

The Influence of Civil Servants' Perceptions on Position Transfer Policies on Work Objectives in the Buleleng Regency Government

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Abstract

This study aims to analyze the implementation of the policy of shifting structural to functional positions and to compare employee job satisfaction in structural and functional positions in the Buleleng Regency Government. The total population in this study were 308 echelon III and IV employees who were affected by the transfer of positions and the number of samples was 174 employees who were determined by purposive sampling technique. Data analysis used a mixed method approach through qualitative descriptive analysis and quantitative analysis. The results showed that the implementation of the policy of shifting positions from structural to functional in the Buleleng Regency Government was one of the changes in the organization that occurred because of the rules/policies from the center with the aim of improving public services. This transfer of position will change the organizational structure and affect the career, mindset and job satisfaction of Civil Servants (PNS) but the implementation of this transfer is still not optimal because there are still obstacles faced, such as the process and procedures for assessing credit scores for promotions that do not exist. clarity. Based on the results of quantitative analysis with descriptive statistics that the perception of civil servants is higher in structural positions than in functional positions because civil servants feel a high level of job satisfaction while still occupying structural positions compared to after being transferred to functional positions. There is a significant difference in the job satisfaction of civil servants before the transfer of positions (structural) and job satisfaction of civil servants after the transfer of positions (functional). Job satisfaction in structural positions is greater than after being transferred to functional positions with dominant indicators shown by promotion, competence and income/salary.

Keywords

job transfer; structural positions; functional positions; job satisfaction



I. Introduction

The discourse on the abolition of echelon III and IV positions since 2020 has been called by the Ministry of Administrative Reform and Bureaucratic Reform (KemenPAN-RB). The abolition of positions as part of the simplification of the bureaucracy and one of the work priorities for the next 5 (five) years of the President and Vice President of the Republic of Indonesia stipulated through Presidential Regulation Number 18 of 2020 concerning the National Medium-Term Development Plan for 2020-2024. The simplification of the bureaucracy includes 2 (two) things, namely the simplification of the bureaucracy into 2 (two) echelon levels and the transfer of structural positions to be functional. The purpose of job transfer is to move employee orientation from administrative positions or better known as structural positions to functional positions. The

abolition is expected to reduce unnecessary costs and as an effort to simplify the government bureaucracy. Bureaucratic simplification aims to increase government effectiveness and accelerate decision-making in improving public services. Human Resources (HR) is the most important component in a company or organization to run the business it does. Organization must have a goal to be achieved by the organizational members (Niati et al., 2021). Employees are the most important resource in an organization. Human Resources (HR) or employees play a major role in the organization of an organization. Human resources (HR) are the main asset or capital in the organization and one of the variables that influence the success of policy implementation (Fitrianingrum, et al, 2020). Without employees in an organization, it is certain that the organization cannot run optimally. The policy of bureaucratic simplification implemented in this government organization certainly has a direct effect on employees, especially Civil Servants (PNS) as implementers in the administration of government.

Bureaucratic simplification is not only implemented in the central government but also in local governments, one of which is the Buleleng Regency Government. The implementation of bureaucratic simplification in the Buleleng Regency Government has now reached the stage of inauguration of functional officials who were transferred from structural positions. There are 7,232 civil servants in Buleleng Regency in 2021, 32.26% occupying structural positions consisting of 35 JPT Pratama, 172 administrator positions, 581 supervisory positions and 1,545 executive positions (Profile Data of Government Civil Servants Buleleng Regency, 2021). The number of civil servants who have been inaugurated and have been transferred to functional positions is 308 people or about 13.20% of the total number of civil servants in structural positions. The transfer of positions is carried out through equalization of positions in 30 Regional Apparatuses in Buleleng Regency. Equalization of positions is carried out by appointing structural (administrative) officials to functional positions through adjustment/inpassing to equivalent functional positions (Minister of Administrative Reform and Bureaucratic Reform Regulation Number 28 of 2019).

