

Institutional Arrangement of Regional Apparatus in Kulon Progo Regency Government, Indonesia

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Abstract: The Kulon Progo Regency Government, Special Region of Yogyakarta, experienced a significant decrease in the number of employees from 2014 to 2019. This is due to the number of State Civil Apparatus who reached the retirement age limit and made outgoing mutations far more than the number of state civil apparatus received through the State Civil Apparatus Candidate recruitment route and mutations that entered the region. In fact, the number of Kulon Progo State Civil Apparatus is the lowest when compared to other districts in Yogyakarta. Therefore, this study aims to determine the institutional arrangement of the Kulon Progo regional apparatus and the factors that influence it. This research uses a qualitative descriptive method, namely by describing clearly and in depth the information obtained and then systematically compiling the findings of the findings from the results of the study. Data, information, and research findings are then summarized in such a way as to provide conclusions related to the object of research. The results show that the institutional arrangement of the regional apparatus of Kulon Progo Regency is fairly good. This is due to the existence of strong and clear regulations, the availability of qualified and competent human resources, and the bureaucratic reform measures that are being implemented. Nevertheless, there are still obstacles faced, namely constraints in providing guidance to functional positions.

Keywords: *Institutional Structuring; Restructure; Regional Organization and Apparatus*

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INTRODUCTION

One of the objectives of the state, as stated in the preamble to the 1945 Constitution, is to advance the general welfare. In achieving this goal, the government has made various efforts to carry out improvements in government administration. The result is an improvement in the quality of government, which is characterized by the rapid development of a centralistic pattern towards decentralization (Djajakusumah, 2016) and a change in the paradigm of government from "Rule Government" to "Good Governance" (Idris, 2017), the increasing value of the Corruption Perception Index in Indonesia (Adiperdana & Ak, 2017), and the improvement of the quality of public services (Sandiasa & Agustana, 2018). However, on the other hand, there is still an assumption that the process of change and improvement in the functioning of the bureaucracy is not optimal, one of which is characterized by the lack of innovation in public services, given to the community. The services provided have not been able to meet the needs and demands of the community for public service standards by the government (Hayat, 2020).

In addition, the bureaucracy in Indonesia is a bureaucracy that is poor in innovation because it does not have a climate that encourages innovation and bureaucrats who do not get severe problems if they do not work productively (Aug, 2019). Weak government accountability shows that the bureaucratic organizational system & culture has not had an optimal impact on the bureaucracy in Indonesia (Simangunsong & Hutasoit, 2018). As a result of this, the bureaucracy becomes less efficient and there are irregular practices such as corruption and abuse of authority. Based on data from the Ministry of Administrative Reform and Bureaucratic Reform, there were 3 in the period from 2014 to 20148. 250 State Civil Apparatus which was dismissed with disrespect for being involved in corruption crimes, besides that the integrity of the State Civil Apparatus is also in doubt due to the large spread of hoax news and hate speech which is actually widely spread by State Civil Apparatus individuals (Faedlulloh et al., 2019).

The bureaucracy plays an important role in the social framework, with elements that reflect its current state. The improvement of this system is expected to foster ideas of opportunity, creation, and integration, in line with the fundamental culture that necessitates the government to manage resources and human resources in a fair and transparent manner (Aug, 2019). To achieve the desired stage of improved bureaucracy and government performance, it is essential to have commitment and earnest effort from various circles. Internal bureaucratic problems, such as violations of discipline, abuse of power, low performance of the apparatus, inadequate organizational systems, and government management, low productivity, and continuity of work, low quality of administration, and the implementation of laws and regulations that are not in accordance with the current situation, must be addressed (Sunarno, 2020).

The government has tried to solve these problems by carrying out bureaucratic reforms. Bureaucratic reforms implemented at the central and local government levels cover eight areas of change. The eight areas are: change management, structuring the human resources management system, strengthening and structuring the organization, strengthening government accountability, structuring governance, strengthening supervision and improving public services and structuring laws and regulations. There are three targets to be achieved by the government in line with the implementation of improvements in eight areas as stated in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010 – 2024. The three goals are clean, accountable and high-performance Government, effective and efficient Government and good and quality public services.

