



The Impact of Job Equivalency Policies and Work Systems on Employee Performance in the Gorontalo City Government: An Information Systems Perspective

Kharisma Tangguda, Lisda Van Gobel*, Rukiah Nggilu

Postgraduate, Bina Taruna University, Indonesia

*Email (corresponding author): lisdavangobel@unbita.ac.id

Abstract

The purpose of this study was to determine and analyze the influence of job equivalency policy on employee performance, the influence of work system on employee performance and the influence of job equivalency policy and work system simultaneously on employee performance at the Gorontalo City Government. This study used a survey research type with a quantitative approach, a sample of 73 respondents who were employees of the Gorontalo City Government, data analysis using multiple regression analysis with the help of the SPSS version 26 application. The results of the study showed that: (1) partially the job equivalency policy has a negative and significant effect on employee performance. If the job equivalency policy continues to be implemented, employee performance will continue to decline. (2) partially the work system has a positive and significant effect. a good work system continues to be improved, then employee performance will increase. (3) the job equalization policy has a positive and significant effect. the job equalization policy and work system are improved together, then performance will increase. Gorontalo City Government needs to re-evaluate the job equalization policy because it has a negative effect on improving employee performance. Evaluation in terms of human resource management according to competency and competency development through functional training for officials affected by the equalization. There is also a need to be capacity mapping and mapping of human resource needs. In addition, employees in the Gorontalo City Government environment need to continue to improve the work system so that they can improve employee performance.

Keywords: Job equalization, work system, employee performance

1. Introduction

The success of an organization in achieving its vision, mission, and goals is highly dependent on the quality of its human resources (HR). In today's competitive era, organizations are required to manage HR effectively and efficiently so that employee potential can be optimized in carrying out tasks and responsibilities. Employee performance is the main key in achieving organizational goals, because the success or failure of an organization is closely related to employee performance. Mangkunegara (2016) stated that, "Performance is the result achieved by individuals based on their abilities and achievements in carrying out tasks according to the responsibilities and standards that have been set.".

According to data from the Ministry of State Apparatus Empowerment and Bureaucratic Reform (Kemenpan-RB), around 30% or 1.35 million Civil Servants (PNS) have



not shown optimal performance, as expressed by the Deputy for Bureaucratic Reform, Accountability of State Apparatus and Supervision of Kemenpan-RB. One strategy to overcome this problem is the job equivalency policy, which aims to adjust the organizational structure, main tasks, functions, and workload with the development of the organization. Through the direction of President Joko Widodo, Kemenpan-RB issued Regulation Number 28 of 2019 concerning the equivalency of administrative positions to functional positions, which was later refined by Kemenpan-RB Regulation Number 17 Concerning the Equivalency of Administrative Positions to Functional Positions .

The job equalization policy is implemented in all government agencies, both central and regional, as a step to realize better governance. Kemenpan-RB encourages central and regional agencies to equalize administrative positions through the inauguration of functional officials, with the target of equalization in central agencies by the end of 2020 and regional agencies by the end of 2021. A total of 40,277 administrative positions have been equalized in central agencies. However, in regional agencies, the implementation of this policy faces more complex challenges, especially related to the dualism of understanding between the Ministry of Home Affairs and Kemenpan-RB regarding the echelon boundaries and types of positions that must be equalized to functional positions.

According to the Assistant Deputy for the Formulation of Institutional System and Governance Policy of the Ministry of PAN-RB, to realize a dynamic, agile and operational bureaucracy, a fundamental and comprehensive transformation is needed in the aspects of the work system in government agencies. Therefore, the stipulation of the Regulation of the Ministry of PAN-RB Number 7 Concerning the Work System in Government Agencies to build a new work culture that is more relevant in the current digital era, especially in supporting the simplification of echelons. The Gorontalo City Government itself has \pm 3883 ASN, which are divided into 37 Regional Apparatus Organizations (OPD). ASN in the Gorontalo City Government based on education level and group can be seen in the table below:

Table 1. Employee data based on Last Education, Rank and Class in the Gorontalo City Government