The existence of a policy for the transfer of structural positions to be functional through equalization of positions will affect the mindset of civil servants towards positions/careers and affect employee job satisfaction. Therefore, this policy is interesting to observe, especially on how the perception of civil servants regarding the transfer of structural positions to functional positions and its effect on job satisfaction.

II. Research Method

This study was conducted to analyze the perception of civil servants regarding the transfer of structural to functional positions and their effect on employee job satisfaction. The research was conducted through a mixed method approach to answer the research problem formulation. The formulation of the number one problem was carried out using a descriptive qualitative approach to obtain an overview of the implementation of the transfer of structural to functional positions in the Buleleng Regency Government. Collecting data through document studies and interviews with resource persons who handle personnel related to several Regional Apparatuses affected by the transfer of positions. While the formulation of problems number two and three was carried out using a quantitative method approach using a questionnaire instrument which was distributed to civil servants who were affected by the transfer of this position and strengthened from the results of the qualitative method.

The research was conducted on Regional Apparatuses in the Buleleng Regency Government covering 30 Regional Apparatuses who experienced structural to functional positions shifting. Data collection techniques include document recording, interviews and questionnaires. Interviews were conducted with resource persons who understand and handle the transfer of positions. Questionnaires were distributed to officials who were affected by the transfer of positions. The population is 308 affected officials, with a sample of 174 people using purposive sampling technique.

The method of analysis used descriptive qualitative analysis and quantitative analysis. Qualitative descriptive analysis through the stages of data reduction, data presentation and conclusion drawing. While quantitative analysis through quantitative descriptive statistics and the average difference test of two paired samples.

III. Results and Discussion

3.1 Implementation of Job Transfer

The transfer of positions from structural to functional is a policy carried out in government organizations. Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 25 of 2020 concerning the Road Map of Bureaucratic Reform 2020-2024, that the transfer of positions is one part of the Road Map of Bureaucratic Reform 2020-2024. Bureaucratic reform at this time is expected to produce a world-class bureaucratic character characterized by increasingly quality public services and more effective and efficient governance. The Road Map that has been prepared helps to outline the vision, mission and National Medium-Term Development Plan (RPJMN) of the elected President and Vice President. With the simplification of the bureaucracy, it is hoped that the disposition/communication will be more flexible and direct to the functional. This is in line with what was conveyed by most of the informants that the purpose of the transfer of positions is to follow up or implement central policies related to simplifying the bureaucracy and speeding up bureaucratic processes to improve public services. In addition, the purpose of this position transfer is as an effort to realize a professional ASN. So in essence, the transfer of structural to functional positions is one of the changes in the organization that occurs because of the rules/policies from the center. This change leads to the desired future in order to increase organizational effectiveness (Purba, et al., 2020). In this case, the central government wants local governments to increase the effectiveness of their organizations by providing excellent service to the community (public), one of which is by simplifying the flow of bureaucracy and increasing professional ASN.

The steps taken in the transfer of positions follow the stages that have been conveyed by the center so that at the lower level in this case the regions must follow the line of command because it is an organizational unit. The transfer of structural to functional positions is carried out through equalization of positions as stated in Permenpan RB Number 17 of 2021. At the time of transfer of positions, the selection of functional positions has a suitability of duties, functions, experience or has carried out tasks related to the duties of functional positions. Regarding this, it is hoped that it will make it easier for affected employees to carry out their duties in their functional positions, so that they do not require much more adaptation so that in the end the organization can run smoothly and effectively.

The transfer of structural to functional positions resulted in changes including changes in structure and changes in patterns/systems/work procedures. Changes in structure occur because of structural positions or the first line manager will be lost, thus

