom to think and express your thoughts, including on the matter of giving advice and opinions. Also, people in functional positions are not responsible for creating programs, handling budgets, and so on. There's more room to be creative."

4.4 Support in the Role: Integration and Isolation

While some institutions had mainstreamed the policy analyst position well and were embedding the role into different units across their organisation, in other institutions analysts reported feeling isolated, unsupervised and 'siloe'd', working on their own or on an issue they felt was not linked to their skills or experience. This led to them feeling they did not have opportunities to share their learning, or to learn from other staff, and they felt professionally isolated as a result. One analyst at one agency noted that: "People stay in their own sections and there are real problems with that." Another analyst noted that in her institution, there was no practice of knowledge sharing among policy analysts: "All the policy analysts here are isolated from each other." This resulted in low staff morale and a feeling that the analyst positions were not valued by their institutions.

In some cases, as was planned at the Ministry of Finance and at the Ministry of Health, large cohorts of policy analysts were in the process of being trained or converted by LAN and will be situated together in policy analysis units. In other cases, policy analysts had been placed alongside researchers in research units, despite their different professional functions, as described by an analyst in another agency:



"We do have a central research unit and many policy analysts work there, but they also work separately on more technical, specialised issues, such as partnerships, food supply chains, and other areas. They were working in the research unit together, but the research unit didn't have the capacity to manage them, so they moved back into their respective technical units. So, in the case of [this agency], it could be said that those policy analysts working within the research unit have more opportunity to interact with other policy analysts than, say, those policy analysts who are working on their own in individual technical units."

However, according to a senior staff member at KemenPANRB, the role of a policy analyst is structured to work in teams or individually, independently from other units:



"Essentially, functional positions are independent. A staff member can work on accelerating their career by accumulating credit points, and their activities support the main tasks and function of their organisation overall, not only their individual units. In contrast to structural positions, someone in a functional position doesn't belong to a certain 'box' in order to perform their role."

Whether a ministry chooses to 'scatter' policy analyst positions across its organisation or to centralise them in a single unit often depends on an individual ministry's business processes and organisational structures. For example, the Ministry of Finance and the Ministry of Health both found it strategic to place staff in one central unit, encouraging knowledge and resource sharing, mentoring and a sense of collegiality among analysts. In many cases, often analysts found they still needed support from a professional community. If they were unable to receive this in their workplace, they used creative approaches to overcome the situation, as one analyst at a ministry explained:



"When there is an issue, we often discuss and come together to LAN, asking for their advice. There were many times that we went to LAN asking for their advice when we wanted to create a piece of policy analysis collectively in one ministry, for example a piece of tourism policy. And there are some people here who just did inpassing...and they gave us mentorship."

4.5 Professional Representation: AAKI

AAKI is a newly established organisation with a small budget that initially focused on the administrative aspects of establishing the organisation, such as its standard operating procedures and other organisational structures. Unlike other professional associations in Indonesia, which receive some government support, AAKI is unable to receive funding from LAN as LAN is structured as a government agency rather than as a full ministry, and has neither the resources nor the budgetary authority to provide funds in this way.

Nonetheless, LAN has been working closely with the AAKI leadership to work towards the association being able to train, test and certify policy analysts from non-government institutions to grow the profession and the broader culture of evidence-based policy making in Indonesia. LAN has also worked closely with AAKI and the appropriate authorities to design the credit system for certification and different levels of skills.

However, this initial focus on the long-term future of the profession and undertaking the necessary procedures to establish the organisation, together with the few resources available to AAKI for activities, has led to the perception that it is too bureaucratic and that it is not actually meeting the needs of current members.



"AAKI don't host that many activities and the ones they do put on are pretty dull. People don't understand what they're there for. We don't even know what their vision and mission is. What is their purpose?"

External observers tended to agree with this sentiment arguing that AAKI should have a roadmap, for example, to gradually build a discourse on why evidence-based policy is important. From there, observers argue that people will pay attention to the existence of AAKI, and then it can become a space to discuss problems and identify possible solutions through discourse.

One significant challenge many policy analysts faced was in seeking professional representation and growing their knowledge through professional organisational membership. Many knew that for the policy analyst profession to be recognised and certified it was important to have a professional association. While many had heard of, or indeed were founding members of AAKI, almost all agreed that it was very new and not yet meeting the needs of its members, including in its capacity to act as a representative professional organisation. Many believed this was because AAKI's vision and mission remained poorly defined and that it needed to host more exciting initiatives from which members could learn and grow their networks.

BOX 4: VIEWS ON AAKI

"I think the role of AAKI is important, it's just still early days, and I think there's a lack of coordination. They could play a really important role in fostering knowledge sharing between government and non-government policy analysts, but we haven't seen that happen yet." – National level policy analyst

"I guess I thought that AAKI would be a strong, independent organisation... standing on its own. That it would bring in experts from the outside and would be a place for sharing ideas, sharing knowledge. I don't think it has realised its full potential yet. I think both AAKI and LAN need to be focusing on the newer policy analysts, not just in recruiting them but also in how they're treated once they begin. Not just looking after those policy analysts who are already settled, but looking out for the brand new recruits. I think that's important both for the organisation driving the initiative (AAKI) and the institution responsible for the initiative (LAN)." – National level policy analyst

"I think AAKI can really become something of a 'melting pot' to bring together analysts from government, non-government and the private sector – people who are working on policy from a range of different angles could all benefit from networking together through AAKI." – Observer

Some felt that AAKI's current organisational structure remained too 'hierarchical' and top heavy, and as a result participating in AAKI felt like an extension of workplace activities rather than being an exciting association they would enjoy participating in.



"Who is it for? It should be open for all, including non-government analysts, but it's still mainly just government analysts that attend events... The core leadership structure of AAKI, being comprised mainly of madya policy analysts could be seen as intimidating to more junior analysts, that it's not very welcoming or inviting. It feels like an extension of a government bureaucracy, not a professional organisation."

This was also particularly felt by policy analysts outside the government:



"I'm an AAKI member, and I paid about Rp.200.000 to join. However, AAKI really needs to reach its non-government members. At the moment it feels dominated by government members, especially at a national level, and non-government members (especially at the sub-national level) are not being included."

When asked whether they had considered airing their concerns about how they were faring in their institutions or where they might need support through AAKI, most felt that AAKI lacked the ability to influence supervisors or institutions, and as a result, few took their concerns to AAKI leaders. Others thought AAKI could eventually play a bigger role in resolving disputes as they arose:



"Up until now, every time we have an issue or question, we go to LAN. What if AAKI opened up a branch in every ministry so we didn't have to go to LAN, but could resolve issues with AAKI?"

Many felt AAKI could play more of a role in facilitating knowledge sharing among members, from both the government and non-government sectors, and that these activities could be more 'fun'. Suggestions are outlined in Box 5.

BOX 5: ACTIVITIES AAKI COULD HOST TO SUPPORT MEMBERS

- Organising mentoring programs
- Hosting events in universities or with research units and others focussed on policy analysis to share their knowledge
- Organising short courses
- Facilitating policy advice to ministries as was the case in one example supported by KSI where a group of policy analysts from across ministries provided policy briefs and advice to the Ministry of Foreign Affairs
- Simply organising fun networking events that bring people together without a work focus.

"AAKI could facilitate more interesting activities, for example futsal or other 'fun' activities which might also serve as networking opportunities for members. For example, KSI events could doubly serve as AAKI events."

LAN staff agreed that AAKI needed to change its approach to reaching out to members:



"Several AAKI leaders...want an organisation that is dynamic, that is flexible, but it's difficult. There are difficulties in AAKI, and a lot of them stem from the different cohort needs... We reach out to them on Facebook – even something fun like 'morning jogging' at Monas [the National Monument], that could be a good way of getting them together."

Despite their criticisms, it was clear that analysts, supervisors and observers alike considered AAKI an important vehicle for uniting policy analysts in future. It could have the potential to truly represent its members and future members from outside government, if its coordination was more streamlined. They also perceived it as important for building the broader culture and momentum for evidence-based policy making in Indonesia. Many suggested increased funding and support for AAKI's activities from either LAN or KSI, and involving non-government policy analysts and academics to encourage greater knowledge sharing among members.

5

INSTITUTIONAL READINESS

Views presented during the consultations for this report highlighted the mixed experiences of analysts transitioning into their new roles, with the findings indicating that transitioning had not always been a straightforward process for new analysts. Variations in policy analysts' experiences were in part contingent on the awareness of the position (and its role and function) in government agencies, and the degree to which the necessary steps had been taken by ministries and agencies to prepare for and support the appointments (see Figure 1 in Section 2). The discussion below overviews the core themes that emerged during the consultations, which shaped policy analysts' experiences in taking up their new roles.

5.1 Awareness of the Policy Analyst Position

Awareness of the availability of new policy analyst positions and what the role entailed varied among cohorts and institutions. Analysts noted that they had heard about the new roles through internal advertisements and government circulars (*edaran*) at their institutions, while others had been encouraged by their supervisors to apply. Others still had heard about the new roles through training from LAN.

