

Enhancing Civil Servant Competency through Structural Position Equalization at the National Unity and Politics Department of Pasangkayu Regency, West Sulawesi Province

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ABSTRAK

Kebijakan restrukturisasi birokrasi dengan penghapusan jabatan Eselon III, IV dan V. Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi (Kemenpan&RB) mengeluarkan Surat Edaran (SE) Menteri PAN dan RB Nomor 393 Tahun 2019 tentang Langkah Strategis dan Konkret Penyederhanaan Birokrasi hal tersebut tentunya membutuhkan penyesuaian kompetensi yang di miliki pegawai negeri sipil pasca pengalihan jabatan struktural menjadi jabatan fungsional di Dinas Kesatuan Bangsa dan Politik Kabupaten Pasangkayu Provinsi Sulawesi Barat Reformasi yang dilakukan sejak melewati masa krisis yang dihadapi oleh Indonesia sudah berhasil menempatkan dasar-dasar politik untuk kehidupan demokrasi di Indonesia. Maka dari itu, penulis melakukan penelitian untuk menganalisis kompetensi yang dimiliki pegawai negeri sipil pasca pengalihan jabatan struktural menjadi jabatan fungsional. Untuk mengukur keberhasilan pelaksanaan tersebut maka penulis menggunakan teori kompetensi Gordon (1988), dengan beberapa dimensi yaitu pengetahuan, pemahaman, Nilai, kemampuan, sikap, dan minat guna mengetahui Kompetensinya. Serta Metode yang digunakan dalam penelitian ini adalah metode kualitatif deskriptif dalam melaksanakan evaluasi dengan mengembangkan analisis mendalam kompetensi pegawai yang mengalami penyetaraan jabatan struktural menjadi jabatan fungsional di Dinas Kesatuan Bangsa dan Politik kabupaten Pasangkayu Provinsi Sulawesi Barat. Secara umum kompetensi yang di miliki pegawai negeri sipil pasca pengalihan jabatan struktural menjadi jabatan fungsional di Dinas Kesatuan Bangsa dan Politik Kabupaten Pasangkayubelum optimal karena masih ada kendala seperti Anggaran penunjang belum ada dalam Pengembangan Kompetensi, Kurangnya Kesiapan Para Pegawai Negeri Sipil dengan Hasil Penyetaraan Jabatan dalam rangka meningkatkan kompetensi pegawai di Dinas Kesatuan Bangsa dan Politik Pasang Kayu khususnya pada pegawai hasil penyetaraan jabatan.

Kata kunci: Kompetensi, Penyetaraan jabatan, Jabatan fungsional

ABSTRACT

The current bureaucratic restructuring policy eliminates the Echelon III, IV, and V positions. The Ministry of State Officials Empowerment and Bureaucratic Reform (Kemenpan&RB) issued Circular Letter (SE) of the Minister of PAN and RB Number 393 of 2019, outlining Strategic and Concrete Steps to Simplify the Bureaucracy. Consequently, civil servants underwent competency adjustments following the transition from structural to functional positions at the National Unity

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and Politics Service in Pasangkayu Regency, West Sulawesi Province. These reforms, initiated in response to Indonesia's recent crises, have significantly bolstered the foundational aspects of democratic life in the country. To evaluate the competencies of civil servants post-transition, the author employed Gordon's (1988) competency theory, which encompasses dimensions such as knowledge, understanding, values, abilities, attitudes, and interests. The research employed a descriptive qualitative method to conduct evaluations, facilitating an in-depth analysis of the competencies of employees affected by the structural-to-functional position equalization at the National Unity and Politics Service in Pasangkayu Regency, West Sulawesi Province. Overall, the competencies of civil servants in the National Unity and Politics Department of Pasangkayu Regency have not yet reached optimal levels. Challenges such as inadequate budgetary support for competency development and insufficient readiness among civil servants following the equalization of positions continue to hinder efforts to enhance employee competency at the National Unity and Politics Service.

Keywords: Competency, equalization of positions, functional positions

Introduction

Government Regulation Number 81 of 2010 concerning the Grand Design for Bureaucratic Reform is a key initiative implemented by the Indonesian government to address the economic crisis. This Grand Design represents the initial stage of planning, outlining policies for national bureaucratic reform from 2010 to 2025. The Bureaucratic Reform Road Map operationalizes this Grand Design, detailing the reform plan in five-year increments, each with specific annual objectives. Indonesia is now advancing towards its goal of becoming a developed country by 2025.