affecting the organizational line of command. Changes in organizational structure as a stage in the process of transferring positions. This is in line with what was stated by Tewal et. al, (2017) that sometimes organizations need a structural change in order to improve the quality of products/services so as to change the organizational structure that is considered less effective or less suitable to be implemented. Through the transfer of positions, the organizational structure changes according to the demands and developments of the times so that the right organizational structure is obtained that supports organizational performance. In addition to the work structure and system, there will also be changes in allowances, as seen from the regulations, several types of functional positions have higher allowances than structural positions. This is different from the results of research conducted by Rakhman Fahmi Aulia (2020) and Irfan Muhlis (2013) that the transfer of positions or the abolition of echelon III and IV positions will make the income received by structural echelon III employees greater than employees in equivalent functional positions. However, this condition cannot be seen factually in the Buleleng Regency Government because the functional position allowance has not yet been implemented so that the position allowance is still the same as when occupying the old (structural) position. This is also supported by the tupoksi in functional positions that are still the same as structural positions, only there is a change from sub-sections/sub-fields/sections to sub-coordinators of units/substances. However, the central government emphasized that this transfer of position would not harm the income received by the affected civil servants.

Changes to this simpler structure can shorten/accelerate the flow of bureaucracy so that the decision-making process in the organization can be carried out more quickly. This will support the achievement of organizational goals, namely improving public services.

Job transfer affects the career and mindset of civil servants as well as employee job satisfaction. These structural and functional positions are civil servants' career paths. Throughout the career journey, a person will continue to carry out the socialization process according to the changing needs of the organization (Gibson, et al, 1993:561). Therefore, the transfer of structural positions to functional positions is an organizational need that has changed so that it will have an impact on employee careers. In functional positions the promotion can be faster than in structural positions, but according to personal performance, because functional positions demand independence. In accordance with Law Number 5 of 2014 concerning ASN and Government Regulation Number 11 concerning Management of Civil Servants in 2017 article 70, it is stated that one of the criteria for functional positions is the implementation of independent tasks in carrying out their professional duties. As stated in Robbi in Rohida et al., (2018) that functional positions in carrying out their duties are based on certain expertise and/or skills and are independent. In line with that, if the functional officer performs, it will quickly reach the career path and vice versa. In connection with the mindset that with the transfer of this position, civil servants will be required to be more creative, innovative, productive and professional. The transfer of positions to functional requires civil servants to be more professional because functional positions emphasize professionalism. Andriani, in Rohida et al., (2018) states that a functional position is a professional position where a Civil Servant is required to be skilled in carrying out his duties and work. In line with this, it is hoped that the transfer of structural positions to functional positions can change the mindset of civil servants to be more professional and independent. This is in accordance with the research results of Rohida, et al (2018) that the appointment in functional positions in addition to aiming for career development, professionalism and organizational performance improvement as well as to meet the needs of functional positions also aims to change the mindset of civil servants who have tended to pursue positions without carrying out their duties. their job to

the fullest. If it is associated with employee job satisfaction, then the transfer of this position will affect job satisfaction. Howard and Frink (1996) in Tewal et. al, 2017 found that organizational restructuring has significant implications for employee job satisfaction. However, to further strengthen the findings related to this, the researchers will follow up by collecting data through distributing questionnaires to affected employees, because those who feel and experience directly are affected officials.

Concerns and problems with the transfer of structural to functional positions are related to the process of promotion of functional officials because until now there has been no information regarding the team of supervisors/assessors of credit scores, technical instructions and the assessment process. In addition, there are still many civil servants who are still confused about their functional positions due to lack of understanding in the management of functional positions in the personnel department. This could potentially lead to counterproductive work behavior as seen from the failure of individuals (structural officials) in carrying out work processes in functional positions (Daniarsyah, 2020). Another concern that is felt at the top/middle manager level is that functional officials only focus on carrying out tasks in their functional positions and do not pay attention to organizational tasks in general because they are no longer related to the line of command in the organization. This is in line with the results of research conducted by Fitrianingrum et al., (2020), that the implementation of the policy of equalizing administrative to functional positions is still not optimal, including career development and increasing welfare which is not yet clear, resources (HR, budget and supporting equipment) are not yet optimal. optimally, the bureaucratic structure still needs optimization with new business processes based on competency networks.

