

THE FUNCTIONAL POSITIONS IN THE INDONESIAN NATIONAL POLICE

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Abstract

This research investigates the implementation of the functional position conception by the Indonesian National Police (INP). This research is conducted through a literature review and document analysis. The literature discussing the concept in specific and near terms in the global and Indonesian context is investigated. Subsequently, the functional position application in the INP is studied by analysing the act, regulations and other documents. There are two findings of this research. Firstly, the INP has developed various functional positions since the inception of the Police Act Number 2/2002. Secondly, the functional position's supporting elements have also been incrementally constructed. The Human Resource Department of the INP (SSDM) plans to continue completing all supporting elements of the functional positions through programs executed by its five bureaus. This study introduces the concept of the functional position of the INP to the global literature. The functional positions can be studied further to evaluate its effectiveness in improving policing and professionalising the police.

Keywords: *functional position, professional police, professionalising the police, improving policing, Indonesian National Police*

Introduction

The police shall be improved (Goldstein, 1979) to protect society from the threats of crimes and disorders. The improvement may be in determining policing objectives, selecting assorted interventions, and changing the management structure (and the other managerial aspects) (Goldstein, 1979; Goldstein, 1990). Goldstein (1979) argued that improving the outcomes (e.g., reducing crimes) of the police should be prioritised over the others. However, Goldstein (1979) also allowed improving the outputs, processes, or management of the police as long as they support achieving the outcomes.

This article will explore the internal aspects of policing (the management). This view uses the paradigm of policing the police (Seneviratne, 2004). Internal policing is as important as external policing activities. Potential crimes (e.g. corruption and fraud) and disorders may also occur within the force (Goldstein, 1975; Ede et al., 2002a.; Ede et al., 2002b). If police officers organise crimes and disorders, the disaster to society will be bigger (Penzler, 2009) than if the crimes and disorders are organised by only a few ordinary people (Dirin et al., 2023, p.258).

This study is conducted through a literature review (Tiwana et al., 2015; Bullock, 2020) and document analysis (Bowen, 2009). The literature on “functional positions” and “functional positions of the police” (from global and local [Indonesian context]) are purposefully selected (Clark et al., 2021) to understand this conception. Documents (in Bahasa) explaining the implementation of functional positions within the INP are reviewed.

This paper consisted of five sections. The first section is the introduction. The second section explains the origination of the conception of functional positions in the INP from the literature. Functional positions for the INP follow the President's instructions, becoming part of the INP transformation agenda. The global literature supports the president's policy concerning functional positions. The third section explains the research method of the study. The fourth section discusses these research findings: 1) implementing functional positions in the INP, 2) the next step and 3) discussion. Lastly, this paper ends with the conclusion section.

Literature Review

The President of the Republic of Indonesia, in his speech for his inauguration on 20 October 2019, stated that he would streamline/flatten the public organisations by cutting state apparatus/civil servants' positions/jobs/echelons (BBC, 2024; Widodo, 2019, p.8; *Peraturan Presiden Republik Indonesia [Perpres] on Rencana Pembangunan Jangka Menengah Nasional [RPJMN] 2020-2024 2020*). The echelons/levels of an organisation should be only two (instead of four levels) (BBC, 2024; Widodo, 2019, p.8): 1) the top-level management and 2) the operational staff (or the professionals). The top-level management (top management team [TMT] [Hambrick, 2018; Carpenter et al., 2004]) includes the executives, such as the CEOs and other high-ranking officials. The second level/echelon is the workers (the operational staff or the professionals). The functional position/*Jabatan fungsional* is a role that values expertise and acknowledges competence (Widodo, 2019, p.8). The functional position policy suggests deleting all other non-useful managers of public organisations.

Functional positions have been applied in many institutions in Indonesia with their success and failure stories (e.g., the Ministry of Home Affairs [Baharudin, 2023]; The Coordinating Ministry for Economic Affairs [Nasution, 2022]; the Malang State University [Wijaya et al., 2019]). Functional positions are professionals (Prasetyo, 2022, p.295; Beatrix et al., 2022). The central hypothesis is that transforming administrative officers into functional positions (professional officers) will improve civil servant professionalism (Prasetyo, 2022, p.295; Beatrix et al., 2022). The change process is usually called the bureaucratic functionalisation (Prasetyo, 2022). The primary process is removing two layers (from a total of four layers) of structural positions (managers) to be professionals (Prasetyo, 2022) in all parts of an organisation. This type of two layers of echelons/levels of organisation has been fully applied by the Ministry of State Apparatus Utilisation and Bureaucratic Reform (KEMENPANRB) (Dirin et al., 2023, p.257; *Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi (PERMENPANRB) tentang Organisasi dan Tata Kerja Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi 2021*). This application is expected to be followed by other organisations.