For those who heard about the role through internal circulars and planned their transition with their superiors, the process of transition was supported. For example, one former policy analyst had worked with the same agency since 2010 when he saw the advertisement. Given his existing interest in shifting to a functional role, he took up the opportunity:



"I worked with my supervisor and the human resource management unit to plot out the position and ensure there was a good match. My boss recommended me for the role and wrote the letter of recommendation, then the training took three weeks."

Some new policy analysts, particularly at the junior level, chose to take up the role but had limited experience and awareness of what their new role might entail. One policy analyst noted that she had applied to become an analyst in 2015 when she was accepted into the civil service, originally thinking this would allow her to perform any type of functional role. However, she only later discovered the specific responsibilities and scope of work associated with being a policy analyst through her training with LAN in 2017. Several policy analysts at the sub-national level also noted they had minimal understanding of the role prior to commencement:



"At first I didn't know what a 'policy analyst' was. I just took the civil servant entry test, received a placement in the Regional Secretariat and continued to progress towards a placement as a policy analyst. I explored lots of information for almost a year on how to analyse policy because my background is in education...I read widely on LAN, different regional regulations and gubernatorial regulations, even though it didn't make much sense to me. Finally, I completed my civil service training, then sat the policy analyst training, where things were explained in more detail."

As mentioned above, other analysts were unaware of the positions until they were requested to take on the new role by their direct supervisor.

Institutionally, the absence of awareness in institutions of the availability of the new role, its function and how to accommodate it in offices, made the transition difficult for policy analysts. This was especially true when only a few staff in an agency had applied to become policy analysts in a less structured or organised way. For example, the human resources and planning sections of agencies did not entirely understand the process of recruiting, training, customising the credit system and ensuring a position was approved and ready to occupy (as outlined in Section 2 of this report). Thus, these administrative units were unable to provide support for the transition of the policy analysts or to provide them with a clear role in their agency, making it more difficult for them to do their job.

Policy analysts in such situations hoped that in the future LAN would work more closely with individual human resource management units inside institutions to raise awareness of the roles not only among new recruits, but also among existing staff seeking a new career path (see Box 6). It was suggested that LAN organise a rotation of visits to government agencies to raise awareness particularly among senior staff, rather than inviting agency representatives to LAN workshops. In the latter case, senior staff are unlikely to be able to attend, and as such information is less likely to reach the senior ranks of the civil service – who are the decision makers

in advocating for new appointments and who are most likely to require policy analysis support. Some suggested that it would be helpful if LAN visited their agencies regularly to assist with trouble shooting and to resolve issues at the workplace, rather than inviting sectoral staff to meetings at the LAN offices, which they would be unlikely or unable to attend.

BOX 6: POLICY ANALYSTS' SUGGESTIONS FOR LAN TO COMMUNICATE THE ROLE AND STRATEGICALLY COORDINATE WITH MINISTRIES

"Looking at LAN's social media I saw they paid a visit to the Ministry of Health. As a result, many Ministry of Health staff followed through with the inpassing process. Their supervisors are well aware of this new position because LAN actually went out to them. Here [in this agency], a lot of supervisors, especially from Echelon III [Management Level 3], are not so interested in us wanting to become policy analysts... maybe there's an assumption that people working in ministries at the national level can easily obtain access to information. But it's not true in this case." – National level policy analyst

"I wish that LAN would pay a visit to my institution and other government bodies here [in my sub-national region] to increase their awareness about policy analysts and strengthen the policy analyst initiative at the local level."

"LAN could do more to socialise the processes surrounding policy analysts' appointments by being more active in explaining to government institutions the importance, benefits, job descriptions and functions of policy analysts." – National level policy analyst

"It seems to me that LAN is more concerned with 'installing' policy analysts everywhere and less about the actual placement of those policy analysts in practice." – National level policy analyst

"I wonder whether part of the reason my boss or the human resource management unit didn't understand what the role was all about is because LAN never visited here to make a presentation or try to explain it to staff at a supervisory/human resource level. I think this could be a big help." – National level policy analyst

5.2 Supervisors' Motivations for Appointing Policy Analysts

As discussed throughout this report, motivations varied among supervisors and ministries as to why they sought to appoint policy analysts in their units. In some cases, particularly in ministries with an existing culture of evidence-based policy making and reform, the decision to appoint policy analysts constituted a continuation of their existing approach to support evidence-based policy design processes. They had already seen the value of strong policy research, advocacy and analysis in their existing policy cycles, and wanted to build on this through formalised appointments of policy analysts. They perceived that the new position adequately captured a clear function of government, which was not as clearly recognised or compensated as a skill set and function of the civil service.

In other cases, strong leadership was a driving factor, either in ministries with an existing culture of evidence-based policy making, or in others where leaders wanted to ensure they were taking innovative approaches to policy reform within the Indonesian civil service, and became 'early champions' for the initiative.

In some agencies that did not have a background in strong policy reform or evidence-based policy making, the decision to appoint policy analysts was a result of a range of factors, including:

1. Leaders feeling the need to follow the example of other ministries, or following good examples in other ministries that they would like to emulate.
2. Leaders wishing to comply with, and implement, government circulars and the new Civil Service Reform Law.
3. Preparing for a reduction in the number of structural positions in appointed agencies, and replacing some of these with functional, skills-based appointments.

In many cases, the biggest driving factor was that they were preparing for the long-term change outlined in the Grand Design of Bureaucratic Reform strategy in which the number of managerial staff would be 'right-sized' and cut back over the longer term in favour of functional positions.

Further, discussions with supervisors and many analysts revealed that they perceived a clear distinction between

the role of policy analysts in the civil service and the role of researchers and larger government-supported *Balitbang* (research units). Policy analysts are important in that they focus on developing policy options, often in short time frames, to respond to specific and immediate problems. They may often need to take into account the political economy of particular policy decisions when developing policy options. In contrast, the role of researchers and *Balitbang* is deemed important for establishing long-term trends and accumulating broader knowledge that situates policy issues in wider historical and cultural contexts. Researchers and *Balitbang* draw knowledge from across interrelated political, economic, geographic and socio-cultural fields, and use critical thinking that is less bound by immediate policy problems, policy imperatives, and the political economy of particular policy options. Analysts and observers saw a distinct role for both policy analysts and researchers, and for both *Balitbang* and targeted policy units.

5.3 Administrative Preparation for New Appointments

Policy analysts described varying experiences of the way their respective workplaces had prepared for the new appointments and the transition of policy analysts to their new roles. Some felt their institutions were well prepared to accommodate them in their new roles and coordinated well with LAN and their internal human resource management and planning branches, as one person described:



"We attended the training [with LAN] in July 2017, and then we were officially appointed as policy analysts around September or October that year. We received the allowance and also a full explanation about what our responsibilities and functions would be as policy analysts."

Such support was usually experienced in institutions where large groups of staff were either appointed to, or planned to be appointed to policy analyst positions. This is discussed further in Section 8 on Good Practices.

This was in contrast to those whose transition was made more difficult when their organisations were not well prepared to accommodate them and they had not coordinated with LAN accordingly, or were unaware

of the existence of the role (particularly at the senior management level). They had not completed all of the steps outlined in Box 2 and Figure 1 in Section 2, above.

In several examples, there was a lack of coordination between the human resource departments and LAN, with one respondent stating: “Maybe because it’s so new, maybe the systems aren’t in place, but in general there was a feeling that they weren’t ready. And supervisors weren’t ready either as a result.” Such situations were most common in agencies where very few staff had sought to become policy analysts and where there was less institutional awareness of the role or its function among senior management.

Even in institutions that were seen to be supportive of the roles, or more ‘progressive’, in the early years of the introduction of the position – which is still the case in some ministries – analysts felt there was a lack of institutional readiness and that they had, in effect, been part of a pilot while the system was being rolled out. Many of the challenges for the early cohort, such as the lack of clarity on allowances and benefits or fine-tuning of the credit system are being ironed out, along with training and scaling up in the appointment of policy analysts. Analysts also highlighted long wait times between the training or *inpassing* processes and their recruitment as policy analysts, which meant their work plans and tasks remained unclear in the interim. They said this created significant confusion for them and their agencies.

As a part of its efforts to continuously improve, KemenPANRB – the ministry responsible for creating policy analyst positions—acknowledged that the roles were new and would take some time to be embedded into existing civil service structures.

5.4 Skills Matching and Organisational ‘Mapping’

Among policy analysts who felt their institutions were not well positioned to accommodate their new roles, several felt a key weakness was a lack of institutional ‘mapping’ or ‘skills matching’ around their new positions. One respondent noted that despite their colleague being appointed as a policy analyst, they had been placed in the administration unit of their agency. Some felt the new scope of work for policy analysts did not suit everyone, particularly those from technical educational backgrounds such as engineering or chemistry (who were less familiar with the social sciences). In such situations,

despite the initial training they (or their institutions) remained unsure how to translate their skills into policy analyst roles.

