

The Implementation of Policy Equalizing Administrative Positions into Functional Positions in Central Buton Regency

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Abstract: *This research aims to elaborate the implementation of the policy of equalizing administrative positions into functional positions at the Central Buton Regency Personnel and Human Resources Development Agency (PHRDA) as measured by organization, interpretation and implementation. This research uses a descriptive qualitative approach. The researchers act as the main instrument by using purposive sampling as a technique for determining informants. Data sources are primary data and secondary data. Data was collected using interview, observation and documentation techniques. Data were analyzed by data reduction, data presentation, and conclusions drawing. The results of the research show that the implementation of the policy for equalizing administrative positions into functional positions at the PHRDA of Central Buton Regency in the last 1 year after being appointed to their functional positions has not been well organized from 3 aspects. First, organizing: it was found that there was an organizational structure and work procedures (OSWP) used after position equalization is different from the PHRDA OSWP in the 2017-2022 PHRDA strategic plan document. The new OSWP for administrative positions, especially supervisory positions in every field, has been abolished, but in reality, administrative officials still have not had their positions equalized into functional positions, the position map still uses the old position map, the provision of allowances is in accordance with their functional position, educational background, facilities, infrastructure, and the method of implementation are not yet optimal. Second, interpretation found that functional officials whose positions have been equalized still do not understand the main duties and functions as functional officials because from the beginning of policy implementation they have underestimated this policy, functional officials have not developed their careers as follows competency tests or job training that can support careers. Third, implementation found that the process of equalizing positions was not appropriate because not all administrative officials had equal positions so that they were ineffective and inefficient.*

Keywords: policy implementation, equalization of positions, administrative positions, functional positions

INTRODUCTION

Public policy is whatever governments choose to do or not to do whatever government activities, whether explicit or implicit (Dye, 1981). Therefore, public policy is whatever the government chooses to do and not to do. One of the government policies that is still hotly discussed at the moment is the policy of equalizing administrative positions into functional positions within the state civil apparatus or also known as civil servant (CS). This activity can be seen in the government bureaucracy in the current reform era. The reform era was marked by the idea of carrying out bureaucratic reform. This is because throughout the new order era the image of bureaucracy tended to be perceived negatively by the public. This is in line with the opinion of Howard Dick who stated that "...so systemic corruption is that within cabinets, parties, and the bureaucracy there are sanctions against those who try to keep clean hands" (Dick & Mulholland, 2016: 43).

This condition then became the background for the birth of a number of laws related to CS, including Law Number 43 of 1999 concerning Personnel Principles which was later amended by Law Number 5 of 2014 concerning CS. Law Number 5 of 2014 is considered a turning point in bureaucratic reform with the existence of the state civil apparatus commission (SCAC) which places the bureaucracy as an independent community and free from political interests. However, the non-optimal role of SCAC makes the concept of a merit system which is expected to be constructed slowly through the CS law that is difficult to implement (Purnama, Taqwaddin, & Putra, 2016:20).

One of the efforts to improve the quality of CS in 2019 is to simplify the bureaucracy through president's decree. This is because the bureaucracy in Indonesia is considered too slow and tends to be ineffective and inefficient. The president's decree was then followed up by the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number 28 of 2019 concerning the equalization of administrative positions into functional positions which was then refined by Regulation of the Minister of State Civil Apparatus and Bureaucratic Reform Number 17 of 2021 concerning the equalization of administrative positions into functional positions.

The government's action to issue this ministerial regulation essentially creates problems in the legal system in Indonesia, because the position of the minister of administrative and bureaucratic reform regulation in the Indonesian legal system is contrary to the order of Indonesian legislation. The regulations that are made are not based on statutory regulations. Delegation (mandate) can be classified as *freies ermessen* (discretion) (Suratno, 2017:164). Article 24 letter b of Law Number 30 of 2014 concerning government administration, discretion is not permitted because it is contrary to statutory regulations. Therefore, even though the Minister for State Apparatus Empowerment and bureaucratic reform has attributive authority regarding the function of developing state apparatus, the products produced are still not permitted as it is contrary to the Law.