The Chief of the INP (Kapolri) followed up on the President's order by creating the roadmap for the INP transformation (Prabowo, 2021, p.75). The Chief intended to transform the INP's organisation, operational, public service, and supervision activities (Prabowo, 2021, pp. 75-76). The organisation transformation comprises 1) the institutional restructuring (including strengthening and simplification of the organisational structure), 2) the organisational system and methods improvement, 3) the INP's human resources excellent system development (including making the functional positions), and 4) modernising the technology (Prabowo, 2021, p.75). The most complex transformation challenge of the INP will be changing the hierarchical pyramid structure to be a flat and agile organisation.

Traditional/hierarchical organisation is the operationalisation of an old paradigm that assumes an organisation is a machine (McKinsey & Company, 2024). This view originated from the Ford Motor Company, which successfully captured 60 per cent of the market share of a new automobile market worldwide in a decade (McKinsey & Company, 2024). The idea stemmed from scientific management, which optimised labour productivity using the scientific method to achieve maximum effectiveness and efficiency (Taylorism) (McKinsey & Company, 2024). Organisations that use this old paradigm cannot survive in facing challenges of 1) a quickly evolving environment, 2) constant introduction of disruptive technology, 3) accelerating digitisation and democratisation of information and 4) the new war of talent (McKinsey & Company, 2024). Many machine organisations do transformation but mostly fail (McKinsey & Company, 2024) since they still maintain the old hierarchical structure.

Silos (Albrecht, 2006, p.192; Albrecht, 2003, p.25) of functions are the characteristics of traditional hierarchical organisations (Bishop, 1999, p.6). The works of the various functions are isolated despite being functionally correlated (Bishop, 1999, p.6). The works of a department are the inputs for the sequential department. However, due to the silos of the functions, the works are frequently delayed. Communication among sequential activities of the different people and departments is lacking (Bishop, 1999, p.6).

Conversely, in cross-functional project teams (CFTs), the functions of an organisation are jointly discussed and applied from design to execution (Bishop, 1999, p.6; Henke et al., 1993). The likelihood of redundancy, rework, or not essential activities is reduced (Bishop, 1999, p.6; Henke et al., 1993). The CFTs are more beneficial than the silo of functional teams in delivering an organisation's values to customers (Bishop, 1999, p.6; Henke et al., 1993). The CFTs may increase the efficiency of the work, officers' motivation, self-regulation, synergy, flexibility, and confidence of the involved parties (Bishop, 1999, p.6; Peters and Tippet, 1995).

However, cross-functional teams (CFTs) are complex when applied in a traditional hierarchical organisation (Bishop, 1999, p.6. Henke et al., 1993). The decision-making of the CFTs is decentralised through a horizontal decision-making process (Bishop, 1999, p.6). Meanwhile, in a hierarchical organisation, decisions are made vertically through lines of functional departments (Bishop, 1999, p.6). For example, the decision of a marketing officer shall be approved by the supervisor and the marketing department chief before being delivered horizontally to the operations department. The slow decision-making process may reduce the chance of buy-in and cooperation due to the difficulty of flexible cooperation among different officers from different departments (Bishop, 1999, p.6).

Most US firms were intentionally applying CFTs, but their structure is still traditionally hierarchical (Bishop, 1999, p.7; Trent and Monczka, 1994). A service-oriented or relying-on research development organisation is unsuitable with a hierarchical structure (Bishop, 1999, p.7). A traditional hierarchy is characterised by having a pyramid structure, focus on formalities, and lack of fluent informational channels (Bishop, 1999, p.7; Helgesen, 1995). These characteristics make it difficult for an organisation to be productive (Bishop, 1999, p.7). CFTs will be effective in a matrix-type (Bishop, 1999, p.7) or (at least) in a flat organisation structure.