Without the support of their institutions to place them in work roles that were an appropriate fit, some policy analysts in this situation struggled in their new roles and felt their skills were wasted. When policy analysts were having an acutely difficult time transitioning to their new role, it was demotivating – some wanted to quit or switch to a different functional position. Such situations also generated the perception among analysts that when supervisors had ‘ticked the box’ of installing a new policy analyst (following LAN’s recommendations), their supervisors did not quite understand what the appropriate ‘next steps’ were. Respondents argued that the roles required further ongoing socialisation in government agencies, plus training and support for newly appointed analysts beyond the initial few weeks provided by LAN.

In some cases, policy analysts were not fully assigned ‘100 percent’ to policy analyst tasks, but carried out a ‘mixed workload’ comprising administrative and financial tasks, as one analyst observed:



“Sometimes it might be a ‘50/50’ split between administrative and finance work plus policy analyst tasks; other times it’s more like 70/30. I feel like there’s uncertainty in my job description and job scope as a result.”

Senior analysts note that this was particularly common among more junior cohorts, where many new policy analysts may have had the right skills but were not placed in the right areas or positions, so they ended up working on tasks that did not suit their skill sets, resulting in a mismatch of skills to positions and institutional needs. Respondents argued that finding ways to support supervisors to have a better understanding of the role of policy analysts, and how best to ‘use’ them in the workplace, would not only improve the situation of policy analysts experiencing difficult transitions, but also the use of policy analysis for decision making.

The findings from the consultations suggest that while there may have been great initial enthusiasm for the recruitment of policy analysts into individual institutions,

in some cases mapping exercises may have been rushed, or not fully coordinated between analysts, supervisors, and planning and human resource management units in specific government agencies. This was particularly the case where only small numbers of staff were transferred or appointed as policy analysts in particular institutions. These situations dampened analysts' morale, particularly among the *pertama* and *muda* cohorts who had little political sway or decision making ability compared to *madya* or *utama* cohorts.

Several of those consulted suggested 'mapping' exercises be carried out again to properly identify good fits for their skills and expertise, and that 'refresher' training be provided for analysts after a two- or three-year period in the role, so that skills remain up-to-date. Others suggested that the newly formed AAKI could also hold short 'skills sharing' seminars, guest talks, and training for members who were already policy analysts, so they could draw on the experience of more senior professionals. Further information on institutions which are planning to convert large numbers of staff to policy analyst positions, such as the Ministry of Finance, is detailed in Section 8.

5.5 Customising Credit Point Templates

Despite supporting the good intentions of civil service reform and encouraging a new culture in the civil service based on merit and performance, many policy analysts still face challenges in accumulating their credit points. This is mainly due to the issues of weaker institutional readiness and supervisory support discussed above, but also because a customised credit system had not yet been introduced in government agencies with only a small number of policy analysts when the consultations were conducted. In a few cases where weak institutional readiness, planning and mapping thwarted junior analysts' efforts to accrue credit points, they shifted over to structural positions and abandoned their new roles altogether.

Many policy analysts noted issues of some kind with the policy analyst credit system in its early days. As discussed earlier, the policy analyst role was introduced alongside a framework aimed at ensuring analysts would be able to claim credit for their work, accruing points towards promotions and earning other benefits and allowances along the way. However, due to the issues outlined above (workload scope, a lack of coordination, and a lack of support or supervision), many analysts found it difficult to claim the credit points they perceived they had attained,

or found that credit mechanisms for their new roles simply did not exist within their institution. One analyst explained:



"When I was a policy analyst, I could claim credit points but I was limited in what I could actually produce... I felt I wasn't trained to do the work, and needed to be working in a team for the volume of work that was expected of me...I kept records of my outputs, but I never got to the stage of claiming credit points."

Where analysts were 'misplaced' in units, they felt the credit system was particularly irrelevant, with one observing that by being placed in a bureau that did not have any intersection with the strategic business of policy making, they had a difficult time making plans as a policy analyst and earning sufficient credit points. In some cases, staff relied on the 'goodwill' of supervisors and their human resource management units to ensure their credit points were calculated and transformed into the correct level of salary and benefits.

Systems for claiming credit appeared to vary between agencies. Some were based on manual reports and checks by supervisors and the submission of documentation manually to LAN, while others had online mechanisms where credit claims could be logged (such as for functional researchers). Respondents felt LAN could be working with institutions to ensure credit mechanisms were streamlined across the entire civil service so as not to disadvantage analysts from one institution to the next, as one analyst observed:



"I conveyed to LAN my difficulties in accumulating credit points, but it seems LAN has very set standards for our outputs as policy analysts, as to what constitutes an 'ideal standard'... As a result, I think my supervisor considered the possibility that I might be 'stuck' as a policy analyst due to insufficient credit points, so he ordered me to go back to a structural position."

Meanwhile, in discussions with LAN, it was revealed that some senior analysts or policy analysts from some of the initial cohorts of trainees often did not utilise the credit system at all to seek promotion, but rather were happy to continue with their status quo appointment.

5.6 Variation by Ministry or Agency

Analysts' experiences of transition also varied according to their respective institutions. As described above, some found their institutions to be more supportive, while others faced resistance in their new roles. Across the 20 agencies visited, it was clear that in situations where there was awareness of the policy analyst position among senior management, human resources and planning units, and of its importance, the transition was easier for newly appointed analysts. In ministries where large numbers of structural-based civil servants were 'transitioned' into policy analyst roles, a common trend was that staff had been consulted along the way and planning processes had commenced well in advance to accommodate the new roles. Some of these ministries decided not to send staff to early LAN trainings between 2015 and 2017, preferring to wait instead until the system had been more thoroughly rolled out, tested and fine-tuned, and giving themselves more time to plan for the new positions within their own organisational structures.

By contrast, in ministries where only a few staff were encouraged, instructed or took the initiative to become policy analysts themselves, a lack of awareness from

senior management or institutional preparedness to support the role proved challenging for staff transition. Some policy analysts gained support from their institutions and supervisors despite this lack of awareness and preparedness, particularly in situations where there was a collegial working culture. However, in other agencies policy analysts faced resistance in their workplaces where structural positions were valued over functional positions or where analysts' relative 'independence' was perceived as a challenge to civil service culture.

5.7 National and Sub-National Differences

The consultations revealed that there were different cohort experiences among policy analysts appointed to national and sub-national agencies – they activated their networks of support differently, and sought to incorporate their role into their units in different ways. Sub-national actors were particularly innovative in this regard. Part of their experience was also contingent on how supportive and ready their offices were to integrate policy analysts into their work processes. LAN provided different kinds of support at the national and sub-national level (see Box 7).

BOX 7: SUPPORTING POLICY ANALYSTS FROM THE NATIONAL TO THE SUB-NATIONAL LEVEL: LAN INITIATIVES

According to a senior LAN staff member, LAN's key function with the policy analyst role is to conduct competency testing, run training, and calculate credit points for senior policy analysts. Despite many policy analysts critiquing LAN's perceived lack of involvement, LAN carried out a range of activities to support analysts in their new roles, within its resources. This included roadshows to sub-national governments and assisting ministries that directly requested assistance. LAN would like to do more, if it were not limited in time and resources:

"We formed [coordination] groups at the beginning of 2018 as a way of bringing together all the different policy analysts working across different coordinating ministries. They can meet here and we provide them with a room where they can discuss issues within their ministries. We've already facilitated three of these meetings this year. So far, we haven't been able to reach regional areas because they'd have to come in a long way, but we are hoping to take activities online next year. One of the activities we have planned for next year is a webinar. But time is the issue, it's always difficult to coordinate when there's not enough time.

We also run coaching clinics, for example next Friday we're doing a live Facebook coaching clinic. We create a space where people can discuss online, live, with five participants in one session, via Facebook or via Instagram. In these clinics we cover anything they ask about: the credit system, other topics, other themes, whatever they want to talk about. But it's all been the newer cohorts who have joined; the earlier cohorts have not been involved at all."

LAN has taken on board the feedback raised by analysts who felt it should visit their institutions more frequently. However, LAN feels restricted in how much it can travel to different institutions, without undermining institutional authority:

"We often invite participants who are based in Jakarta to meet with us here, but the numbers are slim. At the regional level, we went to Pekanbaru this year. But as far as government institutions go, we won't go unless there's an express invitation from them. If they want us to go out there, we'll go. But if not, we invite them here – it's simply more efficient. But I like the idea of a roadshow; we could take it not only to the sub-national level but also to smaller ministries or agencies here at the national level who need the support in their human resource management units."

Networks

At a national level, several policy analysts reported working in isolation and cited a lack of organisational support, as discussed earlier in Section 4. However, these analysts often felt they were able to seek support through other networks (such as the bureaucratic reform network, LAN directly, or other policy analysts working in PRIs). By contrast, analysts working at the sub-national level noted that while they felt there was more collegiality and a sense of greater support at their institutions, they did not have the same external support through broader networks, with the exception of support provided by LAN.