In an effort to realize this, the government must make adjustments, especially in the sector of government organizational structure and human resources management. This aims to create a balance so that a bureaucracy can be formed that is more responsive and adaptive to changes that occur in the community (Bertiana & Mutiarin, 2015). The bureaucratic system that is run must be able to apply the principles of efficiency, effectiveness, accountability, transparency so as to increase community participation, especially in terms of supervision implementation of government administration both at the central and regional levels (Adnan, 2013). The community has the right to get quality services and has the right to demand accountability for the implementation of services by the government. State Civil Apparatus as an integral part of the bureaucracy has an important role in organizing good public services. However, the number of State Civil Apparatus in Indonesia tends to decrease, as shown in figure 1 below:

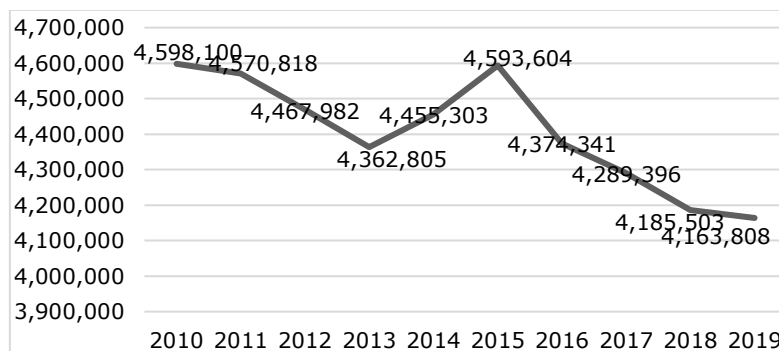


Figure 1. The Development of the Number of Civil Servants in Indonesia

Source: State Civil Service Agency, 2020

The total number of State Civil Apparatus in Indonesia as of December 31, 2019, in central and regional agencies is 4,189,121 people. In numbers, State Civil Apparatus in Indonesia tends to decrease due to the implementation of a moratorium policy. In addition, the number of State Civil Apparatus entering the retirement age limit is much greater than the addition of new State Civil Apparatus both through recruitment and through employee mutation mechanisms.

Table 1. Number of State Civil Apparatus by Age

Age	Regional Agencies	Central Agency	Total
18 - 20	686	1	687
21 - 25	40.182	21.222	61.404
26 - 30	70.228	99.837	170.065
31 - 35	103.836	297.978	401.814
36 - 40	139.270	514.912	654.182
41 - 45	140.990	488.339	629.329
46 - 50	154.623	493.570	648.193
51 - 55	172.282	701.220	873.502
56 - 60	113.343	611.289	724.632
Sum	935.440	3.228.368	4.163.808

Source: Civil Service, Education and Training Agency, 2020

Based on the table above, the most proportion is the State Civil Apparatus group at the age of 51 to 55 years, which is 873,502 people or 20.98% then the next is the State Civil Apparatus who has the age of 56 to 60 years old amounting to 724,632 people or 17.40%. There is a considerable difference between State Civil Apparatus who are over 46 years old and State Civil Apparatus who are under 46 years old, this will obviously cause problems in the future, namely the existence of a good gap in numbers or in terms of density where many State Civil Apparatus are entering retirement age but the next generation is insufficient. This condition also occurred in the Government of Kulon Progo Regency, Yogyakarta Special Region, which experienced a significant decline from 2014 to 2019. This is because the number of State Civil Apparatus who reached the retirement age limit and made outgoing mutations was far greater than the number of State Civil Apparatus received through the State Civil Apparatus recruitment route and mutations that entered the region. For more details about the development of the number of State Civil Apparatus in Kulon Progo Regency can be seen in figure 2 below:

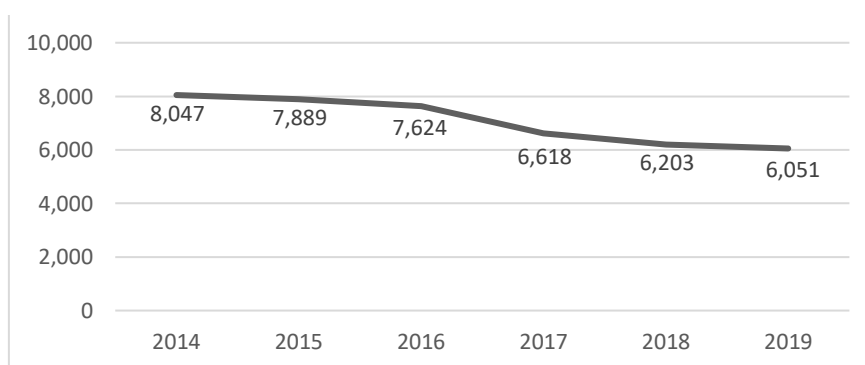


Figure 2. Development of civil servants in Kulon Progo

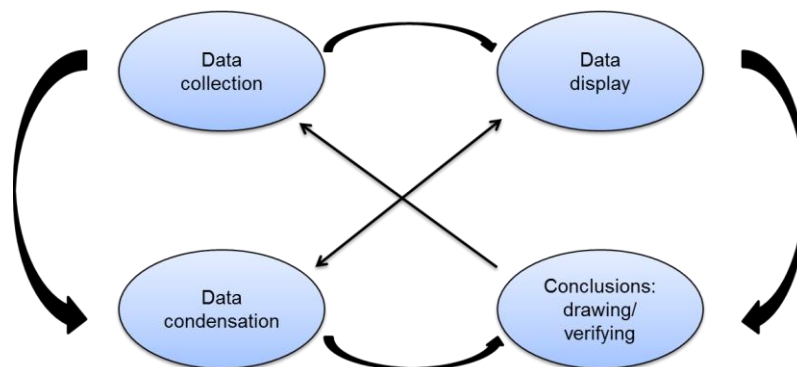
Source: Civil Service, Education and Training Agency Kulon Progo, 2020

This number is the lowest when compared to other districts in Yogyakarta, namely Bantul Regency which has 8,018 State Civil Apparatus, Gunung Kidul Regency with 8,900 State Civil Apparatus, and Sleman Regency which has a State Civil Apparatus of 8,642 people. In terms of needs, Kulon Progo Regency requires a State Civil Apparatus of 9,041 people consisting of 5,766 Certain Functional Positions, General Functional Positions or what is now called positions. There were 2,634 executives and 641 structural positions. Certain Functional Positions is a State Civil Apparatus that has certain skills and skills and is independent. Included in this group are teachers, doctors, pharmacists, midwives, nurses, extension workers, auditors and librarians.

Based on this, it is important to institutionalize the Kulon Progo regional apparatus considering the limited number of State Civil Apparatus to meet existing needs. Therefore, this research has a formulation of the question "How is the institutional arrangement of the regional apparatus of Kulon Progo Regency in overcoming the shortage of employees that occurs in the region? And what factors support and hinder the implementation of the institutional arrangement?". This study aims to determine the implementation of the institutional arrangement of the Kulon Progo regional apparatus to overcome employee shortages and the factors that influence the institutional arrangement of its regional apparatus. Based on research (Alamin, 2018), the implementation process of the institutional arrangement of regional apparatus in Central Lombok Regency goes through three stages, namely the preparation stage, the discussion stage, and the implementation stage. Meanwhile, research (Sinaga, 2020) examines that the institutional design in Kuningan Regency is ideally adapted to the regional mission, with strengthening in three government affairs, namely agriculture, tourism, and the environment. The theory used in this study refers to the theory put forward by Thoha (2006) related to bureaucratic reform through institutional arrangements which include Institutional Structure, Systems used, and Human Resources Behavior or bureaucratic culture (Basri, 2018).

RESEARCH METHOD

Data analysis is a follow-up process after data collection which has the aim that the data and information that has been collected can be presented so that it can provide benefits. The data analysis technique used in this study is descriptive qualitative, namely by describing clearly and in depth the information obtained then compiling it in a systematic finding of findings from the results of the study. Data, information and research findings are then summarized in such a way as to provide conclusions related to the object of research. Step in this study uses the *Interactive Model of Analysis* model developed by Matthew B. Miles and A. Michael Huberman and later refined by Johnny Saldana. This analysis has four main components that do not run linearly and sequentially but have a relationship between one component and another. These components are data collection, data condensation of data display and conclusions: drawing/verifying whose flow is described as below:



Source: Miles et al., (2014)

Data collection

Data collection is a very important stage in data analysis. In this study, data collection used observation, interview and documentation methods. *Data Condensation* is the process of selecting, focusing on abstracting, transforming notes and empirical findings (Saldana et al., 2014). In contrast to the data reduction process which tends to select and sort data, the data condensation process adjusts the data without having to select or subtract data. With this process, data analysis will better accommodate the data in a comprehensive manner without having to reduce the field findings obtained during the study.