The process of transforming hierarchical to be a flatter organisation is rarely successful (Bishop, 1999, p.7; Helgesen, 1995; Henke et al., 1993; Hutt et al., 1995; Proehl, 1996; Parker, 1994). The hierarchy itself makes the reform endeavours (to change to be a flatter organisation from a pyramidal structure) demanding to be achieved (Bishop, 1999, p.7; Helgesen, 1995). Some leaders are more comfortable exercising power from a distance and centralised decisions (Bishop,

1999, p.7) than flexibly reacting to change and leading the CFTs. They restrict the access of people not in leadership positions to the involvement in the overall decision-making process of changing the pyramid to a flat structure (Bishop, 1999, p.7; Helgesen, 1995). They need to strengthen their positions, and the team culture (of the flat/matrix organisation) may be counterproductive to their existence (Bishop, 1999, p.7).

Despite the abundant examples of CFTs by businesses in the private sector, the practices of CFTs in police agencies are lacking (or this study has not yet been successful in finding them). The near concept may be the practice of team policing (Sherman et al., 1973; Braga, 2013). Team policing permanently assigns a group of officers to a small geographic area as a neighbourhood to improve police and community relationships and the effectiveness of crime control (Braga, 2013, p.401). The team policing conception was transformed into a community policing approach (Braga, 2013, p.402). The two ideas have similarities in the decentralising decision-making authority (Braga, 2013, p.403). However, community policing is more advanced in executing team policing (Braga, 2013, p.403). The latter has a broader mandate than just crime control of team policing (Braga, 2013, p.403). It involves community partnerships, organisational transformation and problem-solving techniques to handle public safety, fear of crime and public order issues in the communities (Braga, 2013, p.403).

CFTs in the police are also slightly discussed by Goldstein (1979, p.357), which are similar to the functional positions (the professionals). A pool of police investigators (the professionals) is not put into specific sections. They are not set permanently as specialists in specific sections (e.g., the domestic violence investigation section or the burglary section) but in a general team within the force. They are allocated to the most important project at a particular period, such as reducing domestic violence. However, they are not permanently investigating domestic violence. They can be reallocated for other problems at different times (e.g., handling the increase in burglary). There are no silos of sections within the force. The specialists can collaborate to accomplish various tasks based on priorities at different times.

The INP has experience in conducting CFTs. A prominent example of CFT application by the INP is terrorism handling by Densus 88 of the INP and the National Agency on Terrorism Handling (BNPT) (Karnavian, 2017; Muradi, 2009; Paripurna, 2017). Nevertheless, CFTs shall be supported by an agile (flatter) structure organisation. The Implementation of CFTs by the INP is still within a pyramid organisation, which may threaten their sustainability.

An agile organisation is like a living organism (McKinsey & Company, 2024). This agile/flat organisation can change quickly and flexibly move its resources. It focuses on action (activities) rather than the boxes and lines of organisational structure (McKinsey & Company, 2024). The CEO (and the TMT) can show direction and enable their workers' actions (McKinsey & Company, 2024). Teams are built using end-to-end accountability (McKinsey & Company, 2024). The organisation's work is supported by a digital environment system and governance (McKinsey & Company, 2024).

Police transformation to be an agile organisation cannot be separated into periods when policing is influenced by the New Public Management (NPM) (which is also called "managerialism) paradigm (Carlisle and Loveday, 2007, p.20). NPM focus on efficiency, effectiveness and economy (Carlisle and Loveday, 2007; Flynn, 1997). Targets and performance management are the centre of this paradigm (Carlisle and Loveday, 2007; Jones, 1993; Massey and Pyper, 2005). Managers use aggressive tactics to accomplish the determined targets, which seems to be the return of Neo-Taylorism in policing (Carlisle and Loveday, 2007; Flynn, 1997).

NPM focus on efficiency, which may decrease overall organisational effectiveness (Carlisle and Loveday, 2007, p.23). The officers become irresponsible for their actions (Carlisle and Loveday, 2007). As long they follow the standard operational procedures (SOPs) being listed with a “thick in the box”/checklist of actions (Carlisle and Loveday, 2007, p.23), they think that they have done everything right. Anything that may go wrong as a result of their actions is thought of as not their responsibility. The NPM/neo-Taylorian values are concerned with measurement and outputs (Carlisle and Loveday, 2007, p.23) and also outcomes (Gillespie, 2006), in which officers focus on managing the achievement of centrally set goals (Carlisle and Loveday, 2007, p.23). The organisation becomes an environment that is less conducive to innovation (Gillespie, 2006) and risk-taking (Carlisle and Loveday, 2007, pp.23-24).