President Joko Widodo's administration is re-implementing the policy of bureaucratic restructuring by eliminating Echelon III, IV, and V positions, a process initially started in 2012. The primary aim of streamlining the bureaucracy is to enhance decision-making speed and agility within the government. This simplification effort seeks to create a more dynamic, agile, and professional bureaucracy, thereby increasing effectiveness and efficiency to better support government services for the public.

Additionally, the Ministry of Home Affairs issued Circular Letter Number 130/13989/SJ of 2019, regarding the simplification of bureaucracy in administrative positions within the central, provincial, and regency governments. *Dinas Kesatuan Bangsa dan Politik* or the National Unity and Politics Service of Pasangkayu Regency, located in West Sulawesi Province, is one of the government agencies involved in this initiative.

The staffing structure of the National Unity and Politics Service of Pasangkayu Regency is detailed in the Strategic Plan (Renstra) available on their official website,

<https://pasangkayukab.go.id>. The Service employs 28 Civil Servants (PNS) and is supported by 10 honorary staff. The civil servants are categorized into classes: 4 in Group IV, 7 in Group III, and 19 in Group II.

Despite ongoing bureaucratic reforms, the human resource personnel still face challenges regarding professionalism, quality, and the quantity of civil servants. The reform targets "increasing the capacity and accountability of bureaucratic performance" and focuses on changes in "human resources of the officials and the mindset (mindset) and work culture (culture set) of the officials." These reforms aim to produce high-quality and innovative officials resources to improve public services.

Pasangkayu Regency Government has begun equalizing positions, starting with echelon IV. Effective performance of employees or state civil servants requires them to have competencies aligned with the needs of their government agency. However, at the Pasangkayu Regency National Unity and Politics Service (*KESBANGPOL*), there is a noticeable lack of efforts to develop human resources, particularly in enhancing employee competency post-equalization, leading to decreased work productivity.

Addressing work competency issues is crucial, especially considering that Pasangkayu Regency is still developing. Competency development is essential for the effective functioning of government agencies, and thus, it must be thoroughly examined and prioritized.

Research Methods

A qualitative approach was employed to evaluate the competencies of employees transitioning from structural to functional positions at the National Unity and Politics Service in Pasangkayu Regency, West Sulawesi Province. This method involves an in-depth analysis, adhering to established procedures and regulations. Researchers gathered comprehensive information using various data collection procedures (Sugiyono, 2021:362).

The research method applied is a qualitative descriptive approach, aiming to provide an accurate depiction and understanding of the symptoms, facts, and phenomena related to the implementation of employee competencies during this transition. This method focuses on the specific context of the National Unity and Politics Service in Pasangkayu Regency, highlighting the experiences and outcomes of the position equalization process.

Results and Discussion

This research was conducted to describe and analyze competencies in line with the mandate of Law Number 5 of 2014 on Civil Servants (*ASN*), which is reinforced by Government Regulation 17 of 2020 (amending Government Regulation 11 of 2017) and the Circular Letter (SE) of the Minister for Administrative Reform and Bureaucracy Number 393 of 2019 on Strategic and Concrete Steps for Bureaucratic Simplification. This is further applied through Minister of Administrative and Bureaucratic Regulation Number 17 of 2021 regarding the Equalization of Administrative Positions into Functional Positions.

To measure the success of this implementation, researchers employed Gordon's (1988) competency theory as outlined by Muhammad Busro (2018:35). This theory encompasses several dimensions: knowledge, understanding, values, abilities, attitudes, and interests. These dimensions were used to evaluate the competencies of civil servants transitioning from structural to functional positions in the National Unity and Politics Service of Pasangkayu Regency, West Sulawesi Province.

The implementation of Talent Management in Wonogiri Regency is guided by Wonogiri Regent Regulation Number 72 of 2021, which serves as the foundation for Talent Management practices within the Wonogiri Regency Government. This regulation is the benchmark for the Regional Personnel Agency's activities in managing talent. Mr. Suratman, SE., M.M., the Secretary at the Wonogiri Regency Regional Personnel Agency, provided detailed information on this implementation during an interview on January 17, 2023.