Analysts at the sub-national level noted that they managed the issue of isolation in their new roles by initiating collaborations with other staff across their institutions. Respondents with extensive careers in the civil service were able to effectively mobilise networks of people from different government institutions to build teams and make collective portfolios, as one analyst noted:



"One of my attempts was to initiate a collaboration with fellow expert staff when they were assigned to conduct a study. I was asked for an opinion, so then we worked together. From the reports that we wrote, I received credit based on my position as a policy analyst there."

Active Positioning and Influence

Respondents at the sub-national level were often quite strategic in positioning themselves at their workplaces, particularly in relation to supervisors and colleagues in structural positions. Given that the role of policy analyst was non-existent in many of their organisational structures, respondents quickly understood that they had to be proactive in reaching out to top-level supervisors in order to gain acceptance and support in their new roles. One respondent from Yogyakarta opened up a dialogue with their supervisor in order to minimise confusion and integrate the new role into the existing structure and functions of the organisation:



"I went to the head of the unit and explained my role. He asked, 'Can we still work together?' I said, 'Yes, although practically I work under the Echelon II [Management Level 2] supervisor, I will continue to support you. I will help you to prepare any study you need'."

As a result, analysts at the sub-national level often noted that they were able to speak directly with supervisors and generally gain support for their new roles. Smaller bureaucratic structures and staff numbers at the sub-national level may help explain this.

Many analysts at the sub-national level demonstrated a high level of determination in taking part in various projects with their organisations, instead of waiting for the 'right' task to be delegated to them by their supervisors. By persistently sending requests to join projects, respondents hoped to encourage supervisors to better utilise the new role of policy analysts and mainstream the positions across their organisations. For example, one respondent successfully persuaded the head of the Regional Planning and Development Agency (Bappeda) to assign him new projects, including advocacy work on a sanitation project. However, in some circumstances proactive behaviour from policy analysts could be perceived negatively by supervisors, often due to a poor level of institutional awareness about the policy analyst roles. A junior policy analyst in one region had to repeatedly convince his supervisor and clarify his interests in an effort to gain field experience:



"At first, it was hard. People thought I was looking for extra cash because I had no official letter of assignment to be on any project. I said that I was not interested in receiving an 'honorarium' and that I simply wanted to be involved with the research. Now I have participated in three research projects."

Over time, analysts used various strategies to promote and mainstream their new roles, which resulted in significant support from their supervisors and organisations overall. One respondent successfully obtained approval to acquire an operational budget from the Regional Income and Expenditure Budget to carry out policy analysis work. Her supervisor is now able to see that the role of policy analyst is significantly intertwined with the overall function and goals of the organisation, as she noted:



"The head of my unit and my colleagues are very supportive. So, whatever I need to support my role and function, as long as it is in line with the priorities of the city administration, I'll get it."

In other cases, increased awareness and support from supervisors led to a greater level of innovation and broader awareness raising in the community about the role and function of policy analysis in government. Under the guidance of his supervisor, a junior policy analyst in a sub-national region and prize winner of LAN's Policy Analyst Award (*Analisis Kebijakan Untuk Indonesia*) communicated policy recommendations to the wider public by publishing numerous articles in the local newspaper. As he noted:



"I had been encouraged by my supervisor to share my ideas in the local newspaper, and I always had his generous help in reviewing and editing my articles before I sent them to the media."

5.8 Sub-National Challenges

Despite these positive signs, it is important to highlight some of the challenges policy analysts still face at the sub-national level. First, the availability and quality of data remains a major issue in a number of local governments.

One researcher and observer noted that the management and digitisation of data at the sub-national level was particularly problematic, often hindering the process of gathering and verifying data. Second, discrepancies in data could negatively affect policy analysts' efforts to write evidence-based analysis. Another respondent frequently encountered data discrepancies between the in-house data from the Regional Research and Development Agency and the national data from Statistics Indonesia (BPS), the central bureau of statistics:



"The data from BPS is often ridiculed by staff here. Some people think BPS data is less credible and less representative."

Finally, an issue was raised in the consultation about the politicisation of appointments and promotions in sub-national offices where networks within and beyond government are tight; if analysts were perceived to be in certain camps (or outside these) this may affect promotion, even when merit criteria were met. Based on the Regional Autonomy Implementation Monitoring Committee (*Komite Pemantauan Pelaksanaan Otonomi Daerah* or KPPOD) study on bureaucratic reform, fewer than 40 percent of elected leaders across 500 districts and cities in Indonesia had the capacity and political will to assign staff based on merit (see Indriantari 2017). KPPOD's director remains concerned about the potential for executive leaders and legislators to abuse the role of policy analysts in an effort to serve their own interests at the local government level. Anticipating the politicisation of the policy analyst positions, KPPOD is now in the process of designing a National Qualifications Framework (*Kerangka Kualifikasi Nasional Indonesia* or KKNI), together with LAN, other government institutions and several academics, to prevent the recruitment of individuals based on political interests over competency and capability. Through KKNI, KPPOD hopes to set the standard for future certification bodies to ensure merit-based appointments for all future policy analyst positions.

6

SITUATING POLICY ANALYSTS AMONG OTHER FUNCTIONAL ROLES



Gill and Saunders (1992, 6-7) define policy analysis as “a method for structuring information and providing opportunities for the development of alternative choices for the policymaker”. Thus, the work of policy analysts involves providing information or advice to policy makers concerning the relative advantages and disadvantages of different policy choices (Mushkin 1977; Wildavsky 1979). Policy analysts assist in clarifying policy problems/issues, support policy makers to define the policy goals or objectives, facilitate the identification of preferable policy alternatives, and eventually contribute to the general improvement of policy decision-making (Viteritti and Stenberg 1982).

As the functional policy analyst position is still considered ‘new’ in the Indonesian civil service, several policy analysts mentioned that there is significant confusion about the role that policy analysts might play in government agencies and how the position should function, and be incorporated into, the human resources and business processes of each agency, which vary across ministries and at the national and sub-national levels. Confusion about how the functional policy analyst role should be incorporated and situated in agencies among the other existing functional positions has tended to occur when the functions of different positions overlap, particularly when other civil servants (in different functional positions) play similar roles in providing policy analysis and advice to their superiors.

In some cases, civil servants appointed as researchers, planners, monitoring and evaluation officers, legislative drafters, legal analysts, and other specialists in functional positions (e.g. economists, environmental experts and epidemiologists, etc.) have incorporated policy analysis and advice into their roles. According to several appointed functional policy analysts, they have tried to differentiate their roles from other functional positions, stating that the difference between a policy analyst and other functional positions lies in the ability of the policy analyst to produce more operational and actionable policy recommendations while also thinking about and planning for the risks involved in policy implementation. In addition, they have identified that they play a role in influencing policy makers and in advocating for evidence-based policy-making processes:

6.1 The Role of the Policy Analyst Among Other Functional Positions

Discussions during the consultations made clear that before the establishment of the functional policy analyst position, policy makers and elected leaders relied on expert staff, personal assistants, general administrative staff, or those in lower-level structural positions to develop policies, which were often based on personal interests and political agendas. There were no formal requirements for those informing or formulating policies to hold qualifications or have proven competencies in public policy analysis. As a result, according to those consulted, although the relevant rules and regulations were followed policies were often designed and implemented, but did not necessarily achieve the desired policy goals and objectives, partly because of weak problem identification and analysis in formulating policy options.

BOX 8: VIEWS ON DIFFERENCES BETWEEN POLICY ANALYSTS AND RESEARCHERS

"The policy analyst position is different from other (functional) positions because we drive recommendations and also think about the risks involved." – Policy analyst, utama level, national government

"As a researcher you're writing papers and pieces of research, but as a policy analyst, you're more involved in knowledge management and your written products can have a direct impact on policy." – Policy analyst, madya level, national government

"Researchers sit in the research and development unit, while policy analysts are better placed in the Directorate General Divisions that deal with operational and technical affairs. Given where they are situated, researchers may not be able to directly influence the policy making." – Policy analyst, madya level, national government

"Policy analysts produce outputs that are more practical, relevant and hands-on." – Policy analyst, pertama level, national government

"After this Civil Service Law was introduced, there is the policy analyst... It used to be just R&D, just researching. Now there is policy advocacy based on the research analysed [by policy analysts]. So that means research can be relevant for policies." – Observer

There is a need to further define and clarify the role of the policy analyst in the policy formulation process, as the current system is still slow in recognising the new role. At the time this study was undertaken, policy analysts were required to be quite proactive in positioning themselves in the existing business processes of their home institutions in order to influence their working environment and better define their roles. This may be due to the fact that some policy analysis tasks were previously undertaken by other functional and structural positions and thus there was a degree of overlap when the policy analyst position was established. It is anticipated that the increased number of policy analysts across the Indonesian civil service will foster a culture of 'competitiveness' among functional staff working in similar roles to work towards equally high-quality outputs.



