



An Analysis of the Diverse Structures and Performance of Government Human Resource Development in Indonesia

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Article Info	Abstract
<p>Article History:</p> <p>Recived 01th December 2022</p> <p>Accepted 02th February 2024</p> <p>Published 30th June 2024</p> <hr/> <p>Keywords:</p> <p>Government HRD</p> <p>HRD Structure</p> <p>HRM</p> <p>Strategic HRD</p>	<p>Currently, there is a growing demand for heightened professionalism and optimal performance within government institutions, emphasizing efficiency. A discernible trend towards delineating Human Resource Development (HRD) as a distinct entity from Human Resource Management (HRM) is evident in the pursuit of achieving superior standards. This study reexamines the organizational frameworks and performance of government HRD in this evolving landscape, shedding light on the significant contributions made by government HRD to their organizations. This research is crucial for understanding the contribution of government HRD to organizational objectives. Employing qualitative methodologies, the study delves into the organizational structures of HRD entities, identifying three predominant variants: (1) an HRD function existing as a sizable specialized division, (2) a clear separation between HRD and HRM functions, and (3) HRD operating within an HRM Department. Importantly, the scope of roles and functions within HRD is observed to be expanding. Furthermore, HRD institutions are perceived to have transitioned beyond the traditional role of conducting training to actively implementing strategic human resource development initiatives. The Covid-19 pandemic has notably influenced training methodologies, leading to a substantial increase in online training over the pandemic's two-year span. This shift has resulted in breakthroughs and heightened efficiency in the implementation of training initiatives amidst the challenges posed by the pandemic. Given the rarity of studies in this field, it is anticipated that this research will be valuable in ensuring that all government entities achieve effective and efficient operations.</p>

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INTRODUCTION

Research Background

In the current landscape, there is a noticeable surge in the demand for heightened professionalism and optimal performance within government institutions, with a distinct emphasis on efficiency. The protracted pursuit of these goals underscores the enduring commitment to excellence.

Initially, organizations established the Human Resource Management (HRM) division, tasked with effectively managing employees to achieve both organizational and individual goals (Werner, 2021). Subsequently, challenges arising from the industrial revolution necessitated strategic planning within HRM, highlighting the imperative for HRM departments to address long-term challenges (Pynes, 2013).

Recognizing the insufficiency of relying solely on the HRM division, the Human Resource Development (HRD) structure was conceived. HRD, as a subset of HRM, prioritizes the development of human expertise through training and organizational enhancement to enhance overall performance (Swanson, 2022; Werner, 2021). Wilson (2005) underscores the significance of HRD in supporting organizational

plans and contributing to organizational development. Strategic HRD, as articulated by Beer and Spector (1989; in Wilson, 2005), involves proactive, strategic planning, and cultural transformation to ensure HRD's seamless integration into overall business strategies. Mitsakis (2019) conducts a thorough examination of various models of strategic human resource development (SHRD), concentrating on its integration within organizational strategy (SHRD maturity). The critique of existing SHRD models, highlighting drawbacks while leveraging their strengths, culminates in the proposition of an improved SHRD framework.

Further developments reveal a discernible trend towards delineating HRD as a distinct entity from HRM in the pursuit of achieving superior standards. This shift is evident in Indonesia, where dedicated education and

training institutions, such as the Center for Education and Training or Pusat Pendidikan dan Pelatihan (Pusdiklat), have been established. HRM itself undergoes broader development within the concept of sustainable HRM. As Stahl et al. (2020) suggest, sustainable HRM entails strategies and practices aimed at achieving financial, social, and ecological objectives, thereby exerting influence on both internal and external facets of an organization over the long term.

In the context of the government sector in Indonesia, the significance of HRM and HRD in achieving state goals is evident through the budget allocated to their implementation in Ministries and Institutions (K/L). Analyzing data from the 2020 Audited Central Government Financial Report (LKPP), it becomes apparent how budget allocation reflects the priority given to HRD functions within these entities.

For further details and a comparative analysis of budget allocation for HRM and HRD functions in Indonesian government organizations, refer to Table 1 (based on data from the first 8 Budget Sections in the APBN).