EX.	RANK							TOTAL				
ASN	/GOAL	ELEMEN TARY SCHOOL	JUNIOR HIGH SCHOOL	SENIOR HIGH SCHOOL	IN	D-II	D-III	D-IV	S-1	S-2	S-3	101112
	Goal I	7	2	1	-	-	-	-	-	-	-	10
Civil Servan	Goal II	-	3	272	22	12	76	-	2	-	-	387
t	Goal III	-	-	185	21	11	350	66	1477	71	1	2182
	Goal IV	-	-	15	-	9	5	35	789	223	10	1086
	V	-	-	-	-	-	-	-	1	-	-	1
DDDIZ	VII	-	-	-	-	-	1	-	5	-	-	6
PPPK	IX	-	-	1	-	-	-	-	185	-	-	186
	X	-	-	-	-	-	-	-	25	-	-	25
TOTAL NUMBER		7	5	474	43	32	432	101	2484	294	11	3883

Source: Gorontalo City Education and Training Personnel Agency, 2024



Overall, each regional apparatus has the main task and function to serve the needs of the community, for that employees are required to continue to improve their performance. Based on the IPASN (ASN Professionalism Index) report data for the Regional Office XI BKN Work Area by the State Civil Service Agency, the accumulation of performance, discipline, qualifications, and competencies of the Gorontalo City Government is in the very low category, as can be seen in the table below:

Table 2. Professionalism Value of ASN Agencies in the Work Area of Regional Office XI

NO	Nama Instansi	Kategori	Jumlah PNS	Kualifikasi	Kompetensi	Kinerja	Disiplin	Rata Nilai	Total
1	Pemerintah Kab. Minaha Tenggara	sedang	2148	20.32	23.05	24.91	5	73.28	157,413
2	Pemerintah Kab. Bolaang Mongondow Utara	rendah	2385	20.21	20.99	22.73	5	68.93	164,390
3	Pemerintah Kab. Bone Bolango	rendah	3413	20.5	14.22	25.44	5	65.16	222,379
4	Pemerintah Kota Manado	rendah	4435	20.21	20.61	17.49	4.99	63.3	280,724
5	Pemerintah Kab. Gorontalo	rendah	4542	20.22	14.04	23.71	5	62.97	285,998
6	Pemerintah Provinsi Gorontalo	sangat rendah	5154	20.88	8.85	24.7	5	59.43	306,294
7	Pemerintah Kota Gorontalo	sangat rendah	3591	20.43	9.16	23.01	5	57.6	206,844
8	Pemerintah Kab. Gorontalo Utara	sangat rendah	2278	20.43	9.01	23.01	5	57.45	130,866
9	Pemerintah Kab. Siau Tagulandang Biaro	sangat rendah	1959	19.52	8.81	23.5	5	5683	111,327
10	Pemerintah Kab. Bolaang Mongondow Selatan	sangat rendah	1834	20.04	7.94	22.72	5	55.71	102,327

BKN

Source: State Civil Service Agency, 2024

The employee performance data within the Gorontalo City Government in 2023 can be seen in the table below:

Table 3. Civil Servant Performance Data for Gorontalo City Government in 2023

No	Job Level	Number of	Assessment Category				
110	JOD LEVEI	Employees	Work result	Work Behavior	Predicate		
1	Echelon II	33	As expected	As expected	Good		
2	Echelon III	138	As expected	As expected	Good		
3	Echelon IV	363	As expected	As expected	Good		
4	JF	2486	As expected	As expected	Good		
5	Executor	863	As expected	As expected	Good		

Source: Gorontalo City Education and Training Personnel Agency, 2024

Based on the existing table, the performance of echelon II, III, IV, JF, and Gorontalo City Government Executive employees received a good predicate. However, the results of field observations show that this performance often does not reflect the expected reality. Performance assessment through Employee Performance Targets (SKP) tends to be one-way, because it is only assessed by the OPD leader without looking deeply at the employee's performance output. As a result, there is injustice where employees with good and poor performance receive similar assessments.

In addition, the delegation of authority in performance assessment actually worsens the situation, especially for employees affected by job equalization. They feel confused in compiling new tasks, which ultimately reduces initiative in working. The additional tasks given also interfere with the implementation of main tasks, so that their performance is not optimal and tends to wait for direction from superiors without being proactive.