"I think as long as our system in the area of formulating policy doesn't recognise the existence and role of the policy analyst, those other functional positions will continue to do the same thing. There will be no difference between people who have a certificate as a policy analyst, and those who don't." – Observer in a policy analyst position outside government

In addition, the differentiation in roles and functions for policy analysts at the *pertama*, *muda*, *madya* and *utama* levels, some argue, has not been defined clearly in the regulations.



"At that moment the system is not established yet, regarding how JFAK actually plays its role and how it functions. My institution has not figured out how this new position will play a role and how the tasks and functions in the government it will perform differ across the pertama, muda, madya and utama levels." – Policy analyst at the muda level

Without coordination between supervisors, human resource departments, and policy analysts themselves, confusion surrounding the difference between policy analyst roles and other functional positions, and also the difference between policy analyst roles at the *pertama*, *muda*, *madya* and *utama* levels, may continue to grow.



"We have negotiated with supervisors that our work should be differentiated from those who are in general functional positions... We have also differentiated the scope of work between pertama, muda and madya levels in our work load analysis. The pertama analysts handle the analysis work at the unit level, the muda analysts handle it at the division level, and the madya analysts deal with analysis and policy recommendations at department or directorate level, so it's more comprehensive." – Policy analyst at the muda level

In sum, many policy analysts said that confusion between roles continues and many employees have a lack of understanding of what is expected of them, and where their role fits in their organisations. In some cases, role clarity was proactively facilitated by policy analysts translating their roles for their agencies or ministries, accepting their responsibilities, clarifying their duties and responsibilities to others in their team and their superiors, and eventually gaining sufficient authority to do their job.

6.2 Perceived Differences in Roles and Responsibilities

This section reviews policy analysts' perceptions regarding the differences between various positions and roles in the civil service, in particular the differences between functional and structural positions, and the differences between different types of functional positions. As outlined earlier in Section 2, for some this may have been a motivating factor to take up a role as a policy analyst, while for others differences only became clear once they were in their new role, or were speaking with colleagues in other areas.

Functional vs. Structural Positions

The primary difference analysts discussed was that of 'functional' and 'structural' roles. Within the civil service system, structural roles were generally understood by respondents to be more focused on administrative and managerial tasks, while functional tasks required more specialised skill sets, and were not necessarily tied to particular ministries, agencies or hierarchies. In structural positions, as people are promoted, they shift between departments, agencies and ministries, and even regions, depending on organisational need and irrespective of their knowledge of a particular sectoral area. Seniority is recognised and some of the promotions are based, in the views of respondents, on networks and having 'champions' supporting the promotion, as well as on experience and skill.

Consultations with analysts and observers revealed there is a strong culture in the civil service of accepting transfers without question. They also revealed that structural roles have long been perceived as more prestigious than functional roles. However, this is changing as there is growing awareness that the bureaucratic reform process has been designed to reduce the number of available structural positions in each agency or ministry.

Merit selection processes and allowances are also being recalibrated for functional positions, as with the introduction of the policy analyst position.

'General' Functional vs. 'Designated' Functional Positions

There are two types of functional positions: 'general' functional positions (*fungsiional umum*) and 'designated' functional positions (*fungsiional tertentu*). Those employed to take on 'general' duties (not in structural positions), hold 'general functional' positions, while those in more specific positions such as policy analysts or researchers hold 'designated functional' positions. Although these functional classifications have been used for many years, they are starting to be phased out, replaced simply by 'structural' or 'functional' classifications: in future there will be no 'general functional' position classification. A senior manager from KemenPANRB explained that this was to ensure that the remaining functional positions were held by experts with specialised experience, while structural positions were more administrative, managerial roles:



"The number of structural positions is going to be limited, as structural position holders will only carry out managerial functions. For structural positions, their job is more of a managerial role, responsible for coordination work... [although] functional positions were seen as something less attractive, today there is a bit of a sense of euphoria around the functional positions. People thought less of functional positions because they did not offer career paths. Today, people are competing for functional positions. The primary function of organisations has to be accomplished by individuals in functional positions. More and more people will be required to do in passing to be in functional positions both at the national and local level."

However, many analysts were unaware of this shift, and felt that due to challenges with supervisory support, workload and credit, as outlined earlier, they were better off moving into either structural roles or 'general' functional roles. This movement between roles is examined further in Box 9.

BOX 9: MOVING BETWEEN FUNCTIONAL AND STRUCTURAL POSITIONS

Throughout the consultations, numerous analysts noted that they had moved from a functional (policy analyst) position into a structural role, or vice versa. The *inpassing* process for policy analysts at all levels involves converting people in structural positions or other functional positions (such as researchers) into functional policy analyst positions.

Particularly among those appointed in the early cohort as policy analysts at the *pertama* or *muda* level, their move to a structural role (either previously held or a new role) was due to:

- A request from their supervisors to meet institutional needs
- Opportunities arising in the structural stream
- An initial poor understanding of the policy analyst position
- Dissatisfaction with their appointment as a policy analyst.

Those who were dissatisfied with the policy analyst appointment cited:

- A lack of institutional or supervisory support
- Poor mapping of their work tasks
- A perceived lack of a clear career progression in the functional structure
- Disinterest in the role after they perceived they had learned what they thought was as much as the role could offer
- Issues with targets and the credit system (discussed later in this report)
- A perception that it was unlikely they would be promoted.

They perceived the structural positions to be more clearly structured, better supported, and/or to have clearer KPIs and targets.

The issue of promotions also arose among junior policy analysts:

"I feel like perhaps it's easier for policy analysts at the madya or utama levels, but for muda or pertama, it's easier to move into a structural role to gain more experience first.... After going through the policy analyst training, I feel like policy analysts are actually more knowledgeable than structural staff – they have more understanding of the issues, more competence, they're able to take on more technical tasks. But they have no decision-making power. So, I can understand why many policy analysts choose to move over into structural roles – there are more opportunities for promotion and to be taken seriously."

By contrast, several madya and utama analysts chose to move the other way: out of a structural position into a functional analyst role, as they no longer wanted to manage budgets and staff, meet set targets, or wanted to work more autonomously. Among those who made this change, they did so despite a perceived 'stigma' surrounding functional roles, and have borne criticism from peers and colleagues for taking on what is perceived to be a 'less prestigious' position in the functional stream.

Stigma surrounding functional positions

Both junior and senior analysts perceived there was still a 'stigma' surrounding civil servant staff who chose to take up functional positions compared with structural positions. Many noted that in their agencies or ministries, functional positions were often given to people who, according to participants in the consultations for this report, were 'underperforming' or 'useless', or to a staff member who had been 'marginalised' or 'cast aside'. Some analysts noted that the criticism of policy analyst roles only arose as people were still unfamiliar with the new positions, and tended to classify them as 'general' functional roles. Nonetheless, for junior staff the stigma was often cited as a key reason for moving back to a structural position, given their limited decision-making power and their need to gain more experience at the early stage of their career. However, for senior analysts, many took on policy analyst

roles precisely to challenge the perceived stigma surrounding functional positions and to ‘make a contribution’ to changing perceptions around functional positions within the civil service. One senior analyst described: *“People tend to think [functional roles] are a second-class career mainly because they don’t hold any power. They don’t have any managerial functions.”*

This ‘stigmatisation’ seemed to intensify at the sub-national level, as one policy analyst noted: *“People kept asking me, ‘Why do you even want to take on a functional position?’ People viewed functional positions as a role for useless people.”*

This experience was shared by a fellow sub-national policy analyst: *“When I meet colleagues in the cities or districts, and they learn that I moved from a structural to a functional position, I can easily explain to them that there was a process, and even an exam I had to take to be in this position. Then they have a better understanding. But, when I meet colleagues in the villages, they give me a pitying look, and say things like, ‘Be patient...one day you’ll go back to a structural position again.’”*

Institutional change

At an institutional level, there are signs that the misperceptions surrounding functional positions are starting to change. This is largely the result of the new Government Regulation number 11 on Civil Service Management, which aims to phase out ‘general’ functional positions, as outlined earlier. Further, despite the stigma and criticisms of the functional positions, one KemenPANRB staff member believed that a prolonged retirement age (up to 65 for functional staff, compared with 58 for structural appointments), along with fewer structural positions on offer, would ensure more civil servants began to see the benefits of taking on functional roles.

6.3 Benefits, Salaries and Allowances (Structural/Functional Differences)

As discussed in Sections 3 and 4, policy analysts believed there were differences between the benefits, salaries and allowances associated with positions in the structural stream and those of the functional stream. Most appointed policy analysts believed their salaries and allowances would be higher and more stable than in the structural stream. This was a motivating factor for many policy analysts to take up the new policy analyst role and to remain there, accruing credit and enjoying benefits unavailable to them in the structural system. For others, however, they felt they were not receiving the benefits or salary to which they were entitled. Some senior analysts were also waiting to be paid at the correct rate in their new role, and were unsure where to raise this within their organisation:



“Since taking up the new role, I’ve been paid at the old rate for a ‘generalist functional’ position. It’s been about two years, but I’m not sure who to take this up with...I will raise it at the next review period [in October].”