Table 1. Comparative Analysis of Budget Allocation (DIPA 2020)

BA	K/L	REALISASI K/L	% HRM	% HRD	Selisih
010	KEMENTERIAN DALAM NEGERI	2,746,593,074,849	0.352	0.061	0.291
013	KEMENTERIAN HUKUM DAN HAK ASASI MANUSIA	12,399,546,538,086	0.306	0.021	0.285
015	KEMENTERIAN KEUANGAN	62,083,004,306,573	0.293	0.007	0.286
018	KEMENTERIAN PERTANIAN	15,188,739,413,432	0.104	0.137	-0.033
019	KEMENTERIAN PERINDUSTRIAN	1,975,729,108,365	0.082	0.360	-0.277
020	ENERGI DAN SUMBERDAYA MINERAL	5,871,880,036,293	0.065	0.184	-0.119
022	KEMENTERIAN PERHUBUNGAN	34,717,825,579,891	0.017	0.084	-0.067
024	KEMENTERIAN KESEHATAN	102,207,399,746,493	0.492	0.084	0.407

The HRD budget allocation across various institutions in Indonesia varies notably, ranging from under 1% (e.g., Ministry of Finance) to 18% (e.g., Ministry of Energy and Mineral Resources). Notably, the Ministry of Industry achieved a budget realization of 36%, albeit from the lowest initial budget among these institutions (Rp. 1.9

trillion). Understanding that HRM and HRD budgets primarily benefit government employees rather than the public, investigating their effectiveness remains crucial.

Questions arise regarding HRD's impact on organizational performance, particularly its contribution to individual performance or Return on Investment (ROI). Indrayanti's thesis (2019) found that HRD practices and employee participation significantly enhance both employee well-being and job performance. Job security positively affects employee well-being, while internal promotion and results-oriented appraisal do not show a direct effect on either.

Studies also highlight the positive correlation between Socially Responsible Human Resources (SRHR) practices, employees' service performance, and mental well-being, facilitated through job crafting (Luu et al., 2021).

Furthermore, Alketbi, del Rio, and Fernández (2022) explored the influence of HRD on crisis management effectiveness during the Covid-19 crisis in Dubai-UAE public entities. Their findings emphasize the significant impact of training and organizational culture on crisis management efficiency. Organizational structure, values, and uniqueness did not demonstrate a direct impact on crisis management, aligning with similar findings by Dirani et al. (2020)..

Research Problems

The focus now shifts towards an examination of the structural framework and performance of HRD in Indonesian government organizations. Specifically, the study aims to discern how these HRD are organized and evaluate their performance in contributing to organizational goal attainment. This research is dedicated to unveiling and understanding these objectives.

Central to this investigation is a comprehensive understanding of the evolution of Human Resource Management (HRM) functions transitioning into HRD roles. It involves the meticulous identification of the completeness of HRD sub-functions and the evaluation of the degree of separation between HRD and HRM

within various governmental tiers. These critical aspects form the backbone of the study, aiming to provide valuable insights into the intricacies of HRD implementation and its impact on organizational achievements within the governmental context in Indonesia. In government settings, HRD functions vary in nomenclature—termed as Human Resources Development Agencies (e.g., Ministry of Home Affairs), Financial Education and Training Agencies (e.g., Ministry of Finance), or Education and Training Centers (e.g., government internal audit body). Examining whether these diverse titles signify varied roles is crucial. Furthermore, analyzing the organizational structures among these HRD institutions is essential. Understanding potential commonalities or patterns can aid in discerning their formal roles.

Assessing the performance of these HRD institutions is challenging due to the intricate nature of measuring HRD performance, as highlighted by Warburton and Warburton (2002). Government training programs are often labeled ineffective, adding complexity to evaluating the performance of government HRD institutions.

