

Employees' Readiness on Mutation in Higher Education Setting: A Perspective of State Administration and Employment Law



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ARTICLE INFORMATION

History of Article

Submitted : March 15, 2021

Revised : April 22, 2021

Accepted : June 11, 2021

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Conflicting Interest Statement

All authors declared that there is no potential conflict of interest on publishing this article.

Funding

None

Publishing Ethical and Originality Statement

All authors declared that this work is original and has never been published in any form and in any media, nor is it under consideration for publication in any journal, and all sources cited in this work refer to the basic standards of scientific citation.

Cite this article as:

Mursidah, S., Handoyo, E., & Widodo, M. (2021). Employees' Readiness on Mutation in Higher Education Setting: A Perspective of State Administration and Employment Law. *Unnes Law Journal: Jurnal Hukum Universitas Negeri Semarang*, 7(2), 287-304. <https://doi.org/10.15294/ulj.v7i2.49968>

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ABSTRACT. The post-holder now has to adapt the new simplified regulation about changing structural position from echelon III and IV to the functional position. Since this regulation has been issued recently, they sometimes will experience the feeling of pessimism, anxiety or worry in playing the role of the new position. The problems to be solved in this research are: 1) what are the problems faced by the functional post-holder? 2) what is the strategy adopted in carrying out the duties and functions of functional post-holder? This study uses a qualitative and quantitative approach with a mix-method. This study take place in the representatives of state universities in Indonesia. The mix-method was used to obtain comprehensive results on the readiness of education personnel whose function was switched from structural positions to functional position in universities under the Ministry of Education, Cultural, Research and Technology who were affected by the changing of echelon III and IV structural positions. The conclusion of this study is that education personnel whose function was switched from structural positions to functional position experience problems including incompatibility of educational background with their functional position, incompatibility of job desk with their interests and expectations. The incompatibility of functional position with the placement of job unit causes lack of positive impact on their working record and the decrease of financial support

KEYWORDS. Mutation; Job; Civil Servant; Bureaucracy.

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Introduction

President Joko Widodo included the simplification of organizational structure by cutting the structural positions into his Reformation of Bureaucracy program. The simplification of the organization aims at cutting and removing unnecessary part and merging the part which has similar tasks. Hence, the bureaucratic system will be rich in functions with simple structure¹. The Reformation of Bureaucracy aims at improving public service for the sake of improving the human resources capacity following the regulated procedures². Therefore, the action should start from now.

The change in organization happens because of the equalization of structural position to the functional one. This action impacts the stakeholder within the positions. The barrier in organizational change comes from

¹ Defny Holidin, *Reformasi Birokrasi Dalam Praktik, Kementerian Pendayagunaan Aparatur Negera Dan Reformasi Birokrasi*, 2013, 1.

² Sabastiana Desi and Sugeng Rusmiwari, 'Orientasi Reformasi Birokrasi Dalam Meningkatkan Pelayanan Publik', *Jurnal Ilmu Sosial Dan Ilmu Politik*, 5 (2016), 2442–6962.

individual rejection³. The rejection shows that the innovation did not meet the expectation⁴. The causes of the rejection are the feeling of discomfort, the vacuum of power, identity lost and other matters.

The resistance of the transition from the structural position to the functional one in University setting happens because of some factors. There is a suggestion of rank equalization to the irrelevant position apart from the minimum number of daily tasks for the functional position. The readiness of the Educational Staff to transfer their job from their structural position to the functional one attracted the researchers' interest. The researchers intended to study the readiness of the higher education (under the Ministry of Education, Culture, Research and Technology) staffs to transition from their structural position to the functional one.

The aims of the research are (1) to analyse the problems faced by the functional staffs from their transition of their structural position in the higher education setting and (2) to analyse the strategies in executing the functional task and function professionally.

The significances of the research are (1) theoretically, this research can explain the readiness of the education staff's transition from their structural position to the functional one in the higher education setting based on the theory of organizational change and (2) practically, this research provide inputs to the higher education in taking strategic actions in empowering the functional educational manpower.