Data Display

In qualitative research there are many ways in which data is presented including brief descriptions, using charts, or describing relationships between categories. Meanwhile, in this study, the presentation of data was carried out in the form of narrative text. In this stage, the processed data is analyzed in depth and thoroughly. To make it easier to understand, the analysis uses tables according to their respective themes to describe.

Conclusions: Drawing / Verifying

This stage is the last stage in research, namely testing the correctness of each data classification that has been made. This can lead to a change from the alleged initial conclusion due to the existence of other fact findings in the research process. The data found is tested for correctness by conducting analysis and clarification and then tested for validity with informants in the field. This section contains the research design, subject/object/research sample, operational definition and measurement variable, collecting data technique/ instrument and data analysis also hypothesis testing. If the author wants to represent picture/table in big size, so the picture/table can be presented in a single column.

RESULTS AND DISCUSSION

1. Institutional Structure

The institution of regional apparatus in Kulon Progo Regency is stipulated through Regional Regulation of Kulon Progo Regency Number 14 of 2016 concerning the Establishment and Structure of Regional Apparatus. However, in order to harmonize regional apparatus to improve the effectiveness and efficiency of the implementation of industrial affairs, as well as to follow up on the mandate of the Minister of Home Affairs Regulation Number 11 of 2019, the Kulon Progo Regency Regional Regulation Number 3 of 2019 concerning Amendments to the Kulon Progo Regency Regional Regulation Number 14 of 2016 concerning the Establishment and Structure of Regional Apparatus was stipulated. Several important points in the Kulon Progo Regional Regulation Number 3 of 2019, namely:

- a. Regional devices are formed to carry out government affairs based on the principles of autonomy and assistance tasks.
- b. The determination of the number and composition of regional apparatus is based on the volume of the task load to carry out a government matter or to support and support the implementation of government affairs.
- c. The establishment of regional apparatus is determined based on a comparison of the highest level of usability that can be obtained.
- d. The establishment of regional apparatus is oriented towards appropriate and efficient goals.
- e. The establishment of regional apparatus must be based on clear tasks and functions, this includes the separation of tasks and functions that should not overlap between regional apparatus, as well as an emphasis on efficiency and integration.
- f. The determination of the number of regional apparatus and the number of work units in the regional apparatus is based on the ability to control subordinate work units.
- g. The implementation of functions and tasks of regional apparatus and work units in regional apparatus has a clear working relationship.
- h. The implementation of functions and tasks of regional apparatus, as well as work units in regional apparatus can be adjusted to changes in laws and regulations.
- i. The establishment of regional apparatus and the implementation of local government must utilize local wisdom that has taken root in the social and political life in Yogyakarta in the context of the present and the future.

Table 2. Institutional Changes in Regional Apparatus in Kulon Progo District Government Year 2019

No	Regional Regulation No. 14 of 2016		Regional Regulation No. 3 Year 2019	
	Service Name	Tion	Service Name	Tion
1	Land and Spatial Planning Office	B	Land and Spatial Planning Office (<i>Kundha Niti Mandala Sarta Tata Sasana</i>)	B
2	Cultural Service	B	Cultural Service (<i>Kundha Kabudayan</i>)	B
3	Trade Office	B	Department of Trade and Industry	B
4			National and Political Unity Agency	B
5	Temon Subdistrict	A	<i>Kapanewon</i> Temon	A
6	Wates District	A	<i>Kapanewon</i> Wates	A
7	Panjatan Subdistrict	A	<i>Kapanewon</i> Climbing	A
8	Galur Subdistrict	A	<i>Kapanewon</i> Strains	A
9	Lendah Subdistrict	A	<i>Kapanewon</i> Lendah	A
10	Sentolo District	A	<i>Kapanewon</i> Sentolo	A
11	Compassionate District	A	Loving <i>Kapanewon</i>	A
12	Kokap Subdistrict	A	<i>Kapanewon</i> Kokap	A
13	Girimulyo Subdistrict	A	<i>Kapanewon</i> Girimulyo	A
14	Nanggulan Subdistrict	A	<i>Kapanewon</i> Nanggulan	A
15	Samigaluh District	A	<i>Kapanewon</i> Samigaluh	A
16	Kalibawang Subdistrict	A	<i>Kapanewon</i> Kalibawang	A

The organizational structure of the Kulon Progo Regency Government can be seen in chart 3 below:

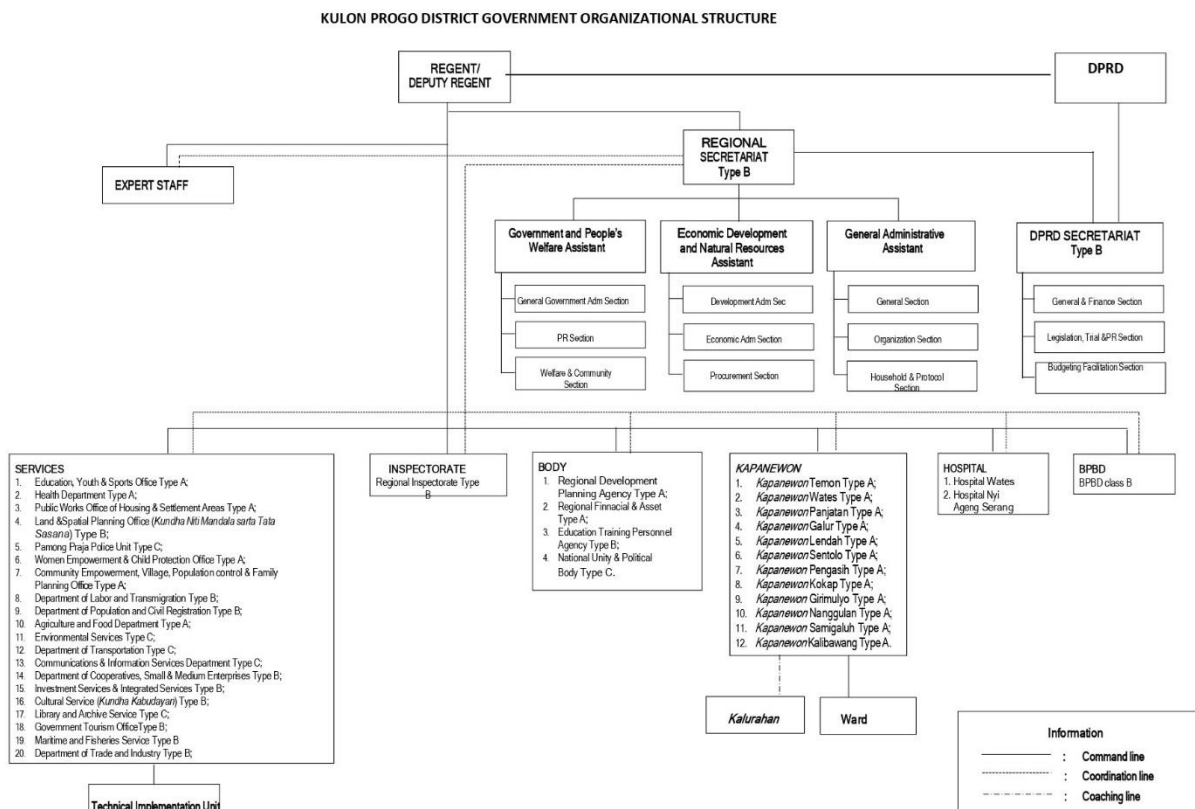


Figure 3. Organizational Structure of the Kulon Progo Regency Government
 Source: Kulonprogokab.go.id translated by author

Based on the figure above, the organizational structure pattern of the Kulon Progo Regency Government shows a hierarchy consisting of various levels and units responsible for various functions and programs within the Kulon Progo Regency Government. This can create effective coordination between various parts and allow for coordinated and efficient policy implementation. A good institutional arrangement in the organizational structure of the Kulon Progo Regency Government offers an effective solution in dealing with State Civil Apparatus limitations. With the hierarchy, the structure that has been created allows optimization of limited resources. This is because each unit or section is placed in accordance with its expertise and responsibilities, thus minimizing overlapping tasks and responsibilities between units. In addition, coordination between units also becomes easier thanks to a clear hierarchy.

The preparation of the organizational structure of regional apparatus in Kulon Progo Regency as a whole has been in accordance with the principles of structuring regional apparatus organizations that are efficient, effective, rational, and proportional based on Mintzberg's Theory which divides the organizational structure into 5 basic elements, namely:

- 1) Strategic Apex, refers to top-level managers who are responsible for the entire organization, in this case the Regent of Kulon Progo.
- 2) Middle Line, acts as a liaison between the Strategic Apex and the Operating Core, in this case the Kulon Progo Regional Secretariat.
- 3) Techno Structure, is an analyst who is responsible for implementing certain forms of standardization in the organization, in this case the Kulon Progo regional agency such as the Regional Development Planning Agency of Kulon Progo Regency.
- 4) Operating Core, units that are directly involved in the delivery of public services and operational activities, namely agencies in Kulon Progo Regency, such as the Education Office, Health Office, and so on.
- 5) Supporting Staff, namely people who fill the staff unit by providing indirect support to the organization.