The specific HRD problems under scrutiny in this study encompass:

1. **Organizational Structure:** The examination centers on the organizational setup of government HRD institutions in Indonesia. The inquiry extends to the positioning of the HRD institution relative to the HRM institution, probing whether it stands above, below, or at the same level.
2. **HRD Functions:** The study investigates how HRD institutions carry out their functions. It seeks to identify the HRM functions that have transformed into HRD roles and explores areas where HRD functions are yet to be fulfilled.
3. **Performance Assessment:** A thorough evaluation is conducted on the performance records of these HRD institutions. The study scrutinizes the number of training courses conducted, encompassing both offline and online formats. Furthermore, it investigates

whether organizational strategy plays a role in shaping training implementation. The examination extends to the mechanisms governing employee recruitment for training and explores the source and size of the HRD budget.

To investigate these facets, this research involves observations and interviews with key figures from multiple government HRD institutions and comparable private-sector entities. Through these inquiries, a comprehensive understanding of HRD's role, functioning, performance, and adaptation to the changing landscape post-COVID-19 will be examined. Therefore, the overall contribution of government HRD to the organization can be uncovered.

Literature Review

Human beings are a critical factor in ensuring the smooth functioning of an organization, as asserted by Hobbes, John Locke, and Montesquieu in the social contract theory (Elahi, 2014). While technology can expedite an organization's pursuit of its objectives, the same holds for knowledge. Nonetheless, it is humans who utilize knowledge and technology to derive maximum benefit for the advancement of the organization.

The significance of human resources within organizations, including governmental bodies, has evolved over time. Initially viewed as workers or employees, the perspective shifted to considering humans as resources supporting organizational activities. This transition highlighted the reciprocal relationship between organizations and employees, albeit with the notion of resources being finite and subject to depletion with time (Hutapea & Thoha, 2008).

More recently, the concept of human capital emerged, characterizing humans as possessing knowledge, skills, and expertise that offer intrinsic organizational value (Hutapea & Thoha, 2008). However, despite this shift in understanding, financial treatment still perceives expenditures on employees as costs or expenses.

The domain of human resource management (HRM) has also undergone

transformation in Indonesian governmental settings. Based on Law Number 8 of 1974, civil service administration previously used the term "Personnel Principles Law" in the context of the Indonesian government. The approach to the law is rule-based bureaucracy (Kemenpan RB, 2017). Law Number 8 of 1974 was then amended by Law Number 43 of 1999 (Republik Indonesia, 1999). From the 'Personnel Principles Law' of 1974 to the current 'Rule Based Law' of Number 5 of 2014 concerning State Civil Apparatus, the aim has been to foster a clean, competent, and serving bureaucracy (Republik Indonesia, 2014).

This evolution aligns with dynamic governance, characterized by new ideas, continual learning, swift actions, and unceasing change, crucial in an era of globalization and technological advancements (Neo & Chen, 2007; Ulli-Beer, 2013). The progression through different laws signifies stages --preparation, acceleration, and sustainability-- working towards the ultimate goal of a capable bureaucracy.

The post-new-law government HR arrangement focuses on efficiency and instilling a new understanding of HR as human capital, driven by performance-based settings under the New Public Management paradigm (Hood, 1991, 1995). According to Osborne (1993) in a commentary on his book, "Reinventing Government," as well as Schneider (1995) summary of the book, the focus of traditional public institutions has been almost exclusively on input. An example of an input measure is the size of school fees, which is calculated based on the number of children enrolled. Other input measures for measuring how well well-being is, for example, are calculated by measuring how many poor people qualify for assistance. An example of an outcome measure for an educational program is how well children at one particular school perform compared to children at other schools. For welfare improvement programs, the outcome measure is, for example, how many poor people are prosperous and get stable jobs. In outcome measures, we can easily find the quality of government performance.

Understanding human resource management involves various stages or cycles, ranging from recruitment to labor management relationships within an organization, as delineated by Pynes (2009). Similarly, the American Society for Training and Development (ASTD) identifies three primary HRD functions: training and development, organizational development, and career development (Pynes, 2009). These functions span activities from employee orientation and skills training to coaching, counseling, and implementing change processes.

The evolution of HRD is captured in the "New Wheel of HRD" by Paul Bernthal and colleagues, which emphasizes the centrality of business strategy. This expanded view of HRD encompasses multiple organizational disciplines and underscores the indispensable role of HRD in organizational performance (ASTD-sponsored study).