Literature Review

A. Reformation of Bureaucracy

Conceptually, bureaucracy means systems that regulates huge organization in an effective, efficient and rational management. Bureaucratic function is correlated to organizational setting. The definition provides legal authority in the regulation of organization which is oriented to serve public's interests⁵.

Max Weber in "Bureaucracy" defines the model of ideal

³ Idha Rahayuningsih, 'Dinamika Psikologis Dalam Perubahan Organisasi', in *Prosiding Seminar Nasional Psikologi UMG*, 2016, pp. 375–88.

⁴ Rosma Rosmala Dewi and Teguh Kurniawan, 'Manajemen Perubahan Organisasi Publik: Mengatasi Resistensi Perubahan', *Natapraja*, 7.1 (2019), 53–72 <<https://doi.org/10.21831/jnp.v7i1.24599>>.

⁵ Tedi Sudrajat, 'Gagasan Tentang Fungsionalisasi Jabatan Dalam Rangka Reformasi Birokrasi', *Jurnal Kebijakan Dan Manajemen*, 7.1 (2013), 84–95.

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bureaucracy as a system of bureaucracy or administration which has valid form which function works rationally. The ideal type can be used to compare organizational bureaucracy between one organization to the other. According to Max Weber, the ideal type of rational bureaucracy has the following characteristics⁶.

First, an official worker should be a free individual with official work boundaries based on their job description. The worker cannot use their position for their personal interest, including for the sake of their family.

Second, the position should be organized in a hierarchical order from the highest to the lowest and the sidewise. Hence, the highest position will have more authorities than the lower ones.

Third, each position should have its own function and task based on its characteristics in the hierarchy.

Fourth, each stakeholder is subject to a work agreement which should be executed. The task and function of the position are written in the work agreement and become the authoritarian domain of the respective worker.

Fifth, to fill a position, an individual should pass the qualification through competitive tasks.

Sixth, in the hierarchical order, there is also a structure of wages and pension rights which become the rights of the worker. The official worker has the freedom to end their contract on a particular condition and quit from their job.

Seventh, there should be a clear career progression pattern with promotion based on the seniority and merit under objective consideration.

Eighth, each worker cannot use their position or resources from their institution for their personal interests, including to their family.

Ninth, it should own a strict monitoring and control system applied to all workers.

From the *status quo*, Indonesia does not have the Weberian Bureaucratic system which upholds impersonal approach, professionalism and formal legitimation. The system has not been developed in Indonesia. Instead, the patriarchal bureaucracy is still dominant and disrupt the democratic process and public service quality

⁶ Miftah Thoha, *Perspektif Perilaku Birokrasi: Dimensi-Dimensi Prima Ilmu Administrasi Negara Jilid II*, Cetakan ke (Jakarta: Penerbitan: Rajawali Press, 1991).

in the nation.

Our bureaucratic system is far from the ideal modern type of Max Weber. This mostly happens because of the negative effects of complex working mechanism and procedures, abuse of status, etc. Based on Weber's theory, our bureaucratic system is inherited from the Dutch Indies system which is more complex and complicated to the modern system. To adopt the hierarchy of bureaucracy, the style and attitude of the stakeholder should be based on the "client-patron" relation. The rigid system needs to be reformed with radical bureaucratic procedures.

The reformation of bureaucracy is an attempt done by an organization/agency to realize good governance. A good public service organization should have quality human resources based on its requirement. Besides, the availability of the resources should be balanced with the workload of the organization⁷.

Indonesian Reformation of Bureaucracy is implemented slowly, especially on the reformation of human resources. This happens because the employees have had the mindset from the previous system that it is difficult for them to change⁸. Hence, there should be an acceleration of reformation of bureaucracy by cutting the echelons.