The NPM model of policing was implemented in almost all police forces around the world, especially in Western nations (den Heyer, 2011, p.419; Leishman et al., 1996, p.11) in the 1990s. However, the acceptance rates were minimal (den Heyer, 2011, p.421; Gilling, 1995, pp.743-744). The public sector is different from the private one. Adopting the NPM principle (entirely) in the public sector is inappropriate (den Heyer, 2011, p.421). New Public Management (NPM) creates silos in policing (Mann, 2020, p.238) which may endanger the application of CFTs and the professionals (functional positions).

The term “Functional positions” application in other countries than Indonesia is hard to find. The best term that represents the intended concept might be “the professionals”. An extreme argument was made by Mintzberg, who stated that management/managing is neither a science nor a profession (Mintzberg, 2009, pp.9-10). Managing is a practice, not a science. Science is just one of the three management elements (Art, Craft, and Science) (Mintzberg, 2009, p.11). Moreover, management is not a profession since management practices are little reliably codified (Mintzberg, 2009, p.11) or mandatorily certified. Management is distinguished from engineering and medicine. Engineering and medicine have codified knowledge that must be learned formally by the respective students before they work (Mintzberg, 2009). Companies will not accept engineers or doctors before they officially study the science of their respective professions. In contrast, most companies can get managers with no prior training in management or having an MBA (Mintzberg, 2009, p.12). To conclude, functional positions are the posts for professionals in an organisation distinguished from managers.

The importance of functional positions (professionals) is reflected in the five basic configurations (ideal types) of organisational structure (Mintzberg, 1979; Mintzberg, 1980; Mintzberg, 1993). They are: 1) simple structure, 2) machine bureaucracy, 3) professional bureaucracy, 4) divisional form and 5) adhocracy (Mintzberg, 1980, p.322). Each configuration is a stage for further configuration (from the first to the fifth) according to the age (youngest to the oldest) and size (most minor to the biggest) of the organisation and the dynamic of the environments (stable to turbulence) (Mintzberg, 1980, p.322). The more the structure moves from a lower to a higher level (e.g., from divisional form to adhocracy), the more suitable it is for the professionals.

The debate about the issue of whether police organisations must change most of their managers to be professionals in Western countries is lacking. A near discussion is the conflict between management cop and street cop cultures (Reuss-Ianni, 2017, pp.11-13). The management cop culture (Reuss-Ianni, 2017) shapes police professionalism through strengthening managerialism (Martin, 2022, p.931) with standardised and limited occupational autonomy. In

contrast, street cop culture (Reuss-Ianni, 2017) maintains police professionalism through professional trust and autonomy (Martin, 2022, p.931).

The police organisation (in most countries) is thought to be more likely a transition between machine bureaucracy and professional bureaucracy configuration (Mintzberg, 1993, pp.174). For example, in the UK, the local police structure is still pyramid/hierarchical (machine bureaucracy) (Rogers, 2021, p.24, p.46) despite organic (professional) structures for its national, international, and partnership police (Rogers, 2021). The latter structures are established due to the concern about the challenges of the more complex demands, such as terrorism, global issues, and internet crimes that may impact the UK's national infrastructures (Rogers, 2021, p.180). In the USA, after the 9/11 terrorist attack, the local Police are still reinforcing the bureaucratic, professional crime-fighting model, despite the existence of 1) training on anti-terror, 2) enhancing communications among police forces, and 3) a more advanced regionalised operation and partnerships (Jiao and Rhea, 2007). In Malaysia, the police organisation maintains its hierarchical structure (Tat et al., 2023, p.4). Similarly, the Singaporean Police still has the rigid rank structure of uniformed organisation (Luen and Al-Hawemdeh, 2001, p.314) with a clear hierarchy of authority (Quah, 2001, p.012). In conclusion, the police are more likely to retain their military-bureaucratic type (Walker, 1994) structure rather than changing to an organic structure.

The INP is also in the same situation. The INP still has a hierarchical / machine bureaucracy structure like other countries' police forces. The INP is still implementing the New Public Management (Prasetyo, 2023), orientating to efficiency and governance, but strives to be an agile organisation. Developing functional positions (the professionals) within the INP shows the firm intention of the transformation.

This paper intends to investigate the development of the functional position of the INP through two research questions. The first question is how the INP functional position has been developed historically. The second question concerns the future implementation of INP's functional position.