However, given senior policy analysts’ relative autonomy and financial standing when compared with junior analysts, this issue of missing pay and allowances among senior staff did not seem to greatly affect their financial situation day-to-day, nor had it encouraged them to abandon the policy analyst position. Most felt the matter would be resolved internally and viewed it as part of the transition process involved in mainstreaming the new policy analyst positions.

Overall, feedback from respondents suggests that further communication and coordination are needed between supervisors, human resource management units, planning units, LAN and KemenPANRB to ensure policy analysts receive the appropriate level of salary and all associated benefits as stated in their new position descriptions.

7

CHALLENGES FOR SUPERVISORS AND INSTITUTIONS

In addition to some of the issues of institutional readiness discussed in Section 5, the consultations, supervisors, and institutional representatives identified external and internal challenges to appointing new functional policy analyst positions, as outlined below.

7.1 External Challenges

- **Coordinating with different stakeholders:**
 - Supervisors have to manage multiple channels of coordination between LAN and KemenPANRB, as well as with the National Civil Service Agency
 - The procedures and processes required by LAN and KemenPANRB emphasise compliance, adding further administrative processes and time to synchronise planning with home institutions on recruitment and *inpassing* processes

- Allocating resources: different ministries, agencies and local governments have different remuneration structures that need to be negotiated with LAN and KemenPANRB.

- **Managing limitations related to LAN's capacity and how to fill this 'gap':**

Most respondents believed that LAN had been responsive to enquiries, however several supervisors and policy analysts also suggested that LAN could put more resources into visiting government institutions (rather than inviting them to LAN offices) in order to build awareness about the policy analyst position, to troubleshoot issues surrounding the appointment process, and to provide ongoing mentoring to policy analysts in the workplace. It was also suggested that LAN utilise more online ICT-based mechanisms for submitting the various paperwork required, in particular in relation to the credit system.

- **Overcoming regulatory roadblocks:**

Although both LAN and KemenPANRB have revised the regulations relating to the roll out of the policy analyst position on an almost annual basis, this requires further fine-tuning. A complete list of government regulations relating to the role of policy analysts is listed at Appendix I. Participants in the consultations for this report recommended that LAN and KemenPANRB continue to revise these regulations together.

7.2 Internal Challenges

The internal challenges that the supervisors face when situating policy analysts in their institutions include:

- **Building internal awareness of the need for functional policy analysts and the importance of evidence-based policy making**

Building internal awareness of the importance of both policy analysts and evidence-based policy making was a common theme across the consultations in explaining how to reduce difficulties faced by policy analysts.

"You [leaders] have to build new structures within organisations. There must be a sense of need from the organisation itself for policy analysts. There must be awareness at the organisational level that they will use the results of the research as well as input from policy analysts [for decisions]. In addition to raising the awareness about policy analysts, you have to re-engineer the structure of an organisation in order to fully or effectively adopt the policy analyst [into the organisations]." – Observer

The degree of internal awareness in institutions demonstrates whether or not the adoption of the functional policy analyst position has constituted a form of 'isomorphic mimicry', when government institutions copy the formal rules without deeply changing the way of working (Pritchett et al. 2010). In the case of the policy analyst position roll out, this can be seen across ministries who seek to install policy analysts, as they feel this is complying with the new Civil Service Law, but are less interested in deeply reforming their work cultures to become more focused on evidence-based policy design and decision making.

"If the institution does not really understand the function, does not have a tradition, or does not really have the motivation to have policy analysts, then later this [functional] status will only be a status. It won't change the way things work. What is the use if we have policy analysts but are not carrying out research and analysis for making policy? Given that research generates evidence, we need analysts. But if policies are made using instincts, you don't need analysis...the policy analysis [in such cases] is just an accessory." – Supervisor

• Planning for and managing change

It was clear from multiple consultations with the Fiscal Policy Agency (BKF) in the Ministry of Finance that change management processes needed to be

well thought through and well implemented. BKF plans to apply the following measures:

- Readiness assessments
- Constructive communication and communication planning
- Improving internal business processes
- Coaching and manager training for change management
- Employee training and professional development
- Planning for and managing 'resistance' in the organisation
- Data collection, feedback analysis and corrective action
- Celebrating and recognising success.

An important part of this is managing staff expectations and interests. Carefully managing expectations around salaries (and the future benefits of the performance system, including increases in salaries) so that staff look beyond the initial conversion, is considered an important aspect in communicating with staff as a part of the change management process in BKF.

"My employee asked: 'We have to manage the change, but the comment then is: If I convert, my salary is lower... My salary should go up'. (I answered): 'Your take-home income is not a function of the conversion, because in the conversion we will try to be neutral. But your take-home income will be a function of your hard work. The new policy analyst position should enable you to get a higher take-home income, due to faster development [in your career], because it's up to your own hard work.' This is what we have to manage, because if you go in at the individual level, the individual always thinks 'What is in it for me?' This is a very understandable question, but it cannot be answered with a limited perspective." – Head of BKF

• Addressing resistance to changes in organisational culture

For supervisors leading organisational change in the conversion of policy analysts, one of the significant barriers to change is resistance from ministerial employees who are concerned about how changes

will affect their current salaries, allowances, job status and rank, which are deemed part of the privileges of working in the civil service. Communication and iterative discussions have helped BKF to manage these challenges.



"The bureaucratic culture is still there and has been for a long time. It is also comfortable [for people] to remain in their comfort zones. The bureaucratic processes have made the [agency] bloated with structural positions, and after a while we have become used to this." – Supervisor

7.3 Possible Future Challenges

Several potential issues were identified in the research that may affect the ongoing sustainability or scale up of policy analyst appointments in Indonesia in the coming years. The key challenges are outlined below.

- **Maintaining political will: Shifting the culture away from hierarchical decision making to using evidence-based policy making**

The political will to use evidence in policy making may be overridden by decisions based on popular views, intuition, ideology or conventional wisdom. This has tended to underlie the culture of hierarchical decision making in the civil service, or what is known as the culture of 'instruction from above', where instructions are implemented without question. Changing the culture of decision making to using evidence may take some time and will require commitment from leadership across agencies.



"I think the issue is about political will. Sometimes feedback is given, and it's simply not taken on board, so does not result in policy reform. Perhaps the person in charge feels that it will have a negative impact on them, or disadvantage them, so they simply don't execute the recommendations of the policy analyst. Or sometimes there's a piece of policy analysis that is received but never incorporated into planning processes. So, what's the point?" – Observer

- **Rotations/transfers of senior management: Maintaining awareness**

In the structural management positions of the Indonesian civil service it is common to rotate and transfer management staff to other agencies both for promotion and other reasons. Thus, building awareness of the role and function of the policy analyst will require continued attention over the long term, particularly in institutions that do not yet have a culture of evidence-based policy making.



"I think if the supervisors are aware about the role of the policy analyst, they'd likely give them space to do their jobs and delegate them appropriate tasks...Initially, not many supervisors were aware, thus they were not supportive enough." – Policy analyst at the pertama level

- **Reducing stigma around functional positions**

As mentioned above, there is stigma around the value of functional positions. This stigma is likely to persist and be reinforced in situations where the awareness of the policy analyst role and function is low, or where awareness of the gradual reduction in structural roles and scaling up of functional positions remains low.



"People kept asking, 'Why do you even want to be in the functional position?' People viewed functional positions as a place for useless people." – Policy analyst, madya level, sub-national level

8

GOOD PRACTICES

8.1 Overcoming Challenges – Individual Innovation/Initiative and Leadership

Despite the challenges surrounding the roll out of the new policy analyst position, several policy analysts have demonstrated a high degree of agency by introducing initiatives to smooth their transition and to contribute to evidence-based policy making. For many, this involved taking on new workloads and tasks for which they were not previously responsible. They sought to offer services, conduct analysis without being asked, build collaboration in their workplaces, undertake policy advocacy, demonstrate their skills and influence policy change based on evidence. Some policy analysts were motivated by the internal reforms and the wider Grand Design of Bureaucratic Reform, seeing their role as ‘a great opportunity’ to contribute to these reforms.

Despite its limited resources, LAN sought to introduce initiatives that provide networking opportunities and information sessions for policy analysts, and as outlined above a number of institutions have commenced carrying out significant planning for policy analyst transitions (See Box 3 in Section 2).