B. Organizational Change

The development of technology, information and communication demands an organization to change⁹. The change can benefit the organization. The removal of structural rank officers, such as echelon III and IV can provide bigger benefit, which can make governing budget more efficient. By cutting the position, the government expects that the workers will perform better and more optimum.

The initial changes of organization can disappoint individuals. Hence, the members can be angry, sad, enraged, afraid, concerned and losing their

⁷ Yusriadi and Misnawati, 'Reformasi Birokrasi Dalam Pelayanan Publik (Studi Pelayanan Terpadu Satu Pintu)', *Jurnal Ilmiah Ilmu Administrasi Publik*, 7.2 (2017), 99 <<https://doi.org/10.26858/jiap.v7i2.4954>>.

⁸ M. Thahir Haning, 'Reformasi Birokrasi Di Indonesia: Tinjauan Dari Perspektif Administrasi Publik', *Jurnal Analisis Kebijakan Dan Pelayanan Publik*, 4.1 (2018), 25–37.

⁹ C.D. Ino Yuwowo and M. G. Bagus Ani Putra, 'Faktor Emosi Dalam Proses Perubahan Organisasi', *Journal.Unair.Ac.Id*, 7.3 (2005), 253–63.

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trust. They should have a platform to channel their opinion¹⁰. People will show rejection since they felt comforted on doing their previous routines¹¹.

C. Individual Readiness

In managing changes, we should begin with measuring individual or organizational readiness¹². Hanpachern mentions that individual readiness depends on how far individuals mentally, psychologically and/or physically ready to participate within the development of the organisation. Further, Hanpachern states that there are three dimensions of changes, which are participation, promotion, and resistance¹³. The participation shows individual behaviour in actively supporting the changes. The promotion shows individual support by promoting the changes to their colleagues. The resistance shows the resilience of the individuals shown from their negative attitudes and rejection of the change.

Method

This research employed mix-method design, which is the combination of quantitative and qualitative approaches¹⁴. The researchers employed quantitative approach to get the overview of the employees' response to the transition of structural position to the functional one. The researcher validated the data through expert judgements from the representative of General Administration Expert Staff, Dean of General Administration of UNNES, and the Head of General, Legal, and Employee Administration. Besides, the research validated the data through validity and reliability test using SPSS. From the data, the researchers moved to the qualitative part, which was exploring deeper on the stakeholders' problem in determining the strategies to set the professional ethics within the new position.

¹⁰ Yuwowo & Putra (2005)

¹¹ Bakroni Latar, 'Perubahan Dan Pengembangan Organisasi', 1.2 (2020), 75–84.

¹² Ella Faiqotus Sholviah and Nyoman Anita Damayanti, 'Hubungan Kesiapan Individu Dan Kesiapan Organisasi Dalam Pelaksanaan Sjsn Di Rsud Bhakti Dharma Husada Kota Surabaya the Correlation of Individual and Organizational Readiness for Sjsn Implementation in Bhakti Dharma Husada General Hospital Surabaya', *Jurnal Administrasi Kesehatan Indonesia*, 1.4 (2013), 291–300.

¹³ Radian & Mangundjaya (2019)

¹⁴ YL Sukestiyarno, *Metode Penelitian Pendidikan* (Semarang: UNNES Press, 2020).

The study focuses on two matters, which are (1) the readiness of the higher education staffs, including: formal education background, talent/ability, desired position, understanding to functional position, commitment and motivation to do the task, creativity, work discipline, career progression, roles and leadership support, welfare and the impact of the transition and (2) the strategies, including: accepting the transition by adapting to the functional position, improving knowledge and skills to the new position independently, improving knowledge and skills through education/training/workshop, etc.

The research took 100 people as the samples. These people are the representative of Higher Education staffs who got the impact of positional cuts in all Indonesian university under the Ministry of Education, Culture, Research and Technology. The data were gathered through questionnaire, interview, observation and documentation. Interviews were conducted to the Vice Dean of General Affairs and Finance as well as to the Head of General, Legal and Human Resources Administration. The researchers used descriptive statistics and qualitative description to answer the research question. The collected data were gathered and presented to make the conclusion.