Research Methodology

This paper uses document analysis (Bowen, 2009) to answer the two questions. The document analysis is conducted toward documents informing the functional position implementation by the INP. The documents are the act, regulations and a presentation. The act is the Indonesian police act 2002 (the act) (*Undang-undang [UU] tentang Kepolisian Negara Republik Indonesia [POLRI] 2002*). The regulations are the publicly available police regulations (e.g., Peraturan Kapolri [Perkap], Peraturan Kepolisian [Perpol], Keputusan Kapolri [KepKapolri]). The last document is a presentation with the title of "*Jabatan Fungsional*" in a Focus Group Discussion (FGD) *Kesiapan Jabatan Fungsional Anggota Polri* by Irjen Pol Prof. Dr. Dedi Prasetyo, M.Hum., M.Si., M.M. (the Head of the Human Resource Department of the INP [As SDM Kapolri]) (Prasetyo, 2023). The documents are reviewed to reveal the narrative (Bullock, 2020; Clark et al., 2021) description of the application of the functional position by the INP and its future development.

Research Findings

The functional position in the Indonesian National Police

The Police Act Number 2/2002 and other regulations show chronologically how functional positions (professionals) are established within the INP. The initial source of the importance of the

functional positions of the INP is the Indonesian Police Act 2002 (the act). The Indonesian Police Act 2002 states that investigator and assistant investigation are functional positions (*Undang-undang [UU] tentang Kepolisian Negara Republik Indonesia [POLRI] 2002*, Article 12 verse (1), while the other police functional positions can be established using the decision of the Chief of the INP (*UU POLRI 2002*, Article 12 verse 2).

In 2010, the Chief of the INP determined the first other (non-investigator) functional positions at the headquarters level (*PERKAP tentang Susunan Organisasi dan Tata Kerja Satuan Organisasi pada tingkat Markas Besar Kepolisian Negara Republik Indonesia 2010*, Article 61). Also, in the same year (2010), the Chief of the INP established the generic/ordinary functional positions (*KEPKAPOLRI tentang Jabatan Fungsional Umum di Lingkungan Kepolisian Negara Republik Indonesia 2010*). The objective of this (latter) decision is to improve the productivity of police officers who do not have structural positions (managers) or (specific) functional positions (professionals). From this formal decision, it can be inferred that the positions within the INP consist of 1) the ordinary functional (the low-level functional), 2) the structural (manager) and 3) the advanced functional (the high-level functional).

Subsequently, in 2013, the Chief of the INP decided on a total of 1315 functional positions (professionals) of the INP, including the investigators and non-investigators (*KEPKAPOLRI Jabatan Fungsional Tertentu di Lingkungan POLRI 2013*).

In 2017, the President of the Republic of Indonesia decided on President Regulation Number 42 for 2017 (*Peraturan Presiden Republik Indonesia [Perpres] tentang Jabatan Fungsional Anggota Kepolisian Negara Republik Indonesia 2017*). The President considered that the functional positions (the professionals) system for the INP shall be created. The creation is to professionalise the police (Fielding, 2018), enhance the career development of INP officers, and improve the quality of Police work. This regulation marked the seriousness of the President to professionalise the Police through the enhancement of functional positions of the INP.

The *Perpres 2017* defined (1) the criteria of functional positions; (2) the types of functional positions and the procedures for formally deciding functional positions; (3) the levels and requirements of the functional positions; (4) the career development for functional positions; (5) education training and certification; and (6) the allowance for functional positions. The *Perpres* then being followed up by the Chief of the INP Regulation Number 3/2020 (*Perkap tentang Pembinaan Karier Pejabat Fungsional Kepolisian Negara Republik Indonesia 2020*) which then amended by the Police Regulation Number 3/2022 (*Peraturan Kepolisian [PERPOL] tentang Pembinaan Karier Pejabat Fungsional Kepolisian Negara Republik Indonesia 2022*). The two regulations regulate the career management (*Peraturan Kepala Kepolisian Negara Republik Indonesia tentang Sistem Pembinaan Karier Anggota Kepolisian Negara Republik Indonesia 2016*) of functional positions.