The interview results indicate that Talent Management practices have been clearly communicated and implemented following the socialization of the Wonogiri Regent Regulation Number 72 of 2021. Observations, interviews, and supporting research data reveal that the implementation of Talent Management, particularly from the communication dimension, has been effective. There is a well-established transmission process, clarity of accurate information, and consistent practices regarding Talent Management at the Wonogiri Regency Civil Service Agency.

1.2 Understanding

Understanding working conditions is crucial for evaluating how employees perceive and adapt to their work environment. Good working conditions are characterized by comfort, safety, health, and support, enabling employees to perform their duties optimally. Factors influencing these conditions include temperature, humidity, ventilation, lighting, and cleanliness.

Positive working conditions can significantly boost employee motivation, which in turn enhances company performance and productivity, helping achieve organizational goals. Ergonomics, or engineering psychology, emphasizes the harmony between humans and their work, focusing on human abilities, capabilities, and limitations. The aim of ergonomics is to ensure that work, equipment, information, and the environment are all in harmony. This perspective was underscored by Mr. Ir. Ardilla, Head of the National Unity and Politics Service, during an interview on January 17, 2023.

Working conditions also encompass safety and security. Supportive conditions, such as a clean and attractive environment, facilitate easier completion of tasks. Conversely, unfavorable conditions, such as excessive heat or noise, can hinder employees' performance. The link between understanding working conditions and employee productivity is critical, as it affects the organization's ability to meet its goals effectively.

Field interviews indicate that the competency of civil servants transitioning from structural to functional positions in the National Unity and Politics Service in Pasangkayu Regency, West Sulawesi Province, is not yet optimal. This is evident from the need for civil servants affected by position equalization to readjust their working methods to fit their new functional roles.

1.3 Skill

Ability refers to the skills, expertise, or potential one possesses to carry out activities effectively. This ability is crucial for Civil Servants (PNS) to perform their duties and functions within an organization efficiently. Mrs. Masni, S.T., the personnel sub-coordinator, highlighted this during an interview on January 17, 2023.

According to the Regulation of the Minister for Empowerment of State Officials Reform and Bureaucracy Number 17 of 2021, regarding the Equalization of Administrative Positions into Functional Positions, Article 7, letter c, point 3, the equalization process must meet certain qualifications and educational levels required for appointment to functional positions. These qualifications are specified by statutory regulations and are essential for fulfilling the responsibilities of the new roles.

The following table presents the mapping the transition of echelon IV structural positions into functional positions in the National Unity and Politics Service of Pasangkayu Regency:

Pemetaan Jabatan Struktural eselon IV menjadi jabatan fungsional pada Dinas Kesatuan Bangsa dan Politik Kab. Pasangkayu

NO	Jabatan lama (struktural)	Jabatan baru (Fungsional)
1	FASILITASI LEMBAGA LEGISLATIF DAN APARATUR PEMERINTAH	SUBKOORDINATOR IDEOLOGI DAN WAWASAN KEBANGSAAN
2	PENGEMBANGAN WASBANG, PEMBINAAN PERSATUAN DAN KESATUAN BANGSA	SUBKOORDINATOR PENDIDIKAN POLITIK DAN PENINGKATAN DEMOKRASI
3	IDEOLOGI DAN KEWASPADAAN NASIONAL	SUBKOORDINATOR KETAHANAN EKONOMI, SOSIAL, BUDAYA, DAN AGAMA
4	FASILITASI ORMAS, LSM DAN PARPOL	SUBKOORDINATOR KEWASPADAAN DINI DAN KERJASAMA INTELIJEN
5	INTEGRASI BANGSA	SUBKOORDINATOR BELA NEGARA DAN KARAKTER BANGSA
6	EKONOMI, POLITIK DAN SOSIAL BUDAYA	SUBKOORDINATOR FASILITASI KELEMBAGAAN PEMERINTAHAN, PERWAKILAN DAN PARTAI POLITIK
7		SUBKOORDINATOR ORGANISASI KEMASYARAKATAN
8		SUBKOORDINATOR PENANGANAN KONFLIK

From the mapping of functional positions resulting from the equalization process, it is clear that a key requirement for appointment and occupation of these positions in the Pasangkayu *Kesbangpol* service is training in public policy analysis. According to PERMENPAN RB Number 45 of 2013 concerning the Functional Position of Policy Analyst, a Policy Analyst is a Civil Servant tasked with carrying out policy studies and analyses within central and regional agencies. They serve as functional implementers in the field of policy studies and analysis.