Discussion

A. Validation of Questionnaire's Instrument

The validation was conducted to three experts of questionnaire content. The validator assessed the content of the questionnaire which were distributed to the respondents. The validation of the expert resulted the score of 2,420 on the response scale of 2,217.7 – 2,640. The number shows the instruments' content is "Very Appropriate". Apart of assessing the instrument, the experts also provided revisions to the questionnaires, which focus on: (1) the use of statement instead of negative sentences, (2) the removal of "akan" or "will", (3) deleting double questions and merging questions with similar information and (4) revising the instruments based on the notes.

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B. The result of the research

The average response of the respondents came from the calculation of each data, from x_1 to x_n , and divided to the (n) total of data. The formula can be seen as follows.

$$X = \left(\sum_{n=1}^n x_1 \right) / n$$

The interval score of the respondents' average answer and the category of the respondent's answer can be seen on Table 1 below.

TABLE 1. The Interval Score of the Percentage and Average Answer of the Respondents

| Score | Average Interval | Categories |
|-------|------------------|--------------------|
| 5 | 4.21-5.00 | Extremely Agree |
| 4 | 3.41-4.20 | Agree |
| 3 | 2.61-3.40 | Uncertain |
| 2 | 1.81-2.60 | Disagree |
| 1 | 1.00-1.80 | Extremely Disagree |

Based on the data collection to the impacted higher education staffs from 10 State Universities, the researchers found the following data.

Desired position, understanding on functional task, commitment and motivation to do the task, creativity, work discipline, career progression, roles and leadership support, welfare and the impact of the transition

TABLE 2. The Average Result of the Research based on the Focus of the Research

| Variable/Focus of the Research | Average | Category |
|---|---------|-----------------|
| Education Background | 2.88 | Uncertain |
| Talent/Ability | 3.56 | Agree |
| Desired Position | 3.39 | Uncertain |
| Understanding to the Functional Position | 3.60 | Agree |
| Commitment and Motivation to do the Tasks | 4.28 | Extremely Agree |

| | | |
|------------------------------|------|-----------|
| Creativity | 3.99 | Agree |
| Work Discipline | 4.13 | Agree |
| Career Progression | 4.13 | Agree |
| Roles and Leadership Support | 3.64 | Agree |
| Welfare | 3.05 | Uncertain |
| The Impact of the Transition | 3.31 | Uncertain |

Source: Primary Data, 2021

With regards to the first research question, there are some aspects which shows the problems faced by the higher education staffs from the positional changes with uncertain categories, which are: (1) education background, (2) the work which did not meet the interest and expectation, (3) welfare, and (4) the impact of the transition.

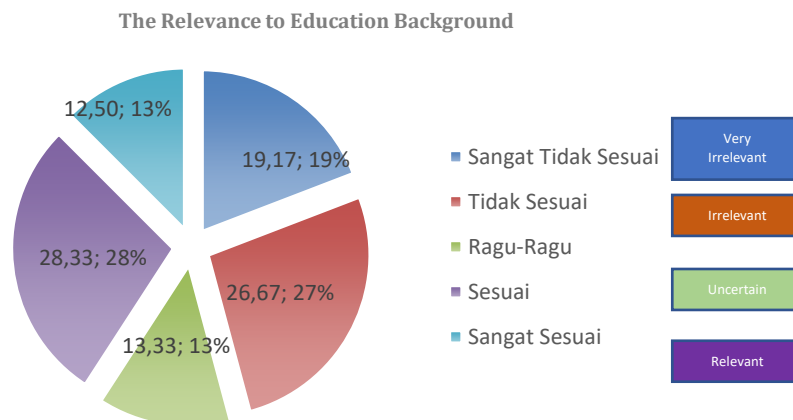


FIGURE. 1 The Relevance to Education Background

Based on the Figure 1, 40.83% respondents had relevant education background which is in line with the functional equalization. We can conclude that there are more education staffs whose education background is irrelevant to the functional position that they are assigned to.