2. Organizing the Bureaucracy

The term bureaucracies was first used by Vincent de Gournay in describing the system of government in Prussia in 1745 (Thoha, 1991). Meanwhile, experts interpret bureaucracy with various definitions including Peter M. Blau and W. Meyer define Bureaucracy as a type of organization intended to achieve the tasks of administrative tasks by means of systematically coordinating the work of the members of the organization. While Rourke defines bureaucracy as an administrative system and the implementation of daily tasks structured in a clear hierarchical system, it is carried out by a certain part that Separate and implemented by the person chosen for his ability and expertise in his field. Almond and Powell define bureaucracy as a formally organized and interconnected set of tasks and positions at a complex level under the task-maker. Meanwhile, Hegell defines bureaucracy as a "mediating agent" that accommodates the interests of the state and the interests of society (Setiawan, 2014). The bureaucratic restructuring that is being implemented by the government in the bureaucratic reform policy has the aim of creating a professional government bureaucracy with adaptive characteristics, integrity, high performance, clean and free KKN, able to serve the public, neutral, prosperous, dedicated and upholding the basic values and code of ethics of the state apparatus (Dharmaningtias, 2016).

The Kulon Progo Regency Government is carrying out comprehensive bureaucratic reform, both in the administrative and bureaucratic fields. Bureaucratic reform in Kulon Progo is an effort to restructure the bureaucratic process from the highest to the lowest level, by making new breakthroughs through gradual, concrete, realistic, and earnest steps. In addition, it also thinks outside the existing habits or routines to make a paradigm shift. These steps are carried out through revising and building various regulations and modernizing various policies and management practices, as well as adjusting the functional duties of government agencies with new paradigms and roles. One of the implementations is by stipulating Kulon Progo Regent Regulation Number 137 of 2021 concerning Amendments to Kulon Progo Regent Regulation Number 83 of 2020 concerning Functional Positions in Local Government. This is based on the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning Equalization of Administrative Positions into Functional Positions and Regulation of the Minister

of Administrative Reform and Bureaucratic Reform Number 25 of 2021 concerning Simplification of Organizational Structures in Government Agencies for Bureaucratic Simplification. Nevertheless, the Kulon Progo Regency Government still has to focus and develop stages to improve the professionalism and integrity of the apparatus, as well as to improve the performance of a results-oriented bureaucracy through planned, gradual, and integrated changes.

The obstacles of the Kulon Progo Government in providing guidance to functional positions, namely 1) Internally, functional officials face challenges in managing their performance accountability such as laziness, lack of diligence in inventorying the activities carried out, ignorance of how to compile List of Proposed Determination of Credit Score, lack of understanding of the mechanisms and procedures for submitting List of Proposed Determination of Credit Score, and lack of interest in studying regulations related to the functional position concerned; 2) Externally, obstacles in the appointment of positions and ranks, namely related to educational qualification requirements, unclear organization of functional training/competency tests, the absence of a credit score assessment team in the nearest area. In addition, there are still problems with administrative positions to functional positions, namely the limited scope of duties of functional positions in work units that replace structural positions, the understanding that State Civil Apparatus career development is only in structural positions, there are still disparities in the welfare of functional officials, and the process of transferring positions through equalization of positions with the structuring of organizational and work procedures.

3. State Civil Apparatus Behavior and Bureaucratic Culture

One of the areas targeted by bureaucratic reform is the human resources of the apparatus, which is the main actor of the bureaucracy. To run the bureaucracy, State Civil Apparatus behavior is very important to determine and ensure the efficiency, effectiveness, and quality of services provided to the community. To find out the behavior of State Civil Apparatus in the Kulon Progo Regency Government, it is observed through four indicators put forward by Bryson (2003) in his book entitled "Strategic Planning Strategies for Social Organizations", namely as follows:

a) Cooperation

This indicator refers to the ability of a State Civil Apparatus to cooperate with fellow employees in the implementation of services to the community. To realize good cooperation, the Regent of Kulon Progo has emphasized the importance of maintaining unity among State Civil Apparatus. State Civil Apparatus must remain focused on the interests of the nation and state and avoid group divisions. In addition, they must prioritize the public interest over group interests. This explains that cooperation between State Civil Apparatus has been oriented to support a common goal, namely quality public services.