“One of our initiatives was to introduce collaboration with fellow expert staff when they were assigned to conduct a study... The reports that we made gave me the credit for my position as a policy analyst. Over time, supervisors gradually noticed that there is a role for policy analysts.” – Policy analyst, madya level, sub-national government

“There are a lot [of opportunities] and I have had to work hard... So I take initiative, I do research and I make sure it is submitted [to my bosses], and I undertake advocacy [for the policy recommendations]. For example, I started by lobbying the head of the District Development Planning Agency [Bappeda]. Then I lobbied a number of section heads. I introduced myself as a policy analyst. And then I took the chance when it arose in my work to produce a policy. So now, when [the leadership] plans to release a policy, I offer to review the options and conduct analysis first. Finally, now if there is anything that emerges related to my policy areas, I will be called to at least listen to the discussion in the departments [on this issue]. I was also encouraged by my supervisor to try and exercise influence through publishing in the local newspaper. To date, I have published nine articles in the newspaper that I have been able to write throughout my career as a policy analyst.” – Policy analyst, pertama level, sub-national government, and LAN policy analyst prize winner

“I established a team to manage strategic issues, called the Tim Perumus Isu Strategis. I picked some of my colleagues [to join the team] with whom I could have discussions about many things. We work directly under the direction of the mayor. I carefully selected the members of this team. I wanted to work with people who didn’t have political interests, i.e. they don’t take sides with any political parties, etc...” – Policy analyst



"Before I became a policy analyst, I made a road map and targets for myself, from 2015 to 2019. I communicated this plan to my supervisor. I didn't want to just go with the flow." – Policy analyst

"I think if you want to be successful as a policy analyst, you have to have strong networks, good communication skills to communicate with various stakeholders, and listen more. If you just wait for [the superiors to get it right for you] as a policy analyst, I think you'd be dead." – Policy analyst, madya level, sub-national government, and LAN policy analyst prize winner

Several policy analysts at the *utama* and *madya* levels shared their tips on the best ways to navigate challenges based on their experience. These lessons learned were particularly intended for *pertama* and *muda* level policy analysts that may face roadblocks in defining their roles or establishing themselves in their agencies. In their view, junior policy analysts should try to establish their own niche area in existing work structures, business processes and organisational culture through a variety of strategies:

- Building their profile to be an expert in developing policy analysis and recommendations in a specific sector or 'being a specialist, instead of a generalist'
- Learning new tools for analysing policy, depending on need and their organisation's business processes, such as regulatory impact assessments, cost and benefit analyses, etc.
- Developing a convincing track record that demonstrates their expertise. This could be achieved by actively writing for newsletters, bulletins, journals, newspapers etc.
- Be willing to grow their skills in identifying the types of data required for analysis, analysing the data, and developing recommendations and options that can be operationalised, including the risks and challenges
- Having or building sound field experience to be able to develop policy recommendations that are actionable
- Possessing or building their capabilities to network, especially with influencers and policy makers
- Developing their skills to communicate their work and showcase their potential

- Being a team player, open to input and criticism from others
- Positioning themselves as helpful to structural staff and policy makers
- Proactively exploring opportunities and resources to support their work in the institution.

8.2 Steps for Institutional Readiness: Lessons from the Fiscal Policy Agency (BKF) in the Ministry of Finance

In some of the ministries visited for this study, many steps were taken to prepare for the appointment of a significant number of policy analysts. These ministries tended to rely heavily on data analysis and evidence-based policy making, and already employed large numbers of technically skilled staff, such as researchers, health scientists, financial analysts, social scientists and others. These ministries recognised the unique value that evidence-based policy making added to their institutions, and took significant steps to embed the role of policy analyst into their organisational structures in an effort to strengthen the culture of evidence-based policy making across their institutions.

While these ministries may be more highly resourced than others and have a longer history of working with data for policy making, there are helpful lessons from the steps they took to smooth the way for the appointment of policy analysts. The discussion below regarding the Ministry of Finance's preparations helps illustrate initiatives that might be replicated elsewhere for the uptake of policy analysts at scale.

Consultations conducted with senior management at BKF in the Ministry of Finance revealed that planning for the *inpassing* of 180 BKF staff began in 2016. Prior to this, the ministry had already begun its own efforts at drafting reforms and improving evidence-based policy making, including through the establishment of BKF itself. In effect, its readiness steps for reform began well before the steps undertaken by LAN and KemenPANRB.

During 2016, LAN approached BKF as BKF had yet to appoint any policy analysts. BKF outlined that this was because the role did not yet seem clear and it felt that existing regulations relating to policy analyst positions did not match its business processes. However, it saw broader, emerging changes in the civil service as an opportunity

and undertook a feasibility study on appointing policy analysts, which recommended that many of their staff go through the *inpassing* process. It subsequently established the supervisory and development unit (*Unit Pembina Internal*) in the Ministry of Finance to manage the conversion process. It also carried out a process of analysing and evaluating existing and future work roles as part of a temporary proposal to define and clarify job descriptions and ranks for proposed policy analyst positions within BKF.

The new head of BKF, appointed in late 2016, supported policy analyst appointments and role conversions. He also had the support of the minister to undertake a series of steps to grow policy analysis capacities of the ministry, and as such proceeded with the preparation of the legal administrative basis and guidelines needed for conversions. There are several reasons why the head of BKF and his senior staff were convinced that organising 180 staff to undertake *inpassing* would help improve the effectiveness and performance of the organisation:

- The proposed changes were aligned with the National Policy Direction on Bureaucratic Reform and Civil Service Law (ASN) in terms of meritocracy
- Sri Mulyani, the Minister of Finance, expected BKF to play a strategic role in creating recommendations for the formulation of fiscal and financial sector policies based on analysis. This meant that BKF needed a range of functional positions to carry out its main tasks and functions. BKF officials were seen as policy facilitators, and researchers as knowledge coordinators. Policy analysts were seen as being able to ‘fill a knowledge gap’ in analysis that would support the work of researchers.
- The nature of BKF’s work essentially involved policy analysis:
 - According to participants in the consultations, more than 70 percent of BKF’s activities consisted of rapid research and assessments and making policy recommendations
 - BKF consists of highly educated staff; 70 percent of staff held university-level qualifications, with 40 percent possessing masters or doctoral-level degrees, and thus they had the competencies to be policy analysts

- In future, the number of appointees to structural positions will be limited to deal with managerial and administrative functions only
- The primary tasks of functional researchers were less directly aligned to the main business processes of BKF.

Between March 2016 and January 2017, BKF prepared the relevant technical guidance for policy analyst career development, including defining the relationship between structural and functional officials, designing the organisational structure, and transition planning. In April 2017, this plan was discussed at an internal office ‘kick-off’ meeting, which was then followed by a workshop on policy analysis in May 2017. Between May and June 2017, BKF discussed the allocation of policy analysts and researchers needed for each department, including their position and rank. Along with this, BKF management also developed policy analyst technical guidelines, carried out employee mapping processes and discussed the competency test process from June until September. Between October and December 2017, BKF developed the organisational structure and the conceptual design of the structures required for policy analyst conversion.

In 2018, BKF actively coordinated with LAN, KemenPANRB and other internal Ministry of Finance departments, in particular the Central Transformation Office and higher leadership to discuss the change management and transition processes for the 180 BKF staff. In late 2018, BKF was still seeking approval from KemenPANRB on the organisational structure and number of positions to be approved as policy analysts for the ministry, including the 180 that had undertaken the *inpassing* process. BKF emphasised the importance of strong institutional readiness to minimise disruption to staff, to ensure that business processes could be carried out to a high standard, and so that staff would not be disadvantaged in their new positions. BKF considered the following to be important aspects in the change management planning process:

- Organisational business processes
- Organisational arrangements
- Organisational culture
- Rationalisation of existing structural and functional positions
- Establishing clear career paths for policy analyst positions at each level

- Job grading and salary/allowance setting
- The principle of ‘the right person in the right place at the right time’, as more than 500 staff work for BKF
- Performance management
- Structural and functional work culture.

“We realise that the change from the old system to the new system will affect some aspects in BKF, such as the organisation's structure, strategy, policies, procedures, technology and culture.”

“We believe that a change management plan helps manage the change process, and also ensures control of the budget, schedules, scope, communications and resources. I want to make sure that BKF's transition is on the right track and it will minimise the impact of a change to the business, employees and other important stakeholders.” – Head of BKF

“We introduced the position of policy analyst to some of the main units here, including the R&D department... For inpassing, we advertised that we would need people in those positions. Additionally, we also informed people that, as a result of bureaucratic reform, [in future] there will only be designated functional positions, and we'll eliminate the general functional ones... We coordinated with the Ministry of State Administration and Bureaucratic Reform in order to have policy analysts. We already did some analysis on the workloads and professional ethics of the policy analysts. It's called ANJAB (Analisis Jabatan). LAN has set a different mechanism and reward system. We kicked off the process...in 2015, and worked together with LAN... The planning has long been in process as we developed Analisis Beban Kerja and ANJAB (Analisis Jabatan). Our proposal is to nominate the names [of potential policy analysts], not numbers. [And afterward] to calculate the number of policy analysts that this organisation needs.”
– Supervisor, Ministry of Health

Besides BKF, other ministries also demonstrated a high degree of institutional readiness for the uptake of policy analysts, undertakingsignificantplanningandcoordination with LAN and KemenPANRB on the recruitment and *inpassing* of policy analysts in their agencies. The Ministry of Health commenced the assessment of requirements for the policy analyst position, prepared the work load analysis (*Analisis Beban Kerja*) and job analysis (*Analisis Jabatan*), coordinated with KemenPANRB on the changes in organisational structure, and worked together with LAN on the assessment and appointment process for policy analysts at each level.