Law Number 5 of 2014 concerning CS still recognizes the existence of administrative positions consisting of administrator positions, supervisory positions and executive positions. The

equalization of administrative positions to functional ones through Utilization of State Apparatus and Bureaucratic Reform Ministerial (USABRM) Regulation Number 17 of 2021 implicitly eliminates administrative positions in almost a number of government sectors. This is normatively contrary to Law Number 12 of 2011 concerning the establishment of Legislative Regulations which regulates the prohibition of lower regulations in conflict with legislation of a higher position (Astariyani & Hermanto, 2019:253).

The plan to eliminate echelon III and IV positions has been discussed by USABRM since 2020. The elimination of positions as part of bureaucratic simplification is one of the work priorities for the next 5 (five) years for the President and Vice President of the Republic of Indonesia as stipulated in Presidential Regulation Number 18 of 2020 concerning the 2020-2024 National Medium Term Development Plan. Bureaucratic simplification includes 2 echelon levels and the transfer of structural positions to functional positions. USABRM Regulation Number 25 of 2021 concerning the simplification of organizational structures in government agencies to simplify bureaucracy in its implementation, the simplification is carried out through three stages, namely: (1) simplification of organizational structure; (2) equalization of positions; and (3) adjustments to work systems.

Equalization of positions is not only implemented in the central government but also in regional governments, including the Central Buton Regency Government which was implemented on December 31 2021. The number of civil servants who occupy Echelon Positions in Central Buton Regency is 634 people, 38 people occupy high leadership positions pratama, administrator positions as many as 206 people, and supervisory positions as many as 428 people in the Central Buton Regency personnel service application system. Based on the letter of approval for equalization of positions in Central Buton Regency from the Ministry of Home Affairs with letter number 800/8570/OTDA on December 27 2021, the number of civil servants who were appointed and have been transferred to functional positions is 93 people from the number of civil servants in structural positions. This transfer of positions was carried out through equalization of positions in 27 Regional Apparatuses in Central Buton Regency.

Empirical facts show that the implementation of the position equalization policy at the PHRDA of Central Buton Regency is still relatively weak among civil servants because it was carried out without any socialization as there was no mapping and arrangement of OSWP and previous position maps. There were 2 supervisory positions which could have been equalized, but in the end only there is one equivalent supervisory position. Civil servants whose positions are equivalent to functional positions in terms of educational qualifications do not meet the requirements. Based on USABRM Regulation Number 13 of 2019 concerning proposing, determining and establishing functional positions for civil servants who must fulfill several requirements, one of which is educational qualifications that are appropriate to their functional positions. There are administrative officials whose positions have not been equalized to functional positions, but in the OSWP the position of administrator (supervisory position) has been abolished. This has an impact on the provision of position allowances. The position class calculation between structural positions and functional positions is clearly different so that the allowances received are also different, but in fact the class of functional positions for civil servants whose positions are equalized follows the position class that corresponds to their functional position. However, the functional position allowances received still use the position

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allowances when they were still officials its administration. One of the requirements for promotion to functional positions is meeting the position credit score. The credit score assessment team for these positions requires a credit score assessment team. However, currently there are only 2 credit score assessment teams, namely the credit score assessment team for teachers and health workers, while other functional positions are not yet available, and this has an impact on delays in proposals for civil servant promotions for those whose positions have been equalized to functional positions.