In 2019, the Chief of the INP extended more professionals, including (1) the detective (CID), (2) the police intelligence agent (Baintelkam), (3) the auditor of the national vital object security system (Baharkam), (4) the human resource assessor (the Human Resource Department [SSDM]), and (5) the Medical and Health Personnel for Police Investigation (the Police Health and Medical Centre [Pusdokes Polri]) (*KepKapolri tentang Jabatan Fungsional di Lingkungan Kepolisian Negara Republik Indonesia 2019*; *KepKapolri tentang Eselon/Nivellering Jabatan dan Formasi Jabatan Fungsional Anggota Polri di Lingkungan Kepolisian Negara Republik Indonesia 2019*). In this formal decision, the Chief formally added new police professionals, including professionals at the level of police general (above colonel/senior superintendent) for police

detective and police intelligence agent. This endeavour was the first decision concerning functional position enacted after the President's inauguration speech in 2019. This decision is called the first chapter (*tahap satu*) of the functional positions of the INP (Prasetyo, 2023). This first chapter can be determined as the first era or stage of INP professionalisation through establishing functional positions.

Subsequently, in 2020, the Chief of the INP extended more functional positions, including the police general level (above colonel) professionals for police training instructor (Lemdiklat), Police Information Technology Developer (the Police Technology and Information Division [Div TIK]), Police Psychologist (SSDM), and Police Auditor (the Police Inspectorate [Itwasum]) (*KepKapolri tentang Jabatan Fungsional Widyaiswara Kepolisian, Pengembang Teknologi Informasi Kepolisian, Asisten Pengembang Teknologi Informasi Kepolisian, Psikolog Kepolisian dan Auditor Kepolisian di Lingkungan Kepolisian Negara Republik Indonesia 2020; KepKapolri tentang Eselon/Nivellering Jabatan dan Formasi Jabatan Fungsional Widyaiswara Kepolisian, Pengembang Teknologi Informasi Kepolisian, Psikolog Kepolisian dan Auditor Kepolisian di Lingkungan Kepolisian Negara Republik Indonesia 2020*). This decision is called the second chapter (*tahap dua*) of functional positions of the INP (Prasetyo, 2023).

In 2021, more functional positions were developed by the Chief of the INP (*KepKapolri tentang Eselon/Nivellering Jabatan dan Formasi Jabatan Fungsional Anggota Polri di Lingkungan Kepolisian Negara Republik Indonesia 2021; KepKapolri tentang Jabatan Fungsional Pengelola Pengadaan Barang dan Jasa Polri, Penyelidik Pengamanan Internal, Analis dan Advokasi Hukum Kepolisian, Penyuluh Hukum, Penata Kehumasan Polri, Penerjemah Polri, Penata Kebijakan Polri, Dosen Kepolisian, Penjamin Mutu Pendidikan Kepolisian, Perekayasa dan Peneliti Ilmu Kepolisian di Lingkungan Kepolisian Negara Republik Indonesia 2021*). This decision is the third chapter (*tahap tiga*) of the INP functional positions (Prasetyo, 2023).

The INP has 9526 functional positions at the headquarters and the regional police (Prasetyo, 2023). Based on the recent Chief of the INP regulation number KEP/1635/XII/2023 (*Keputusan Kepala Kepolisian Negara Republik Indonesia tentang Formasi dan Eselon/Nivellering Jabatan Fungsional anggota Polri di lingkungan Kepolisian Negara Republik Indonesia 2023*), there are 36 types of functionals of the INP (Prasetyo, 2023). The functionals seem to represent the current and future main functions of the units of the INP (e.g., the detective is a functional position representing the primary function of the CID: investigating crimes).

The next step: the future of the functional position in the INP

The development of functional positions of the Indonesian National Police (INP) (Prasetyo, 2020) entails a series of strategic activities (Prasetyo, 2023). The set of activities focuses on creating essential supporting tools to facilitate the application of functional positions reflected in twelve indicators. The indicators are (1) the categorisation of functional positions, (2) the performance appraisal guidelines, (3) the formation guidelines, (4) the competency standards, (5) the information system for functional positions, (6) the technical guidance, (7) the establishment of rules (e.g., *Perpres* for the allowances of functional positions), (8) the professional ethics (*Etika Profesi*), (9) the curriculum for education, training and certification, (10) the period of assessment, (11) the socialisation, and (12) the establishment of monitoring and evaluation mechanisms for functional positions. To ensure the comprehensive success of the functional positions within the INP, concerted efforts will be directed towards completing the twelve indicators (Prasetyo, 2023).