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The Relevance of The Functional Task with the Interest

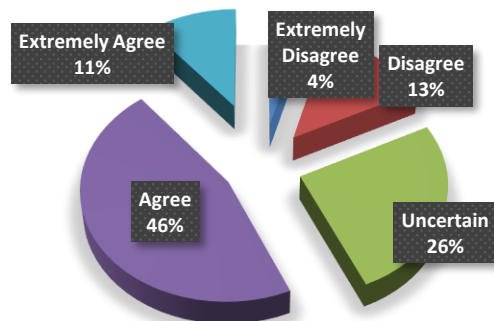


FIGURE 2. The Relevance of the Functional Task with the Interest

Based on Figure 2, 43.33 % of the Functional Task restructuring is given with irrelevant roles from the work unit. The irrelevance of the job will become a barrier for the workers to perform their job since they have irrelevant work to do from their functional roles.

Improved Welfare

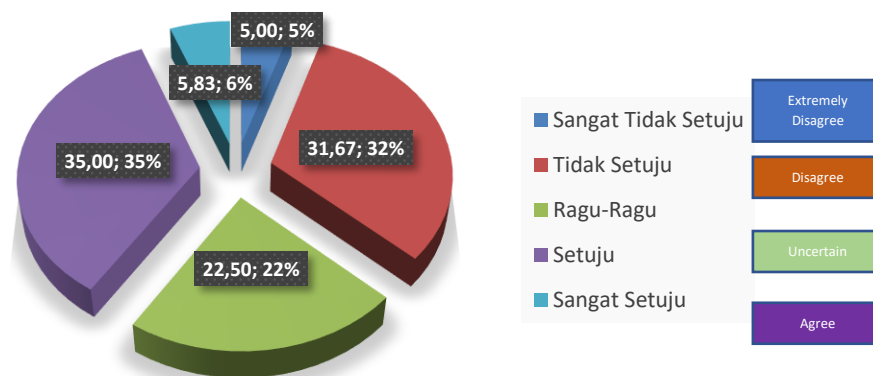


FIGURE 3. Improving Welfare

Based on Figure 3, 59.17 % of the respondents stated that there is not any improvement on welfare. The data shows that the welfare of the transferred education staffs is not better than their previous structural position.

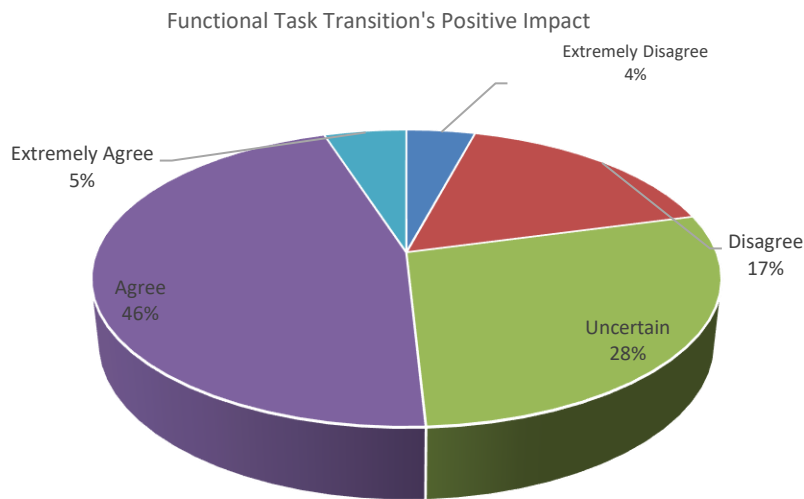


FIGURE 4. The Positive Impact of the Transitional Task

Based on Figure 4, 49% respondents answered uncertain, disagree, and extremely disagree to the positive impact of the structural transition to the functional position. The transition had less positive impact to the stakeholder because of irrelevant work to the interest and previous roles. The irrelevancy makes the workers do not work based on the expectation.