Other studies that are similar to the problems of this research are: (1) Lintang Indira Kusuma (2020), entitled Equalization of Administrative Positions to Functional Positions in the context of bureaucratic reform in Indonesia, which aims to analyze the equalization of administrative positions into functional positions in terms of regulations in statutory regulations and bureaucratic theory as well as developments in the implementation of equalization of positions in Indonesia; (2) Andri Sumarna and Hendra Warman (2022) entitled Analysis of the Implementation of Equal Position Policies in the Secretariat of the Directorate General of Disease Prevention and Control. The aim of this research is to create a more dynamic and professional bureaucracy as an effort to increase effectiveness and efficiency to support the performance of government services to the public, while this research aims to determine and elaborate on the implementation of the policy of equalizing administrative positions into functional positions at PHRDA of Central Buton Regency which includes organizing, interpreting, implementing. So this research is different from the two previous studies, so it is important to research.

The discussion of three theories of policy implementation in this research are: (1) Edwards III (1980), i.e., important factors that influence policy implementation; (2) policy communication needs to pay attention to three things, namely transmission, clarity and consistency; (2). Policy implementation resources include staff, information, authority and facilities to carry out public services. (3), Disposition, namely being favorable towards a particular policy, and this means that there is support, it is likely that they will implement the policy as desired by the policy makers, (4). Bureaucratic Structure which includes two main characteristics of bureaucracy, namely basic work procedures or so-called standard operating procedures (SOP) and fragmentation; (2) According to Van Meter and Horn in (Wahab, 2008), implementation of public policy is actions carried out by individuals or groups of the government and private sector which are directed to achieve the goals set in previous policy decisions. In order to achieve policy objectives; (3) According to (Jones, 1994), policy implementation is: implementation is the set of activities directed toward putting a program into effect. Policy implementation is a series of activities or activities to implement a program that is intended to cause certain consequences, where policy implementation consists of three very important main activities, namely organization, interpretation, and application.

Based on the theory above, according to Jones, there are three main activities that are very important in implementing public policy. First, organizing, which includes the formation or rearrangement of resources, units and methods to make the program run; second, interpretation, namely the activity of policy implementers who interpret so that the program becomes an appropriate plan and direction that can be accepted and implemented; and third, applications

or applications that include the routine provision of services, payments or other things that are adapted to the objectives and equipment of the specified public policy program.

The theoretical gaps in this research based on Jones' opinion are (1) there are gaps in the organizational dimension, including the absence of appropriate OSWP and Position Maps, the absence of a performance assessment team for civil servants affected by equalization of positions. Functional position benefits that are not in accordance with the functional position, and educational background that is not in accordance with the qualifications of the functional position; (2) the dimension of interpretation, based on the results of initial observations, researchers found that civil servants affected by the equalization of positions did not understand the main duties and functions of their functional positions and thought that equalizing positions was the same as non-jobs. In the three implementation dimensions, it was found that not all administrative officials were equalized or transferred to functional positions. Based on the research context above, the researcher is interested in examining the implementation of the policy for equalizing administrative positions in functional positions at PHRDA Central Buton Regency to find a solution to this problem.

Based on the research context, the objectives of this research is to explain the implementation of the policy for equalizing administrative positions in functional positions at PHRDA Central Buton Regency within 1 year after being appointed to their functional positions, which is measured based on 3 dimensions including organization, interpretation, and application/implementation.

LITERATURE REVIEW

A. Review of Theories and Concepts

1. Policy Implementation Models

a. George C. Edward III Policy Implementation Model

According to Edwards III in Agustino (2006:149) to achieve success in implementing public policy, 4 (four) factors are needed, namely: (1) communication, namely the success of policy implementation requires that the implementer knows what must be done, where the goals and objectives of the policy must be transmitted to the target group, so that it will reduce implementation distortion; (2) Resources, even though the contents of the policy have been communicated clearly and consistently, if the implementor lacks the resources to implement it, then implementation will not be effective. These resources can take the form of human resources, for example implementer competence and financial resources; (3) disposition, is the character and characteristics possessed by the implementer. If the implementor has a good disposition, then the implementer can carry out the policy well as desired by the policy maker, therefore, to anticipate this, you can consider or pay attention to aspects of employee (implementer) placement and incentives; (4) bureaucratic structure, is the arrangement of work components (units) in an organization that shows the division of work and the clarity of how different functions or activities are integrated or coordinated. Apart from that, the organizational structure also shows job specialization, command channels and submission of reports. An organizational structure that is too long will tend to weaken supervision and give rise to red-tape, namely complicated and complex bureaucratic procedures, which make

organizational activities inflexible. Aspects of the organizational structure are Standard Operating Procedures (SOP) and fragmentation. Edward III's policy implementation model can be used as a tool to image policy implementation in various places and times. This means that the model can be used to image the phenomenon of policy implementation.