In 2024, in the context of completing the twelve indicators of the development of functional positions within the Indonesian National Police (INP), the Human Resource Department (SSDM) has established programs executed through its five bureaus (*Peraturan Kepala Kepolisian Negara Republik Indonesia tentang Susunan Organisasi dan Tata Kerja Satuan Organisasi pada Tingkat Markas Besar Kepolisian Negara Republik Indonesia* 2017, pp.190-196): Biro Pengkajian Strategi (*Rojianstra*), Biro Pengendalian Personel (*Rodalpers*), Biro Pembinaan Karir (*Robinkar*), Biro Perawatan Personel (*Rowatpers*), and Biro Psikologi (*Ropsi*) (Prasetyo, 2023).

Rojianstra executes two main programs (Prasetyo, 2023). Firstly, the bureau will continue the program to improve Indonesian human resource (HR) governance. The functional position initiative is included as part of the program. There might be an association between the functional position establishment and the HR governance of the INP.

The second program is strengthening education cooperation between the INP and the domestic and international institutions (Prasetyo, 2023). To address challenges and become an agile organization, the INP may encounter various problems requiring officers with high qualifications and functional capabilities, such as detectives, investigators, and intelligence officers (Prasetyo, 2023). Cross-Functional Project Teams (CFTs) may be needed to address specific issues, necessitating collaboration among competent officers from different units. The education and training activities (*Perkap Sistem Pendidikan Kepolisian Negara Republik Indonesia* 2015) planned and integrated by the *Bagian Pendidikan dan Pelatihan* (Bagjadiklat) of the *Rojianstra* are designed to meet these diverse needs and enhance the competencies of officers.

Education is an integral part of the overall human resources cycle. The SSDM plans the INP's education and training programs through the Policy of Education and Training Division (*Bagian Pendidikan dan Pelatihan* [BagJadiklat]) of the *Rojianstra*. These activities encompass internal education programs by the Lemdiklat (executed by the internal institutions like the Police Science College and the Police Academy), regional police schools (i.e., 34 schools under the 34 regional police offices), independent units' internal training activities, and external education/training collaborations with domestic and foreign universities.

Funding for these activities comes from the National Budget of the INP and other donors/institutions (Prasetyo, 2023). A yearly education program (*Program Pendidikan dan Pelatihan* [Prodiklat]) of the INP is established by SSDM Polri, comprising all education and training activities (executed or funded by the INP or other institutions).

The INP's capacity (e.g., infrastructure and funding) to deliver education and training for the officers is limited. The enhancement of cooperation between the INP and other institutions (domestically and internationally) is required to expand the INP's education and training capacity.

Rodalpers spearheads the modernisation program for recruiting and selecting INP officers based on digital platforms (Prasetyo, 2023). This initiative includes establishing criteria for functional positions for recruits, aiming to attract highly competent individuals to contribute to the INP's essential roles.

Next, *Robinkar* has programs focused on expanding functional positions and improving the assessment centre of the INP (Prasetyo, 2023). The first program is an incremental transformation of the hierarchical structure to a flatter and more agile organisation. This endeavour involves adding more functional positions and reducing unnecessary managerial positions. The second program enhances the assessment centre, incorporating criteria for functional positions and unit-specific competencies. The assessment is designed to portray officers' conditions compared to the expected criteria of each unit of the INP.

Rowatpers has two programs (Prasetyo, 2023). The first involves recognising high-achieving officers through awards, aligning with improvements in functional positions. The second program focuses on developing SMA Taruna Bhayangkara, tapping into young generations to become future leaders. This initiative includes recruiting young individuals to high school, instilling values and policing-related skills, and creating a link between high school programs and policing activities.

Lastly, *Ropsi* has two programs addressing the officers' psychological aspects: strengthening psychological immunity and peer counselling (Prasetyo, 2023). The first program aims to reinforce officers' psychological resilience against potential challenges. This program includes proactively detecting problems that may impact officers' psychology. The second program involves peer counselling by counsellors. This counselling program enhances the psychological well-being of officers, with documentation integrated into the assessment centre.

Discussions

The police are one of the crime triangle's controllers (and super-controllers) (Sampson et al., 2010, p.47). The Police can be the guardians along with the other types of guardians (Sampson et al., 2010, p. 39). Moreover, the Police can also be a pressure entity for the other controllers (the guardians, the handlers, and the place managers) to be functionally effective in preventing crimes and disorders (Sampson et al., 2010, pp.42-43). Because of the excessive power and authority of the police and the public's expectations, the police shall be improved.