Understanding these shifts in perspective—from viewing humans as workers to resources and then as human capital—within the context of governmental organizations elucidates the progression of HRM and HRD functions. This evolution aligns with the changing landscape of governance and organizational needs, highlighting the integral role of HRD in achieving organizational goals and fostering a competent workforce.

METHOD

This research approach uses qualitative methods with a descriptive nature. Qualitative and descriptive methods according to Krishnarao (1961) are a type of research that does not intend to test a particular hypothesis but only describes what is true about a certain symptom variable, situation or social phenomenon by exploring information, understanding and analyzing data obtained from existing documentation. This research fulfills the nature of qualitative research as stated by Creswell (2022).

The research methodology employed a combination of primary and secondary data sources. Secondary data encompassed open

documents, internet resources like HRD institutional websites, statutory regulations, journals, and relevant e-books. Primary data collection included written and oral interviews conducted with HRD offices.

The approach involved sending permission requests to 11 HRD offices, aiming for written or oral interviews. Due to resource limitations, a written interview script was attached to the permission letter, providing an online link for convenient questionnaire completion. This script was shared for manual completion or via an online form attached to the letter.

For data analysis, a qualitative research approach was adopted following the guidelines outlined by Miles et al. (2019), emphasizing three stages: data condensation, data display, and conclusion drawing/verification.

The research methodology thus combined both qualitative and quantitative data sources to comprehensively examine the organization, functions, performance, and adaptations of HRD institutions in response to the COVID-19 pandemic within governmental settings in Indonesia.

This research is related with other topics, such as academic learning, that has been studied among other by Hadisoebroto and Subandoro (2022). This research also in connection with the topic of excellent service in government (Semil, 2018). Quantitative research using SEM techniques in those topics has been done by Indrianti's (2019). Regarding the SEM technique, the discussion from Sholihin and Ratmono (2020) can be an interesting insight.

RESULTS AND DISCUSSIONS

In this section, the analysis involves two methods of data acquisition: secondary data analysis and primary data analysis. Secondary data analysis primarily focused on studying the organizational structure of HRD institutions through their respective websites. The list of the websites address can be seen in Table 2.

However, for primary data analysis, the forms filled in were representative of only a few HRD offices: three from the Ministry of Finance,

one from the Ministry of Home Affairs, and one incomplete form from the HRD of the Regional Government of Bangka Regency.

Analyzing the organizational structure revealed three main variants: (1) HRD as a sizable independent function resembling a technical department, positioned above the HRM function; (2) HRD function separated from HRM but not significantly large, positioned equivalent to HRM and under the general supporting unit; and (3) HRD function under an HR or Human Capital Directorate, indicating minimal separation between HRD and HRM functions. These differences reflect the organizational policy and scale, inviting further exploration through written interviews regarding the relationship between structure and organizational scale.

Besides structural analysis, HRD institutional websites were examined to gauge their role in providing information to stakeholders, emphasizing the pivotal role of websites in disseminating information like training types, schedules, and facilities.

Table 2. Website Address for Government HRD Informan

No	HR Office	Website Address
1.	HRD function of Ministry of Finance – Budget and Treasury Education and Training Center	https://bnpk.kemenkeu.go.id/pusdiklat-anggaran-dan-perbendaharaan/
2.	HRD function of Ministry of Finance – Taxation Education and Training Center	https://bnpk.kemenkeu.go.id/pusdiklat-pajak/
3.	HRD function of Ministry of Finance – Human Resource Development Education and Training Center	https://bnpk.kemenkeu.go.id/pusdiklat-keleaderan-dan-manajerial/
4.	HRD function of Financial and Development Supervisory Agency (Financial and Development Supervisory Agency - BPKP)	https://pusdiklatwas.bpkp.go.id/
5.	HRD function of Bangka District Government	https://hkdbangka.go.id/
6.	HRD function of Ministry of Home Affairs	https://bpsdm.kemendagri.go.id/
	BRI Corporate University	https://bri.co.id/en/home
7.	HRD function of Ministry of Manpower and Transmigration	

Notably, the Ministry of Home Affairs'

BPSDM website showcased comprehensive information and graphical content, featuring photos and headline news on the homepage. Displayed prominently were sections for Latest

submenus for Home, Profile, News/Articles, Gallery, BPSDM Application, Public Information, Reports, and Contacts.