b. Donal Van Meter and Carl van Horn's implementation model

The policy implementation model according to Donal van Meter and Carl van Horn is A Model of The Policy Implementation. This implementation process is an abstraction or performance of a policy realization which is basically deliberately carried out to achieve high public policy implementation performance and takes place in the relationship of various variables. According to Donal van Meter and Carl van Horn (Wahab, 2004) there are six variables that influence the implementation of public policy, namely: (1) policy size and objectives; (2) resources; (3) characteristics of implementing agents; (4) attitudes/tendencies of implementers (implementation disposition); (5) communication between organizations and implementing activities, and (6) economic, social and political environment.

c. Charles O. Jones Model of Policy Implementation

Charles O. Jones (Abidin, 2002:199) stated that in carrying out policy implementation activities, there are 3 (three) types of activities that need to be considered, namely:

1. Organizing

Organization which is the formation or rearrangement of resources, units, methods so that policies can provide results or impacts. Organizing activities are an effort to determine and reorganize resources, units and methods that lead to efforts to realize or realize policies into results in accordance with the goals and objectives in the policy. Organizing in relation to the implementation of policies can be linked to determining existing work units, the division of tasks of each organizational unit in the form of human resources, finance, and organizational facilities and infrastructure.

2. Interpretation or Understanding

Interpreting policies into appropriate plans and directions that can be accepted and implemented. Interpretation activities are activities that explain the substance and policy in language that is operational and easy to understand, so that the substance of the policy can be implemented and accepted by policy makers and targets.

3. Implementation

Routine provisions of services, payments or otherwise tailored to program objectives or equipment. It is clear that policy implementation according to O. Jones is a process to achieve goals and targets, using real and systematic actions of organizing, interpreting and implementing.

d. Provisions for Equalizing Administrative Positions into Functional Positions

The provisions of article 350A of Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of civil servants, then USABRM Number 17 of 2021 concerning the equalization of administrative positions into functional positions. The provisions in these regulations include: (1) the scope

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of equalization of administrative positions in government agencies includes administrator positions, supervisory positions and executive positions; (2) equalization of positions is carried out in Central agencies and Regional Agencies; (3) equalization of positions is also carried out in agencies funded by the Regional Revenue and Expenditure Budget (RREB) to carry out certain tasks based on the 1945 Constitution of the Republic of Indonesia or other statutory regulations; (4) equalization of Positions is carried out as follows: (a) the Administrator position is equivalent to a Functional Position at the intermediate expert level; (b) the Supervisory Position is equivalent to a Functional Position at the young expert level; (c) the position of Executive is equivalent to the functional position that has been determined in the provisions of statutory regulations.

The equalization of administrative positions into functional positions is carried out without taking into account the rank levels and spatial groups attached to administrators, supervisors and implementing officials who will be equalized. Regarding administrators, supervisors and implementing officials who will be equalized with ranks/classes below or above the highest rank/classroom required in the statutory regulations, they will still be equalized in functional positions. The equalization of administrative positions into functional positions is carried out with the following conditions: (a) civil servants who are still carrying out their duties in administrator positions, supervisory positions and executive positions which are echelon V based on the decision of the civil service management official or other official who is given authority; (b) have the lowest diploma i.e. bachelor's degree or fourth diploma for those equivalent to functional positions which require a minimum educational level of bachelor's degree or four master's diploma; (c) master's diploma for functional positions which require a minimum educational level of master's or; (d) in accordance with the qualifications and level of education required in the appointment of functional positions with certain educational qualifications at certain levels in accordance with the provisions of statutory regulations; (e) have suitability for duties, functions, experience, or have carried out tasks related to the duties of the functional position; (f) the equalization of administrative positions into functional positions is carried out after taking and passing a competency test carried out by the relevant Government Agency after coordinating with the functional position supervisor agency.