The more effective the police force, the more potential crime prevention interventions in society (Goldstein, 1979) will be successful. Functional positions policy may improve policing. The more people work along the police functions (rather than being ineffective commanders/managers), the more workload the Police will be delivered. Furthermore, the more cooperation among the Police functions delivering policing projects through team policing (CFT), the more problems of the society may be solved.

The INP intends a more professional police force (expressed by the units, projects and officers). The leadership proposes the transformation of the INP to be a professional police force capable of predicting future problems. Appropriate responses will be created to reduce or eliminate the problems. The INP needs competent units and professional officers to perform this capability.

The main success factor for transforming officers into professionals is organisational (structure) transformation. The headquarters 'departments can be the initial units to be changed. All managers under the generals at the headquarters can be transformed into professionals (similar to KemenPANRB).

However, the transformation needs a process. The officers learn how to change their previous routines from managers to professionals. Firstly, the managers shall be informed of the plan for transforming the manager positions into professionals. Secondly, the organisation shall prepare training events, certifications, career management and evaluation mechanisms for the professionals.

The transformation may be exerted incrementally from several units in the headquarters (e.g., the Criminal Investigation Division [CID]). The CID has the straightforward task of investigating crimes. The directorates (under the CID) may delete all managers under the director and change them to investigators/detectives. Investigators/detectives are allocated to investigations and other essential assignments. Their works are evaluated periodically to know whether the functional

positions program improves the CID's effectiveness. This endeavour, afterwards, may be applied step by step to other departments in the headquarters and subsequently to the regional levels.

The transformation project (from pyramid to flat/agile structure and from managers to professionals) for all units within the INP (at the headquarters and regional levels) may take a long time. This project could not be conducted for only one, five or even ten years. The project is not just about changing but also evaluating whether the change is successful or unsuccessful in achieving the organisation's objectives. The core department for the implementation of this project is the SSDM. The SSDM shall make a grand plan (twenty-five years) for the transformation, followed by the middle (five years) and the short (annual) plans. The plans include the targets (the units that will be transformed), the executing strategies, and the evaluations. The Problem-Oriented Policing (POP) approach (Goldstein, 1990) through Scanning, Analysis, Responses and Assessment (SARA) (Eck and Spelman, 1987) shall be used by the SSDM officers in handling this project. The transformation can involve officers from each targeted transformed unit (e.g., the CID, Baintelkam, STIK Lemdiklat Polri). This transformation endeavour might be one of the most significant CFT applications of the INP.

Conclusions and Recommendations

The concept of the functional position is new in the global literature. However, this conception has been discussed widely by various parties in Indonesia (e.g., the President, researchers, and organisation leaders [including the INP]). The functional position concept has a near term of the professional in the global literature, and it is correlated to the transformation of an organisation from a hierarchical to a more flat and agile structure. Further, it is also associated with applying CFTs, which may improve the organisations' performance.

The INP implements functional position conception. The implementation has a long history since the enactment of the Indonesian police act in 2002. The INP has not yet deleted managers to create only two echelons of the organisation. However, the INP has made positive progress in developing functional positions in its units.

The SSDM Polri has a decisive plan to transform the organisation to be more supportive for the professionals. The five bureaus of the SSDM become the main actors in expediting the transformation process through strategic evaluation (*Rojianstra*), recruitment (*Rodalpers*), career development (*Robinkar*), personnel maintenance/care (*Rowatpers*), and psychological interventions (*Ropsi*). It is expected that INP will incrementally transform from a hierarchical to a flat organisation, enhancing its professionals to handle various social problems.

Future studies of the functional positions of the police are suggested. The studies can be (1) other narrative literature reviews, (2) systematic literature reviews, (3) empirical research, or (4) evaluation research. The other literature reviews may find other writings discussing the functional positions of the police, which this paper may overlook. Empirical research may explore the detailed application of functional positions in Indonesia. Evaluation studies of applying the functional positions in the INP may investigate whether the functional positions can enhance the effectiveness of policing in Indonesia. The suggested studies will show how functional positions operate and their impact on police improvement. Safer societies (Clarke and Bowers, 2017, p.151; Farrell and Pease, 2017, pp.171-172) can be achieved in many parts of the world if police organisations are improved through various (evidence-based) initiatives (e.g., in this study, the functional position). If properly implemented and periodically evaluated, the functional position initiative may improve and professionalise the Indonesian National Police.

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