b) Quality of work

This measures the level of accuracy or accuracy of State Civil Apparatus in providing services to the community. In 2022, Kulon Progo received the highest public service compliance rating A from the Ombudsman of the Republic of Indonesia. One of the assessments is seen from the aspect of State Civil Apparatus capacity as an implementer, this includes the ability of State Civil Apparatus to carry out its duties and functions. This explains that the quality of State Civil Apparatus work in Kulon Progo has proven to be good, reflected in the high public service compliance rating and the ability of State Civil Apparatus to provide accurate and precise services to the community.

c) Work habits

This includes positive habits at work, such as discipline, speed in carrying out services, timeliness in completing services, friendliness, and other aspects that show positive behavior. There are 28 Kulon Progo State Civil Apparatus who received the *Setya Lencana Karya Satya* in 2022, because they have carried out their duties by showing loyalty, skill, honesty, discipline, and working continuously for at least 10 years, 20 years, and 30 years. This shows that the work habits of Kulon Progo State Civil Apparatus are very good, reflected in the achievements achieved.

d) Self-control

This includes State Civil Apparatus efforts to work professionally and avoid despicable behavior in carrying out services to the community. State Civil Apparatus self-control in Kulon Progo has been quite good, this is because the Kulon Progo Education and Training Personnel

Agency has routinely provided guidance to State Civil Apparatus. Based on the statement of the Head of the Kulon Progo Education and Training Personnel Agency Discipline and Welfare Data Division, State Civil Apparatus violations in Kulon Progo are still very low.

As part of the Special Region of Yogyakarta, Kulon Progo Regency applies the *SATRIYA* government culture in running the bureaucracy. *SATRIYA* is interpreted as a knightly character, namely the attitude of upholding the moral teachings of *Sawiji* (concentration), *Greget* (enthusiasm), *Sungguh* (Confident with humility), *Ora mingkuh* (Responsible). The meaning of *SATRIYA* based on its acronym is *Selaras* (Harmonized), *Akal budi luhur-jatidiri* (Intellectually noble), *Teladan* (Exemplary), *Rela melayani* (Willing to serve), *Inovatif* (Innovative), *Yakin dan percaya diri* (Confident), and *Ahli-profesional* (Expert-professional). *SATRIYA* culture is a concept that includes values that inspire and direct the behavior of State Civil Apparatus in public service. This culture becomes the moral and ethical foundation for State Civil Apparatus in Special Region of Yogyakarta in carrying out service duties to the community and state.

CONCLUSION

Based on the results of the analysis, it can be concluded that the institutional arrangement of the regional apparatus of Kulon Progo Regency is fairly good. The Regional Regulation of Kulon Progo Regency Number 3 of 2019 has underlined the importance of ideal, clear, and overlap-free institutional arrangements between regional apparatus. The preparation of the organizational structure of regional apparatus in Kulon Progo Regency has also paid attention to the principles of organizational structuring that is efficient, effective, rational, and proportional based on Mintzberg Theory. Additionally, the Kulon Progo Regency Government is carrying out comprehensive bureaucratic reform, both in the administrative and bureaucratic fields, to make the institutional arrangement of regional apparatus more responsive to the dynamics and demands of the growing needs of society amidst the limited number of State Civil Apparatus. The supporting factors for the success of the institutional arrangement of the Kulon Progo regional apparatus are the strong and clear foundation provided by the stipulated regulations for the organizational structure and duties of each regional apparatus, as well as the availability of qualified and competent human resources. However, the inhibiting factor is the presence of constraints in providing guidance to functional positions.

The analysis provides valuable insights into the institutional arrangement of the regional apparatus in Kulon Progo Regency. However, it is important to acknowledge the limitations of the study, such as the need for a more comprehensive assessment of the impact of bureaucratic reform on the institutional arrangement and the identification of specific challenges in providing guidance to functional positions. Future research could focus on conducting in-depth interviews with key stakeholders to gain a more nuanced understanding of the factors influencing the institutional arrangement and to propose targeted solutions to address the identified constraints. Additionally, a comparative analysis of the institutional arrangements in other regencies or provinces could provide valuable insights for improving the institutional arrangement of regional apparatus across different contexts.

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