e. Procedures for Equalizing Administrative Positions into Functional Positions

According to Ministerial Regulations for the Utilization of State Apparatus and Bureaucratic Reformation Number 17 of 2021, equalization of positions for agencies is carried out after the organizational structure simplification process is carried out. The procedures for equalizing positions in regional government agencies are as follows:

1. Regional agencies submit proposals for equalization of positions to the Minister who handles domestic government affairs.
2. Validation is carried out by the Ministry which carries out affairs in the field of domestic government on proposals for equalization of positions as a recommendation for approval based on standards for equalization of positions.

The Minister who handles domestic government affairs determines approval of the proposal for equalization of positions after receiving written consideration from the Minister.

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Determination of approval for the equalization of positions is conveyed by the Minister who handles domestic government affairs to the regional agency personnel supervisor with a copy to the Minister and the Head of the State Civil Service Agency. Regional Agency Personnel Supervisory Officials appoint and inaugurate equivalent functional Positions.

- f. Regional agency personnel management officials shall submit a position equalization report which must at least contain the name and employee registration number of the equivalent administrative official, the name of the recommended functional position, the number of the recommendation letter, the name of the position at the time of inauguration, the number of the inauguration decision letter, and the date of the official's inauguration. equivalent to the Minister who carries out affairs in the field of domestic government with a copy to the Minister, the head of the state civil service agency, and the supervisory agency.

B. Framework of Thought

The equalization of administrative positions into functional positions is based on Permenpan RB Number 17 of 2021 concerning the equalization of administrative positions into functional positions which is the implementation of the provisions of article 350A of Government Regulation Number 17 of 2020 concerning Amendments to Government Regulation Number 11 of 2017 concerning Management of Civil Servants. The aim of equalizing administrative positions into functional positions is to create a more dynamic and professional bureaucracy in order to support government services to the public and to be followed by efforts to increase the competency of state civil servant employees.

The Central Buton Regency Government has implemented the above policy, by inaugurating 119 administrative officials. To implement this policy, researchers use Charles O. Jones's theory, where in measuring policy implementation, 3 (three) dimensions are needed, namely organization, interpretation and application. The framework for this research can be seen in the following picture:

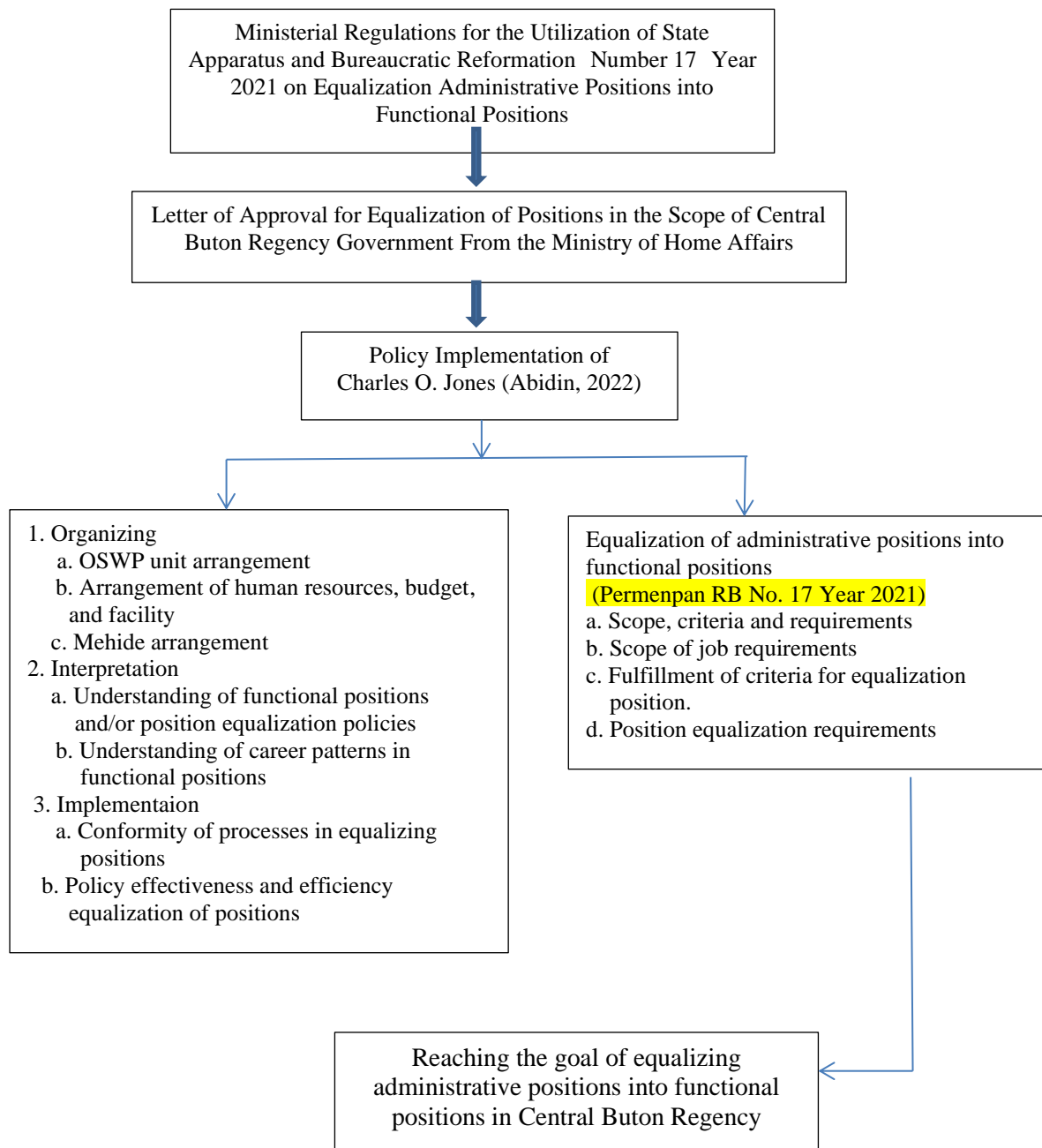


Figure 2.1. Framework of Thought

RESEARCH METHODS

A. Research Design

This research uses a descriptive qualitative design. This means data were collected through interviews, field notes, personal documents, researcher notes or memos and other supporting official documents, as well as triangulation. The aim of using a qualitative approach is so that researchers can find out and elaborate on the implementation of the Policy for Equalizing Administrative Positions in Functional Positions in the PHRDA of Central Buton Regency.

B. Data Source

The data source in this research is the subject of data obtained by the researcher (Arikunto, 2016: 129). Researchers use primary and secondary data sources.

D. Data Analysis Techniques

Analyzing qualitative data, there are 3 (three) stages of activity, namely data reduction, data presentation and drawing conclusions (Miles and Huberman 1992).

RESEARCH RESULTS AND DISCUSSION

Implementation of the Policy for Equalizing Administrative Positions into Functional Positions at PHRDA Central Buton Regency. Viewed from the organizational dimension, researchers found that the implementation of the policy of equalizing administrative positions into functional positions at PHRDA Central Buton Regency has not been effective.