8.3 Leadership

Several observers and supervisors argued that executive leaders with strong academic and/or professional backgrounds seem to demonstrate a greater degree of political will to reform their institutions to adopt the merit-based system. The research discovered that these types of leaders are usually found in high-performing agencies in Indonesia that already have an evidence-based policy making culture. Many empirical studies argue that the culture and managerial beliefs and practices of the leader are directly related to the performance of organisations, and that the cultural values of organisations influence many aspects in organisations, including the expectations of leadership style (Mahler, 1997; Head and Sorensen, 2005; Earley and Erez, 1997).



"Perhaps that's the reason why before Mr Sua became the Head of BKF, we did not dare to take such a position [to convert 180 staff to policy analyst positions, despite already beginning reforms in the ministry]. Professor Sua really came from academia... He was previously in the government institution TNP2K ... he was also a full researcher, so the point is he had a functional background too. Now he brings the spirit of reforming to BKF." – Staff at BKF

On the other hand, policy analysts mentioned that the leadership qualities of their superiors were important for establishing policy analysts in their teams and institutions. Those with strong leadership skills were able to handle the transition and manage emerging resistance and confusion, and to gain the commitment of management to the reforms required. Change leaders are important actors in operationalising the reform mandate and their roles are critical in motivating the senior management of ministries and agencies at the national and sub-national levels to adopt and support policy analysts. They are also skilled in formulating teams that can incorporate policy analysts and address the challenges of organisational change in a culturally appropriate way.

Policy analysts noted that supervisors who were respected were those that had kept their staff motivated by defining clear workloads and career paths. They motivated them

to align their roles to the organisation's goals and needs, mentored them throughout the process of change, and kept up-to-date with staff progress and the outcomes of their work and activities. Senior & Fleming (2006) argue that change leaders are always associated with the planned change and constructively deal with the emotions of their staff.

According to the consultations, inspirational leaders for policy analysts, have:

- Provided opportunities for the staff to develop their skills
- Encouraged staff to develop policy recommendations that were actionable or could be operationalised
- Provided incentives for policy analysts to do the necessary research, gather data from different resources, and more importantly give advice based on evidence
- Understood staff potential and motivated them to showcase their work via several channels, such as in newsletters, bulletins, journals, newspapers, etc.
- Been ready to mobilise support and resources to help policy analysts in gaining access to contacts and the data required for their analysis
- Helped policy analysts define their roles by facilitating discussions on work load analysis, job analysis (*Analisis Jabatan*), and employee work targets; clarified the policy analyst job description in their team, and worked to troubleshoot as necessary, especially relating to appointment and promotion processes.

9

RECOMMENDATIONS

9.1 Recommendations for LAN

- **Scale up planned coordination** processes between LAN and the home agencies/ministries that build awareness and better understanding of policy analyst roles.
- **Scale up roadshows** at the national level to ministries so that senior management, the human resources sections and planning sections better understand the policy analyst position.
- **Further develop guidelines** for supervisors and human resources/planning unit staff to assist them in better supporting policy analysts in the workplace.

- **Facilitate/scale up the provision of ongoing short courses** and ‘refresher’ courses for appointed policy analysts following the initial three-week training period to become analysts. Training could be run by LAN, KSI partners, or AAKI could engage experts from the broader policy analyst community, e.g. PRIs and academics.
- **Work towards building an online platform** so policy analysts can submit their materials for recognising credit points online.
- **Support/scale up increased networking opportunities** and other support for analysts at the sub-national level beyond their workplaces.
- **Continue to focus on setting competency standards** to create accurate ‘benchmarks’ for the role across the country. KPPOD, CSIS, SMERU and AAKI are working on this through the Indonesian National Job Competency Standards (KKNI) – LAN and KSI can assist with the mapping on this document and later mainstreaming it across the civil service (possibly with KSI support).
- **Increase support for supervisors on mapping the scope of work** and how to make best use of the skills and expertise of policy analysts, including embedding them into existing organisational structures or re-designing organisational structures and business processes.
- **Develop a guide/training on understanding credit point systems** and frequently asked questions to increase their understanding of credit point systems, and how to manage performance/calculate credit points to determine analysts’ promotions.
- **Develop more case studies** (possibly with KSI support) of good practices in introducing policy analysts to agencies to share with ministries that are planning to appoint more policy analysts.
- **Continue to increase the support given to AAKI** so that policy analysts have an external body to support them and another avenue for knowledge sharing and exchanging ideas. Many supervisors felt this would ease the pressure on them as ‘resource persons’ for analysts, if there was another avenue through which analysts could seek support and gain further training.

- **Continue to showcase and celebrate successes** – through newsletters, awards ceremonies, online platforms and social media.

9.2 Recommendations for KSI

- Support the development of refresher courses and training courses for existing policy analysts to build a cohort of policy analyst champions. This could be done by KSI partners or consultants to LAN.
- Support LAN in setting competency standards to create accurate ‘benchmarks’ for the role across the country. KPPOD, CSIS, SMERU and AAKI are working on this through the Indonesian National Job Competency Standards (KKNI). LAN and KSI can assist with the mapping on this document and later mainstreaming it across the civil service.
- Provide some start-up administrative support for AAKI to ensure it becomes an organisation that actively supports and represents existing members while it works towards becoming a certification institution for non-government policy analysts (see Section 3).
- Support AAKI to provide:
 - ‘fun’ activities for its current membership to build networks with external stakeholders
 - mentoring, short courses, information evenings and other informative seminars

This could be provided through KSI partners – SMERU, UI-CSGAR, CSIS and others. Each have expressed their willingness to host events or provide support.

- Support LAN, resources permitting, to build guidelines and other information material for coordination within agencies on the practical steps of appointing policy analysts. ‘How-to’ guides would be helpful.
- Develop case studies of good practices in short briefs that LAN could circulate to ministries that have different structures and plans for appointing small and large groups of policy analysts.
- Support training for supervisors of policy analysts in change management.
- Support increased multidisciplinary collaboration among policy analysts who work on similar policy issues, both at national and sub-national level. This could be facilitated by LAN or AAKI. There were several activities where both LAN and KSI facilitated policy analysts to work together across ministries. These experiences helped them learn how approaches from complementary disciplines may be applied to existing problems and lead to the development of innovative solutions. Collaboration between policy analysts from different backgrounds and with different expertise may foster a cross-fertilisation of ideas and policy recommendations.
- Support LAN to scale up the Policy Analysis for Indonesia (*Analisis Kebijakan Untuk Indonesia*) awards system for policy analysts, co-hosting networking events in which the ceremonies are held.
- Support LAN through a newsletter, circular or online platform that showcases the work of policy analysts.

10

APPENDIX I

List of government regulations pertaining to the policy analyst position

- Minister of State Administration and Bureaucratic Reform Regulation (Permenpan) No. 5/2012 on JFAK and its credit mechanism, which was then replaced by Minister of State Administration and Bureaucratic Reform Regulation (Permenpan) No. 43/2013 on JFAK and its credit mechanism;
- Joint Regulation of the Head of LAN and the Head of BKN No.16/2014 on Provisions for Implementing Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Regulation Number 45 of 2013 concerning the Policy Analyst Functional Position Credit Points;

- Head of LAN Regulation No.31/2014 on Policy Analyst Functional Position Competency Standards;
- Head of LAN Regulation No.32/2014 on Guidelines for Formulating Policy Analyst Functional Positions;
- Head of LAN Regulation No.33/2014 on Guidelines for the Appointment of Policy Analyst Functional Positions through *Inpassing*;
- Head of LAN Regulation No.27/2015 on Guidelines for Implementing and Assessing the Quality of Policy Analyst Work;
- Head of LAN Regulation No.33/2015 on Guidelines for the Implementation of Policy Analyst Functional Position Training;
- Head of LAN Circular No.57 / D.1 / JFT.05.5 dated June 10, 2016 on Stakeholders of Policy Analyst Functional Positions;
- LAN Letter Number: 2061 / D.1 / JFT.05.5 dated July 12, 2016 on Approval of the Evaluation of Policy Analyst Functional Positions;
- LAN Letter Number: 2804 / D.1 / JFT.02.1 dated September 21, 2016 on Procurement of Policy Analyst Functional Positions;
- Head of LAN Circular Number: 178 / K.1 / HKM.02.3 dated December 5, 2016 on Allowances for Policy Analyst Functional Officials;
- Head of LAN Regulation No. Number 9 of 2017 on Guidelines for the Appointment of Functional Policy Analysts through *Inpassing*;
- Presidential Regulation No.68/2017 on Allowances for Policy Analyst Functional Officials.

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