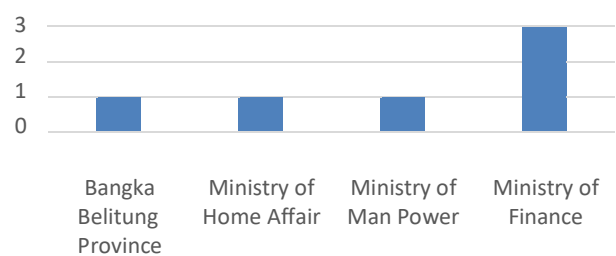
Moving to the analysis of written interviews, 7 respondents completed the written interviews, including officials from echelon II and III (2 individuals), functional officials (1 person), and implementers (4 individuals). Among them, 5 were from central government ministries (3 from the Ministry of Finance, 2 from the Ministry of Home Affairs and 1 from the Ministry of Manpower), 1 from the Regional Government, and 1 from BRI Corporate University. The breakdown of positions and origin of these respondents is illustrated in Figure 2.

In the responses received from various HRD institutions, certain patterns emerged. For instance, HRD institutions such as BRI Corporate University and BPSDM Ministry of Home Affairs reported that over 50% of HRM functions have transitioned into HRD functions. Conversely, informants from the Ministry of Manpower indicated that although some functions had shifted, most of them still remained within the HRM domain.

Position of The Informants

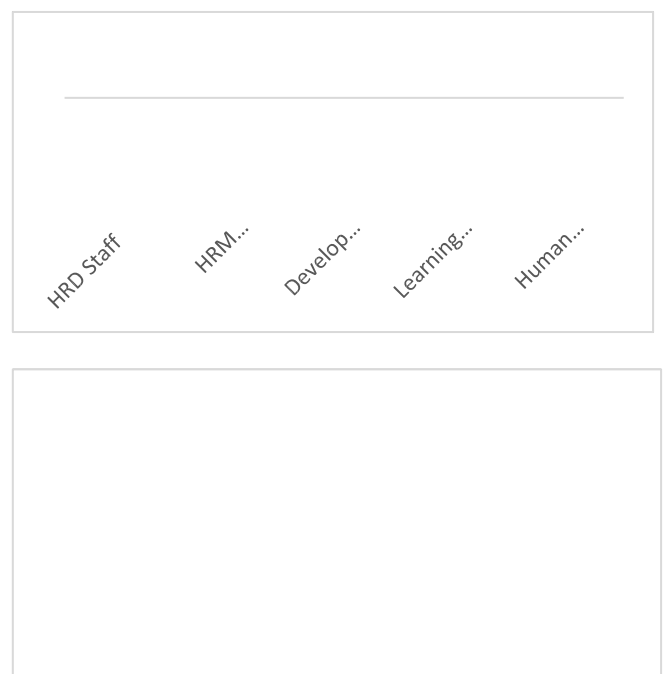


Organization of The Informants



News, Latest Videos, Regional News, Education and Training News, National News, Popular News, and visitor statistics, along with extensive

Figure 1. Position and Organization of The Informan



Distinct variations arose from the Education and Training Centers at the Ministry of Finance. While one center stated that all functions, including HRD, were categorized under HRM functions, another diverged, particularly in functions related to equal employment opportunities and health, safety, and security. This discrepancy aligns with the Ministry of Finance's initiative to establish new units outside the HRD or HRM realm, handling functions like performance management and appraisal through the Policy Harmonization Center (Pushaka).

The shift in roles from HRM to HRD observed in various institutions seems linked to policies enhancing the HRD function's prominence within the organizational structure. An investigation into echelonization highlighted discrepancies, particularly in responses from the BPSDM Ministry of Home Affairs. While the organizational structure analysis indicated similar echelonization as the Ministry of Finance, the Home Affairs informant's response portrayed HRD as part of HRM at a lower echelon. This potential misperception hints at a relationship between role shifts from HRM to HRD and the augmented role of HRD units, signified by an equivalent or higher echelon status compared to HRM.