According to Sedarmayanti (2017), employee performance is influenced by several indicators, namely work quality, punctuality, initiative, ability, and communication. In this context, the quality of employee work in Gorontalo City is not optimal due to unclear duties and functions. Low productivity can be seen from the habit of delaying work which causes a buildup of tasks and delays in completion. In addition, the ability of employees, especially older ones, to use information technology is still low, so they have difficulty adapting to new technologies.

This suboptimal performance is thought to be influenced by the job equalization policy implemented since December 2021. This policy has various obstacles, such as hasty job placement and not in accordance with employee competencies and qualifications. As a result, organizational performance is affected. For this policy to be effective, it is important to ensure that each employee is placed according to their qualifications and competencies, so that the organization can adapt to changes and improve work efficiency. In addition, observations show that the job equalization policy raises several major problems.

The mismatch between the educational qualifications and competencies of old employees with new positions causes confusion and uncertainty in carrying out responsibilities. Lack of socialization worsens this situation, where many employees do not fully understand the objectives, principles, and implementation of policies, so they feel unprepared and unconfident. The transition to a more flexible team-based work system also faces challenges. Most employees are still comfortable with the old work patterns that are clearer and more structured.

They felt that the new system added complexity and uncertainty, especially due to the lack of socialization regarding the division of roles, responsibilities, and coordination flows. The competency gap within the team also caused an uneven distribution of workload, and the lack of information technology skills made things worse, especially in the implementation of the Electronic-Based Government System (SPBE).

Overall, the policy of equalizing positions and work systems in the Gorontalo City Government has not been fully effective. The problem of overlapping tasks and unclear roles slows down the service process. Until now, there has been no comprehensive analysis of whether this policy has a positive or negative impact on employee performance, so there are still many questions about its effectiveness in improving the quality of work and service.

In this study, two main theoretical frameworks are used as standards to analyze the influence of job equalization policies and work systems on employee performance at the Gorontalo City Education and Training Personnel Agency. First, the theory from Sukamtono, S., Ranihusna, D., & Widyastuti (2022) which identifies indicators of job equalization policies. This theory emphasizes the importance of the process of planning, organizing, implementing, and managing policies systematically to minimize negative impacts on employee performance. This indicator is used as a basis for measuring how effectively the job equalization policy is implemented in Gorontalo City.



Second, Regulation of the Ministry of Administrative and Bureaucratic Reform Number 7 Concerning Work Systems in Government Agencies in 2022, which provides work system indicators that include work mechanisms, business processes, task implementation, and utilization of information technology. This regulation will be a reference for evaluating the effectiveness of the work system within the Gorontalo City Government after the equalization of positions, especially in relation to increasing employee competence, efficiency, and performance.

The job equalization policy indicators by Sukamtono, S., Ranihusna, D., & Widyastuti (2022) emphasize that change management practices are a systematic and structured process for implementing change through planning, organizing, implementing and managing/controlling so that changes are expected not to have a negative impact on the organization and employees including low employee performance. So it can be concluded that this job change process through job equalization policies (administrative officials to functional positions) can be measured using indicators consisting of:

1. Planning

Clearly plan the reasons, goals and benefits of the change.

2. Organizing

Well organized supported, facilitated, accompanied by organizational leaders

3. Implementation

Efforts to mobilize all group members so that the objectives of implementing an activity can be achieved effectively and efficiently.

4. Management

The process that provides oversight of all matters involved in implementing policies and achieving objectives.

Furthermore, the work system indicators based on the Regulation of the Ministry of Administrative and Bureaucratic Reform Number 7 Concerning the Work System in Government Agencies in 2022, the work system is used as an instrument for employees in carrying out the duties and functions of organizational units in government agencies after simplifying the organizational structure and equalizing positions in order to simplify the bureaucracy. The indicators used to measure the work system in the Regulation of the Ministry of Administrative and Bureaucratic Reform Number 7 Concerning the Work System in Government Agencies The year 2022 is:

1. Working Mechanism

The process and working methods of an organization that describe the flow of employee task implementation carried out in a system that prioritizes competence, expertise and/or skills.