3.2 Civil Servants' Perceptions of the Transfer of Positions from Structural to Functional in the Buleleng Regency Government

Perception is the process of giving meaning by an individual to his environment (Gibson et al., 1993). Employee perception is an employee's response or vision. According to Suryani (2016), perception is a process involving the entry of messages or information into the human brain, through human perception continuously in contact with the environment. This perceptual process will result in behavioral responses and attitudes that are formed (Gibson, et al. 1993). Job satisfaction is part of the outcome of work attitudes and behavior (Purba et al., 2020 and Robbin in Tewal, B et al (2017)). So job satisfaction is one result of the perception process.

Perceptions related to job transfer are associated with job satisfaction of civil servants before transfer (structural positions) and job satisfaction of civil servants after transfer of positions (functional). The perception of civil servants in this case relates to indicators forming job satisfaction, namely the nature of work, workload, competence, promotion, income/salary, and work environment. Based on the results of quantitative descriptive analysis through the average value (mean) and scale range and supported by qualitative descriptive analysis, it can be conveyed the results of the perceptions of civil servants regarding the transfer of positions as follows.

- a. The perception of civil servants regarding job transfers on the indicator of the nature of work, that before the transfer of positions (structural) has a higher average value than in positions after transfer (functional), meaning that the level of satisfaction in structural positions is higher than in functional positions. Structural positions do not require special expertise/skills in carrying out their duties. It is different in functional positions which will require special skills/skills in carrying out their duties. As emphasized in Article 70 of Government Regulation Number 11 of 2017 concerning the Management

of Civil Servants, that functional positions are determined by criteria, one of which requires certain expertise or skills as evidenced by certain certifications and/or assessments. The average score category includes “Enough” with a small average difference of 0.19. This shows that the indicators of the nature of work before the transfer of positions and after the transfer of positions have differences in the level of job satisfaction that are not too large. This is because the main tasks and functions of the work carried out are still the same. This is supported by the results of research by Rakhmawanto (2016) that the development of functional positions in staffing analysis has not been carried out properly, one of which is the inappropriate division of main tasks. Therefore, civil servants in Buleleng Regency are currently still carrying out their main duties and functions in accordance with their previous positions (structural positions).

- b. The perception of civil servants regarding job transfers on the workload indicator shows that before the transfer of positions, the workload felt by civil servants is smaller than at the time after the transfer of positions. This is because in functional positions the personal independence of civil servants is required, so the workload to be carried out is higher. Apart from being required to be independent, civil servants in functional positions are also required to become professional members of functional positions as emphasized in Article 101 of Government Regulation Number 11 of 2017 concerning Civil Servant Management. These factors will later make the workload that will be felt by civil servants in functional positions to be high, different from previous positions that do not require independence and are not required to become members of the profession.
- c. The perception of civil servants on the competency indicator that before the transfer has been higher than after the transfer. This shows that the competencies possessed by civil servants are in accordance with the previous position compared to the position after the transfer. It can be seen that after being transferred to functional positions, many do not match their educational background. In line with the results of Rakhmawanto's research (2016) that the development of functional positions in staffing analysis has not been carried out properly, including placements that are not in accordance with the number, qualifications and competencies. This will later affect employee job satisfaction and future organizational performance. As stated by Kuncorowati (2018), it is stated that by placing employees in accordance with their fields, the work can be completed properly so that it is expected to increase employee job satisfaction and any activities can be completed properly.
- d. The perception of civil servants on promotion indicators yields very different findings from the previous indicators. The promotion indicator has a high category value before the transfer of position compared to after the transfer of position which has a sufficient category value. This shows that one of the promotion indicators is related to the promotion process which is considered easier in structural positions compared to functional positions. Requirements for promotion in functional positions must meet certain credit points regulated in each functional position and in contrast to structural positions, promotions are carried out regularly without credit score requirements. In functional positions, promotions can be faster than promotions in structural positions, but the requirements for promotion in functional positions are more difficult because they must be based on credit scores. Currently, the process for functional promotion is still unclear, both in terms of the implementation procedure and the credit score assessment team. This condition is almost the same as the results of research by Rakhmawanto (2016) which stated that the development of functional positions in personnel analysis has not been carried out properly, including: credit score assessment

procedures are not standardized; the credit score assessment team is incompetent and the credit score assessment procedure is not standard. This has become one of the driving factors in reducing the level of job satisfaction in functional positions.