The results of this research are in line with Andri Sumarna and Hendra Warman's 2022 research which found that equalizing government agency positions requires carrying out 4 steps, namely (1) identifying administrative positions (2) mapping administrative positions and officials affected by bureaucratic simplification (3) mapping functional positions that can be occupied by officials affected by bureaucratic simplification (4) alignment of functional position allowances with performance allowances. Edward III (1980) stated that one of the factors for the success of policy implementation is the bureaucratic structure which is a component (units) of work in an organization that shows the division of work and clarity on how different functions or activities are integrated or coordinated. Apart from that, the organizational structure also shows job specialization, command channels and report delivery. Regarding the interpretation dimension, it was found that functional officials whose positions were equalized in this policy were still negative. This policy is a disguised scenario to indirectly employ officials. This is also based on the idea that not all supervisory officials have equal positions regarding plans for nominating officials who will be proposed for equal positions.

Another finding of the researcher is that competency tests for functional officials resulting from equalization of positions have never been carried out, but if someone wants to take part in training or competency tests related to functional positions, he/she can propose to regional development agency so that it can be funded by the region. Researchers also found that the regional government of Central Buton Regency is very supportive regarding the career development of its civil servants, including functional officials who have been transferred, but

functional officials still do not understand the career patterns of functional officials due to a lack of communication with related parties.

The results of this research are in line with research Fitrianingrum, et al. (2020) which revealed that there are 4 factors that influence the success of the policy implementation process, namely communication, resources, disposition or attitude and bureaucratic structure. The results of this research indicate that communication factors and bureaucratic structures that influence the implementation of this policy are still not optimal and changes in career patterns are also another important factor. It is evident that the interpretation of policy implementers must know well and clearly the content or substance of the policy, the meaning of the policy, and the goals and objectives of the policy so that this interpretation does not deviate from the content and context of the policy.

Furthermore, regarding the dimension of implementation, it was found that the application of this public policy is an effort that emphasizes the establishment of policy goals, so that the policy goals can be achieved effectively and efficiently (to be effective and efficient). The implementation of the policy of equalizing administrative positions into functional positions, needs to pay attention policy directions and targets so that policies can be implemented well, to achieve policy objectives it is also necessary to pay attention to dynamic aspects. In line with the opinion of Edward III (Winarno, 2002) who stated that policy communication needs to pay attention to three things, namely: transmission, clarity of objectives to the target group and consistency. This is also in line with the opinion of Wan Meter and Van Horn (Wahab, 2008) who say that the implementation of public policies are actions carried out by individuals or groups of the government and private sector which are directed to achieve the goals set out in decisions. policy decisions to achieve policy goals.

CONCLUSION

The implementation of the policy of equalizing administrative positions into functional positions at PHRDA Central Buton Regency within a period of 1 year since the appointment of these functional officials has not been well organized as can be seen in:

1. The organizational dimension was found: that the OSWP used after equalization of positions was different from the PHRDA SOTK in the 2017-2022 PHRDA strategic plan document, in the new OSWP administrative positions, especially supervisory positions in each field, had been abolished, but in reality the administrative officials were still his position has not been equalized into a functional position; in terms of position maps, we still use the old position maps made in 2019; giving allowances that are not in accordance with their functional position; Functional officials resulting from equalization of positions in Central Buton Regency still use their administrative position allowances, which has an impact on the performance assessment of functional officials because these functional officials are still working as administrative officials; The educational background of human resources, infrastructure, other facilitation and methods of implementation are not optimal

2. Interpretation dimension, researchers found the fact that functional officials whose positions had been transferred to them still did not understand their main duties as functional officials

because from the beginning of policy implementation they had underestimated this policy, the lack of interpretation of this policy caused functional officials not to develop their careers such as taking exams, and competency or job training that can support a career.

3. Implementation dimension, researchers found that the implementation of this policy is still not effective and efficient. because the process of equalizing positions is still not in accordance with existing regulations, not all administrative officials have equal positions; The implementation of policies that seem hasty, without any socialization regarding the implementation of equalization of positions makes local governments confused in their execution, causing the identification and mapping of positions to not be carried out optimally so that in the end functional officials do not understand the main duties and functions of their functional positions and tend to work with main duties as an administrative position.

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