2. Business Process

A structured set of activities that describe effective and efficient working relationships to produce value-added performance and output in accordance with organizational goals.

3. Execution of Tasks

Implementation of duties refers to the extent to which employees or work units in an organization carry out their main duties and functions in accordance with what has been determined

4. Utilization of Information Technology.



The effectiveness of using information technology in supporting work systems in providing services.

2. Methods

This study uses a quantitative descriptive approach with a survey method to analyze the effect of job equalization policies and work systems on employee performance at the Gorontalo City Education and Training Personnel Agency. The study population consisted of 270 employees, and samples were taken using the Slovin technique with a margin of error of 10%, resulting in a sample of 73 respondents.

The research instrument used was a questionnaire with a Likert scale, which was designed to measure employee perceptions regarding job equalization policies and work systems. This questionnaire includes indicators of job equalization policies such as planning, organizing, implementing, and managing, as well as work system indicators such as work mechanisms, business processes, task implementation, and utilization of information technology, in accordance with the theory of Sukamtono, S., Ranihusna, D., & Widyastuti (2022) and Regulation of the Ministry of Administrative and Bureaucratic Reform Number 7 Concerning Work Systems in Government Agencies Year 2022.

Then for data collection is done face to face, and validity and reliability tests are carried out using SPSS Statistics 26, with a Cronbach Alpha value> 0.6, indicating that this research instrument is reliable. The collected data are analyzed using descriptive statistical techniques and multiple regression to test the hypothesis regarding the effect of job equalization policies and work systems on employee performance, accompanied by classical assumption tests to ensure the validity of the model.

3. Results and Discussion

This section presents the results of the data that has been obtained, processed, and analyzed in this study.

3.1. Description of Research Results

3.1.1. Description of Research Data

The sample of this study used 73 respondents who had met the requirements. The research description describes the identification of respondents based on Gender, Age, and Last Education.

Gender **Presentation** No Frequency 1 Man 33 45% 2 Woman 40 55% **73** 100%

Table 4. Frequency of Respondents Based on Gender

Source: Data processing, 2024

Amount

The table above shows that the frequency of respondents based on male gender is 33 or 45%, and the frequency of female respondents is 40 or 55% who have filled out the



questionnaire. In this study, the largest number of respondents who filled out the questionnaire were female respondents, as many as 40 people or 55%.

Table 5. Frequency of Respondents Based on Age

No	Age	Frequency	Presentation	
1	17-25 Years	5	7%	
2	26-30 Years	2	3%	
3	31-35 Years	7	9%	
4	36-40 Years	13	18%	
5	41-45 Years	14	19%	
6	46-50 Years	14	19%	
7	>50 Years	18	25%	
	Amount	73	100%	

Source: Data processing, 2024

The table above shows that the frequency of respondents based on age 17-25 years is 5 or 7%, age 26-30 years is 2 or 3%, age 31-35 years is 7 or 9%, age 36-40 years is 13 or 18%, age 41-45 years is 14 or 19%, age 46-50 years is 14 or 19%, and age >50 years is 18 or 25% who have filled out the questionnaire. In this study, the most respondents who filled out the questionnaire were respondents with age >50 years as many as 18 people or 25%.

Table 6. Frequency of Respondents Based on Last Education

No	Last education	Frequency	Presentation		
1	SD	0	0%		
2	JUNIOR HIGH SCHOOL	0	0%		
3	SENIOR HIGH SCHOOL	6	8%		
4	D1-D3	1	1%		
5	S1	52	72%		
6	S2	13	18%		
7	S3	1	1%		
Amount		73	100%		

Source: Data processing, 2024

The table above shows that the frequency of respondents based on the last education of elementary school is 0%, the last education of junior high school is 0%, the last education of high school is 6 or 8%, the last education of D1-D3 is 1 or 1%, the last education of S1 is 52

or 72%, the last education of S2 is 13 or 18%, the last education of S3 is 1 or 1% who have filled out the questionnaire. In this study, the most respondents who filled out the questionnaire were respondents with the last education of S1 as many as 52 people or 72%.