An interview with Mr. Ir. Ardilla, Head of the National Unity and Politics Service, on January 17, 2023, provided additional insights. Based on field interviews, it was found that the competency of civil servants transitioning from structural to functional positions in the National Unity and Politics Service of Pasangkayu Regency, West Sulawesi Province, is not yet optimal in terms of skills. This suboptimal performance is attributed to a lack of skill development and insufficient socialization. If the abilities of these civil servants are properly developed and aligned with their new roles, they can achieve satisfactory and maximum results.

1.4 Value

Gorodon (1988) as cited in Muhammad Busro (2018:35), believes that values are standards of behavior that are psychologically integrated within a person. For instance, standards of employee behavior in their duties include honesty, openness, and democracy.

In an interview conducted on Tuesday, January 17, 2023, with Mr. Panji Prims M., S.Ip, a functional official resulting from position equalization, it was revealed that employee openness can influence their performance in an organization. Research conducted at the Pasang Kayu Nationality and Political Unity Service found that openness in communication, appreciation from leadership, and employee participation were related to employee performance. Additionally, other studies show that openness to experience, good organizational citizenship behavior (OCB), and an employee-oriented organizational culture are also related to improved performance.

Based on interviews with informants in the field, it can be concluded that the competency of Civil Servants who experienced the Equalization of Structural Positions to Functional Positions in National Unity and Politics in Pasangkayu Regency, West Sulawesi Province, is not yet optimal. This is because civil servants in *Kesbangpol* have not fully transitioned to functional positions after equalization due to a lack of readiness in terms of knowledge, abilities, and skills required for their new job duties. This issue should be a concern for the *Kesbangpol* Service.

1.5 Attitude

Gordon (1988) in Muhammad Busro (2018:35) defines attitude as a feeling (happy-displeased, like-dislike) or reaction to an external stimulus. For example, reactions to economic crises or feelings about salary increases.

Based on an interview conducted on Tuesday, January 17, 2023, with Mr. Ir. Ardilla, the Head of the National Unity and Politics Department of Pasang Kayu, insights from informants in the field reveal that the competency of civil servants undergoing structural position equalization to functional positions in the National Unity and Politics of Pasangkayu Regency, West Sulawesi Province, shows positive attitudes. However, the bureaucratic simplification process through position equalization means that employees have not yet fully adapted to the functional work system, as this change has recently been implemented.

1.6 Interest

Gordon (1988) in Muhammad Busro (2018:35) defines interest as a person's inclination to take action. Work enthusiasm or morale refers to a willingness that enables employees to produce more work without increasing the burden. Employee morale can be observed through attendance, discipline, punctuality in completing tasks, and overall responsibility. Organizations must consider morale because it significantly impacts employee performance.

Based on an interview conducted on Tuesday, January 17, 2023, with Mrs. Ayuanti Ismu, S.T., the Service Secretary, insights gathered from field informants indicate that the competency

of civil servants experiencing the equalization of structural positions to functional positions in the National Unity and Politics of Pasangkayu Regency, West Sulawesi Province, shows positive interest. This is evidenced by the high work morale among civil servants affected by the transition to functional positions. However, these employees have not received sufficient training and certification in their new roles as functional officials, resulting in suboptimal performance. Specifically, civil servants in *Kesbangpol* affected by position equalization lack the necessary functional position certification to effectively carry out their duties.

Therefore, it is crucial for the *Kesbangpol* Service to address these training and certification gaps to enhance the performance and effectiveness of civil servants in their new functional roles.

2. Factors Inhibiting the Competency of Civil Servants Undergoing Structural-to-Functional Position Equalization at the National Unity and Politics Service, Pasangkayu Regency, West Sulawesi Province

2.1 Inhibiting Factors

a. Lack of Budgetary Support for Competency Development Among Civil Servants Undergoing Position Equalization

Budget is undoubtedly a critical factor in the execution of all activities within an organization. Without adequate funding, activities cannot be effectively carried out. During an interview on Tuesday, January 17, 2023, with Mr. Ir. Ardilla, Head of the National Unity and Politics Service in Pasang Kayu, this point was underscored.