- e. The perception of civil servants on the income/salary indicator shows a decrease in job satisfaction after the transfer (functional position). One of them is shown by the value of the welfare component which is better in structural positions compared to functional positions. This is supported by the results of research by Rakhman Fahmi Aulia (2020 and Irfan Muhlis (2013) that the transfer of positions or the abolition of echelon III and IV positions will make the income received by echelon III structural employees greater than employees in equivalent functional positions and the amount of allowances for several positions certain functional has not been based on the calculation of the weight of the position
- f. The perception of civil servants on the work environment indicators shows a higher value of satisfaction before the transfer of positions (structural) than after the transfer of positions (functional). The components of the working relationship between superiors and subordinates are felt to be more closely related to structural positions than to functional positions. In structural positions there is a direct line of command between superiors (echelon III) and subordinates (echelon IV) so that work relations are closer and directly related. This is in line with the results of Rahkmawanto's research (2016) which states that functional positions are less desirable and are seen as second-class positions in government and the slow development of functional positions themselves because they do not receive special attention from the government and institutional leaders. Therefore, the attention of superiors/leaders is needed in the development of functional positions, so that job satisfaction in functional positions can increase

Overall, from the results of descriptive statistical tests that the average level of job satisfaction of civil servants before the transfer of positions (structural) is 3.5560, it is greater than the level of job satisfaction of civil servants after the transfer of positions (functional) of 3.4088. It can be seen that there is a difference of 0.1472 which indicates the level of job satisfaction of civil servants in the Buleleng Regency Government decreased after the transfer of positions (functional). When viewed from the average value category, the perception of civil servants on job satisfaction before and after the transfer of positions is in the "High" category. The difference in the average value is small (0.1472) and both are in the "High" category, which is influenced by the process of transferring this position which is still in the adjustment stage or has only been running for a few months. In addition, the main tasks and functions at the position before the transfer and after the transfer are still the same so that the perceived level of job satisfaction is not much different.

3.3 The effect of Shifting Positions from Structural to Functional on Job Satisfaction in the Buleleng Regency Government

Based on the results of the average difference test of two paired samples or the paired sample t-test, it can be explained that seen from Sig. (2-tailed) between the data before the transfer of positions (structural) and after the transfer of positions (functional) is 0.000, then the value this is smaller than 0.05 so H_0 is rejected and H_1 is accepted. So, it can be concluded that there is a significant difference in job satisfaction of Civil Servants before the transfer of positions (structural) and job satisfaction of Civil Servants after the transfer of positions (functional). Job satisfaction in structural positions is greater than after being transferred to functional positions. The most visible indicator shown by the promotion

indicator is mainly related to the ease of promotion in the previous position (structural) compared to the position after being transferred (functional). This is because functional positions require credit score requirements for promotion, while structural positions do not require these requirements. Although functional positions have the opportunity to be promoted faster than structural positions, the ease of time does not affect the increase in job satisfaction in functional positions. Functional positions can be promoted within a period of 2 (two) years if the employee is able to meet the credit score requirements specified. Meanwhile, structural positions take 4 (four) years to be promoted. This is in line with several research results presented by Teguh Sulistiyani & Sukamayeti (2007), Rakhmawanto (2016), Rohida, et al. (2018), Irdayenti, et al. (2020) and Daniarsyah (2020) that functional positions are one of the career positions of civil servants that are somewhat less desirable because there are still many obstacles and requirements encountered in career development. Functional and administrative positions have differences in work processes, paradigms and work outputs so that it is already imagined that administrative officials who will switch to functional must struggle to collect credit points for career continuity in functional positions (Daniarsyah (2020). prefer a career in structural positions because of the ease of promotion or promotion. Likewise with researchers by (Magdalena & Rulyati, 2019) who found that job promotion had an effect on job satisfaction. He also stated that with a promotion, employees who feel they have the potential will feel job satisfaction at work in the company.