However, the actual execution of HRD functions within HRD institutions remains incomplete. Functions such as organizational development and career planning/management are seldom undertaken, possibly due to their complexity or lack of clarity on their assignment. This shortfall necessitates consideration for either redistributing these functions or designating a responsible party to optimize HR management implementation.

Analyzing the operational aspect of training organization in correlation with the budget received by HRD institutions showed diverse trends. While some centers experienced budget reductions, others observed increases. Notably, the Ministry of Manpower's PPSDM witnessed an increased budget, albeit smaller in absolute terms compared to other Ministries' HRD units. However, the APBN data entered by 26

the BPSDM Ministry of Home Affairs informants did not match the official data from the ministry's website, revealing discrepancies in reported budget figures.

Regarding strategic human resource development, most HRD institutions attempted to align their strategies with organizational visions, missions, goals, and values. Although training on strategic planning was common, not all centers conducted it regularly. However, efforts to evaluate and improve employee and organizational performance were prevalent across institutions, albeit with varying techniques. Some centers updated their training programs based on performance evaluations to meet organizational targets.

In terms of training participants, both online and offline training numbers witnessed an increase from 2021 to 2022 across various HRD institutions. This growth indicated commendable performance by HRD institutions across different government levels. Despite the challenges posed by the Covid-19 pandemic, these institutions found ways to innovate and enhance training efficiency. The comprehensive details of informant responses are tabulated in Table 3.

Table 3. The comprehensive details of informant responses are tabulated

In your opinion, what is the impact of Covid on the implementation and development of training in HRD units?			
Leadership and Management Education and Training Center	Budget and Treasury Education and Training Center	Tax Education and Training Center	
Digital learning plans have been in place since before the pandemic, but the pandemic has been the reason for the accelerated implementation of digital learning since 2019. In 2020 and 2021 all learning will be carried out digitally. In 2022, classical learning will start to be carried out again.	Changing (shifting) the learning delivery method which was previously dominated by offline face-to-face to online by optimizing digital media which has been prepared since 2017.	Changes in implementation methods and efficient use	er

of

			funds.
BRI	BPSDM Ministry of Home	PPSDM -	
Affairs			
influencing			
learning methods, from previously full offline (inclass), changed to online (distance learning via zoom)	The competency development method changed from offline to blended and online	It is difficult to monitor the participants and carry out in-depth training material to find out and increase the participants' knowledge because the training is carried out online	
BRI	BPSDM Ministry of	PPSDM -	
Home Affairs			
It's more efficient if you go online, because there are no hotel rental, participant travel, etc. etc.	offline budget efficiency and online budget improvement	costs become more efficient	

CONCLUSION

The research finding highlights several key aspects. First, the study reveals three kinds of organizational structures within Indonesian government HRD institutions, each showcasing different integration levels of HRD and HRM functions. Second, HRD roles are expanding, with shifts from HRM to HRD functions, while certain HRD functions remain unimplemented. The study finds three are three predominant variants in HRD structure: (1) an HRD function existing as a sizable specialized division, (2) a clear separation between HRD and HRM functions, and (3) HRD operating within an HRM Department. Budget fluctuations across ministries correlate with the impact of the Covid-19 pandemic. Third, HRD institutions focus on strategic human resource development beyond training, aligning goals and strategies with higher organizational objectives. Last, HRD institutions demonstrate substantial training capability with

Recommendations based on these research findings are four aspects. First to establish clear

guidelines for forming separate HRD units in ministries based on workforce and budget criteria, considering research and development

unit status post-BRIN formation. Second to evaluate unaddressed functions like career

development, assigning specific responsibilities within units efficiently. Third, to assign a dedicated body to monitor HRD performance periodically using standardized training quality criteria. Fourth, to develop comprehensive guidelines for HRD training organization, similar to SOPs in air transportation, to prepare for future crises.

Future research directions can be directed to three purposes. First, to investigate online

learning effectiveness to training participants.

Second to explore excellent service provision in training education and compare aspects across government levels. Third, to conduct quantitative research using SEM techniques

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diverse programs and participants, notably adapting well during the pandemic, particularly in rapidly increasing online training.

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