Based on the result of the questionnaires to the respondents, the barriers faced by the functional position holder who were impacted from the structural rank equalization are as follows.

- 1) Executing irrelevant daily task to the functional role;
- 2) Executing the functional task without any technical guidance;
- 3) Administrator and controller are not relevant to the suggestions;
- 4) The deployment is not in line to the worker's competence;
- 5) The stakeholder does not have the basic competence in taking the functional roles responsibilities;
- 6) Minimum socialization to the rules with regards to the functional roles;
- 7) The decrease of the allowance to the position;

Based on Legaard's (2010) theory of organization, a good organization focuses on performing tasks and the structure. Hence, the worker can work based on the function. If the structure changes, it does not only affect the worker to adapt to the new role, but also to the strategy of responding to the

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individuals' responses¹⁵. Good responses from the employees are the sign for good understanding or social relation.

In the practice of reformation of bureaucracy, human resource is the most difficult part to change due to the difficulty to change the mindset¹⁶. The employee currently works based on their task as echelon III and IV. They have been accustomed to work for bureaucratic matters and following the direction and disposition from the leader. The decision that they made follows the leader's policy. Therefore, the transition makes the worker has to produce the output based on their new roles. Eventually, it is normal for the worker to have difficulties during the transition. The structure and work mechanism on the structural and functional roles are different. The workers need time to adapt to the new role. The leader should take part in growing the motivation and work culture to maintain the worker's performance.

Following Max Weber, this research shows the vulnerability of the positional transition in making the public service quality better under the healthy bureaucratic system. Figure 1 shows that 40.83% respondents have relevant education background to the functional position. The result shows that more than a half of the employee who got the cut did not get the job with relevant qualification. This is not in line to Weber's principle where ideal bureaucracy should place people in a position based on their qualification. The irrelevance will block the worker in improving their performance since they actually do not qualify for the different functional task.

Figure 2 shows that 43.33 % of the Functional Task equalization happens where the work is not in line with the work unit background. The irrelevancy will be a burden since the worker has contract of performance index to fulfil. How can a worker work optimally if their job is irrelevant to their functional roles responsibility?

Despite the problems, achieving ideal bureaucratic system is possible. Table 3 shows that Higher Education staffs accept the changes and are ready to take the role.

Positive responses came from the staffs of the University to the positional transition. The response is a positive sign to better the organization. The result is in line to Dewi and Kurniawan that organization

¹⁵ Ade Heryana, *Handbook Organisasi Dan Teori Organisasi, Tangerang: A. Heryana Institute 1*, 2020 <<https://doi.org/10.13140/RG.2.2.14347.11041>>.

¹⁶ Haning.

should manage the changes by creating the working climate that support the changes and the readiness to the changes¹⁷.

The organization or the group should accept the reality if there is a change and realizing the impact of the change to the organization¹⁸. The organizational change is a governmental attempt to improve public service, to remove complex bureaucracy, and to speed up community service.

With regards to equalization of the structure, the government should concern on the competence of the workers. The standard of competence has been regulated in Government Regulation Number 11 Year 2017 regarding Civil Servant Management. The regulation controls the competence of governmental apparatuses, which are as follows.

“Technical Competence is knowledge, skills, and attitude/behaviour which can be measured, observed, and developed specifically based on the role.

Managerial competence is knowledge, skills, and attitude/behaviour which can be measured, observed, and developed specifically to lead and/or manage organization unit.

Socio-cultural competence is knowledge, skills, and attitude/behaviour which can be measured, observed, and developed specifically with regards to the interactional experience to the plural society in terms of religion, ethnics and culture, behaviour, civics, ethics, values, moral, emotion, and principles which should be held by the stakeholder to perform well following their roles, functions, and position.”¹⁹

Based on Article 14 of the Decree of The Minister of Education and Culture Number 19 Year 2018, a transferred civil servant should possess the standard competence and qualification which is in line to the position²⁰.