In addition to the promotion indicators that are the most dominant in influencing the level of job satisfaction of civil servants, there are also indicators of competence and income/salary. Competency indicators can be seen in the components of the suitability of positions with educational backgrounds. Civil Servants (PNS) feel that the positions occupied are not in accordance with their educational background after the transfer of positions. This is because functional positions require special skills/skills which are different from structural positions which do not require special skills/skills. According to the Law of the Republic of Indonesia Number 5 of 2014 that Functional Positions are a group of positions that contain functions and duties related to functional services based on certain skills and expertise. This competency indicator is related to the placement of employees according to their education and expertise. Structural and functional positions have differences in the work process so they must be adjusted to the education and expertise possessed. This position transfer has the potential to create high counterproductive work behavior if there is no arrangement for Human Resources (Daniarsyah, 2020). Furthermore, the results of research from Daniarsyah (2020) state that indicators of counterproductive work behavior can be seen from the failure of administrative (structural) officials in carrying out work processes in functional positions. There are still many functional officials who do not know the work process in their positions based on the results of interviews conducted with resource persons at top/middle managers. The placement of employees is carried out as a form of effort to channel the ability of human resources as well as possible. This is done by placing the employee in the most appropriate place or position, with the education and expertise possessed so that it will increase the morale of the employee concerned.

The income/salary indicator becomes the next dominant indicator that becomes a factor in shaping the job satisfaction of civil servants related to the transfer of positions. The component that is felt to have the strongest influence on the welfare received by the employee. Civil Servants (PNS) who are affected by this position transfer feel that the welfare received is better in structural positions compared to functional positions. In line with the results of research conducted by Rakhman Fahmi Aulia (2020) and Irfan Muhlis

(2013) that the abolition of echelon III and IV positions will make the income received by echelon III structural employees greater than employees in equivalent functional positions and the amount of allowances for several functional positions certain positions have not been based on the calculation of position weights.

Based on the test results, it has been proven that there is a relationship between job transfer and job satisfaction according to the Discrepancy Theory (gap theory) proposed by Locke (1976). Judging from its understanding, job satisfaction generally refers to an employee's attitude towards his work (Purba et al., 2020). The results of this study have shown that the job satisfaction of Civil Servants in the Buleleng Regency Government with respect to work depends on the discrepancy between the perception of the PNS towards what is obtained and what is expected in their work position (position), especially in terms of promotion, competence and income/salary.

IV. Conclusion

Based on the formulation of the problem and discussion of the research results that have been described in the previous chapter, the conclusions generated are as follows:

1. The implementation of the transfer of positions from structural to functional in the Buleleng Regency Government is one of the changes in the organization that occurs due to regulations/policies from the center with the aim of improving public services. This transfer of position will change the organizational structure and affect the career, mindset and job satisfaction of civil servants. The implementation of this transfer is still not optimal because there are still obstacles encountered in the transfer of this position, namely related to the process and procedures for assessing credit scores for promotion of civil servants which are still unclear.
2. The perception of civil servants on the transfer of positions shows a higher perception of positions before transfer (structural) than in positions after transfer (functional). This can be seen from the level of job satisfaction of civil servants before the transfer of positions (structural) is greater than the level of job satisfaction of civil servants after the transfer of positions (functional). Seen in all indicators forming job satisfaction, namely the nature of work, workload, competence, promotion, income/salary and work environment, it shows a decrease in satisfaction after being transferred to a functional position.
3. There is a significant difference in job satisfaction of Civil Servants before the transfer of positions (structural) and job satisfaction of Civil Servants after the transfer of positions (functional). Job satisfaction in structural positions is greater than after being transferred to functional positions. The most visible indicator shown by the promotion indicator is mainly related to the ease of promotion in the previous position (structural) compared to the position after being transferred (functional). In addition to promotion indicators, differences in job satisfaction can also be seen from competency indicators and income/salary indicators.

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