Enhancing employee competency is pivotal for improving organizational performance and productivity. Employees with high competence levels can significantly bolster overall performance. However, many government agencies face challenges in ensuring their employees possess sufficient competence, particularly following the equalization of positions from structural to functional roles. This transition necessitates certification and training, such as for Functional Policy Analyst positions, to ensure employees can effectively perform their duties. The lack of adequate preparation in this regard often results in suboptimal employee performance.

Thus, it is imperative for government agencies to prioritize competency development through targeted training and certification programs. This investment not only enhances individual employee capabilities but also contributes to the overall success and efficiency of organizational operations.

b. Civil Servants' Lack of Preparedness for the Outcomes of Position Equalization

One significant challenge faced is the inflexibility associated with the rotation of functional positions. When employees are transitioned from administrative to functional roles, their assigned functional positions become fixed. This lack of flexibility in position rotation means that many employees are not adequately prepared for their new functional roles, which differ significantly from their previous structural positions.

According to insights shared by an employee of the Pasangkayu National Unity and Politics Service during an interview on Tuesday, January 17, 2023, with Mrs. Ayuanti Ismu, S.T., the Service Secretary, and based on field informant interviews, it is evident that the competency of civil servants following the equalization of structural to functional positions in the National Unity and Politics Service in Pasangkayu Regency, West Sulawesi Province, faces several obstacles. Primarily, there is a lack of budgetary support for competency development and a general unpreparedness among civil servants who have undergone position equalization.

While civil servants in Pasangkayu have transitioned to functional roles, their competency development is hindered by budget constraints and insufficient readiness following the structural-to-functional position equalization process. These challenges need to be addressed to ensure that civil servants can effectively fulfill their duties in their new functional capacities.

3. Efforts to develop the competency of civil servants after the transfer of structural positions to functional positions at the National Unity and Politics Service, Pasangkayu Regency, West Sulawesi Province**a. Drafting a Budget for Developing Civil Servant Competencies Post-Equalization of Positions for Training in Functional Public Policy Analyst Roles**

The National Unity and Politics Service of Pasangkayu Regency has proposed a budget plan to the Regional Government of Pasangkayu Regency aimed at enhancing the competency of civil servants undergoing position equalization. This initiative focuses on implementing education and training specifically for the Public Policy Analyst Functional Position within the *Kesbangpol* Pasangkayu service. Such training is crucial as it addresses the potential confusion arising from the transition of these positions from structural to functional roles.

b. Conducting Training for Civil Servants Undergoing Position Equalization in the Role of Functional Public Policy Analyst

Functional training for public policy analysts aims to enhance employees' competence in their new roles as Policy Analysts at the National Unity and Politics Service in Pasangkayu

Regency. Research indicates that employee competence significantly impacts performance, with more competent employees contributing to higher productivity and performance levels within organizations. As highlighted by Mr. Panji Prims M., S.Ip during an interview on January 17, 2023, at the National Unity and Politics Service.

Findings from field interviews reveal that efforts to develop competencies among civil servants transitioning from structural to functional roles at the National Unity and Politics Department in Pasangkayu Regency, West Sulawesi Province, are ongoing. However, the optimization of these efforts, such as designing a budget to support competency development and conducting training sessions for civil servants in similar positions, remains a work in progress.

Conclusion

The research concludes that the competencies of civil servants at the National Unity and Politics Service in Pasangkayu Regency are lacking, primarily due to challenges in knowledge translation. Many employees undergoing position equalization are still in the learning and adjustment phase for their new functional roles, particularly those who have not yet participated in training for the Policy Analyst position. Additionally, employees face limitations in their understanding and capacity to effectively perform their new functional roles, leading to suboptimal work implementation.

Several factors contribute to these competency challenges, including insufficient budgets allocated for education and training, as well as employees' unreadiness following position equalization, resulting in confusion regarding their roles and functions, especially concerning the certification for the Functional Policy Analyst Position.

To address these obstacles, efforts should focus on drafting a budget dedicated to education and training programs aimed at enhancing the competencies of employees at the Pasangkayu National Unity and Politics Service. Special attention should be given to employees affected by position equalization, specifically those in the Functional Policy Analyst role who have not yet been certified or adequately trained.

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