¹⁷ Dewi & Kurniawan, (2019)

¹⁸ Yuwowo & Putra (2005)

¹⁹ Government Regulation Number 11 Year 2017 Regarding Civil Servant Management

²⁰ The Decree of Minister of Education and Culture Number 19 Year 2018 Regarding Career Progression of Civil Servant under the environment of the Ministry of Education and Culture

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The result of the study has not shown that the reality has met the provision of the regulation. Only 40.83% respondents have relevant education background to the functional task. Hence, there will be more education staff whose equalization result make them working in a role that is not in line to their competence. The result also shows that Education Staffs have difficulties in performing their tasks and functions as stated in Work Agreement since they might have different competence and do not have the competence of the assigned role. Hence, this result is not in line to the law where government apparatuses should be relevantly competent²¹.

Based on the explanation above, the strategies to professionally take the roles and functions are as follows.

- a. Functional staffs who got new roles from the equalization should learn and understand new task and regulation with regards to the assigned functional roles;
- b. Functional staffs should participate in workshop/education/training with regards to their new roles and follow its career progression to get promoted;
- c. Functional staffs should be a member of association of profession which is in line to their functional role;
- d. The head of department should make regulations regarding employees' career progression, including the ones who are assigned to the functional role;
- e. The head of department should do a socialization with regards to credit score for the career progression within the functional role;
- f. The head of department should suggest the transfer of position based on the detailed role and relevant functional tasks.

Following the research by Dewi and Kurniawan, a strategy should be implemented to support the change. An individual and social model should be provided to improve the skills and competence in the form of training, education, and personal development in the current situation and in the future²².

In the context of organization change of Indonesian University, the above strategies should be done to prepare individuals in executing their new

²¹ Ayu Widowati Johannes, 'Penerapan Kompetensi Aparatur Dalam Pelayanan Publik Di Kecamatan Entikong, Kabupaten Sanggau', *Jurnal Ilmu Pemerintahan Suara Khatulistiwa*, 4.1 (2019), 13–25.

²² Dewi & Kurniawan (2019)

roles in the organization to become human resources that have the growth mindset for changes along with the ability to adapt with the government's positional change. With growth mindset and mental readiness, the education staff can support the organization to be more professional regardless the positional change.

This program of reformation of bureaucracy should be done to better the work culture and public service. The institutional approach should be holistic which copes all bureaucratic element, including setting the mindset, knowledge and skills of the human resource²³.

Conclusion

The research with regards to employees readiness to mutation from structural role to a functional one in higher education setting under Ministry of Education, Culture, Research and Technology shows that (1) there is an irrelevance of education competence with the functional task of the equalization, (2) the functional task of the equalization is inversely correlated to the attention and expectation/deployment, (3) there is not any improvement of welfare/reduce of income before and after the change and (4) the transition from structural to functional role does not provide significant impact to the job desk following the unit placement since the role has irrelevant responsibility to its nature.

The head of department should facilitate the workers' needs after the mutation since they have minimum knowledge and skills. They would face roles that will take an extra work only to adapt and perform the roles well. The supporting facilities should support the skills and capacity of the workers.

Recommendation

This research should be a reference to university in making decision to support the goal of the organization in developing its human resources. The researchers suggest that (1) the irrelevant role placement should be minimized and there should be a follow-up action to change the position again with a requirement of academic transcript for the transition of the

²³ Haning.

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functional role so that the stakeholder can help the worker's career progression, (2) the worker who does not have relevant background or has never been in charge of the functional role should be provided with a workshop/training to improve their functional role's competence, (3) the institution should assist the stakeholder in equalizing the functional role transition, (4) the government should evaluate the equalization of functional role for the position that is relevant and re-allocate the ones that are not relevant.

Limitation of the Study

The researchers understand that there is a limitation to the study since it is only focused on the State University under the Ministry of Education, Culture, Research and Technology. Hence, it does not represent all university in Indonesia.

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