3.1.2. Research Discussion

This study was conducted to determine how much influence the job equalization policy has on employee performance, to determine how much influence the work system has on employee performance, and to determine how much influence the job equalization policy and work system have on employee performance simultaneously in the Gorontalo City Government. The results of the study using SPSS 26 data processing are as follows:

1) The Influence of Job Equalization Policy (X1) on Employee Performance (Y)

This study produced significant findings based on data analysis obtained through the distribution of questionnaires to 73 respondents of Gorontalo City Government employees. The results of the hypothesis testing showed that the partial effect of the job equalization policy (X1) on employee performance (Y) obtained a calculated t value of -3.472 which is smaller than the set t table value of 1.994 with a significance level of 0.001 or 0.1% which turned out to be smaller than the set significance value of 0.05 or 5%.

Thus, this finding provides strong evidence that the job equalization policy (X1) is stated to have a negative and significant influence on employee performance, so it can be concluded that the hypothesis stating that there is an influence of the job equalization policy variable (X1) on employee performance is stated to be accepted.

The results of the study were also obtained from the regression coefficient value of the job equalization policy variable (X1) which was -0.539, this indicates a negative relationship between the job equalization policy and employee performance in the Gorontalo City Government. The negative influence indicates that if the job equalization policy continues to be increased, employee performance in the Gorontalo City Government will continue to decline. The interpretation of this finding leads to the conclusion that increasing or intensifying the job equalization policy has the potential to reduce employee performance.

The results of discussions with several employees who were also respondents in the study showed several reasons and factors that caused the job equalization policy to have a negative impact on employee performance, including:

- a. There is still a placement of employees in work units that are not in accordance with their functional positions, this certainly creates obstacles in the implementation of main tasks and functions. Some employees find it difficult to apply their expertise optimally because the field of work in their work unit is not in line with the functional positions they hold. This results in a decrease in the quality of work output.
- b. There are still a number of employees who find themselves occupying functional positions that are not in line with their educational background and competencies. Although they are able to carry out basic tasks, this mismatch results in a significant decrease in work productivity. Employees face difficulties in maximizing their potential, which leads to less than optimal performance and decreased work efficiency.
- c. The lack of socialization of the job equalization policy is also one of the causes of confusion and uncertainty among employees. Many employees do not fully understand the objectives, processes, and implications of this policy, resulting in misunderstandings



- and unpreparedness in facing changes in roles and responsibilities. As a result, there is a decrease in work effectiveness and resistance to policy implementation.
- d. Several respondents also revealed that employees who were transferred from administrative positions to functional positions were often not followed by adequate training and development programs. As a result, employees felt unprepared to carry out their new tasks, which impacted the quality of work and achievement of performance targets.

From the research results, it turns out that several employees who were samples in the research felt that the existence of the job equalization policy had a negative impact on employee performance, due to various problems including not being in accordance with competence and expertise, not being in accordance with the employee's educational background, not having had any work adjustments, not having had any socialization and so on.

The results of this study are supported by the results of research (Kadjituni, 2023) with the research title "The Effect of Structural Position Transformation to Functional Positions and Work Motivation on Employee Performance in the Boalemo Regency Government", the results of the study show that partially there is a negative and significant influence between the transformation of structural positions to functional positions on employee performance in the Boalemo Regency Government.

The results of this study are not in line with the research conducted by (Pratama, A., Rajak, A., & Sabuhari, 2022) with the research title "The Effect of Bureaucratic Simplification on Job Satisfaction and Its Impact on Employee Performance in the Scope of BPS throughout North Maluku Province (Case Study on the Transfer of Structural Positions to Functional Positions)". Significant positive results on performance, the more the implementation of the equalization of structural positions to functional positions will result in increased employee performance and vice versa.

2) Influence of Work System (X2) on Employee Performance (Y)

The results of the study concluded that, based on the analysis of data obtained through the distribution of questionnaires to 73 respondents of Gorontalo City Government employees. The results of the hypothesis test showed that partially the influence of the work system (X2) on employee performance (Y) obtained a calculated t value of 5.164 which is greater than the set t table value of 1.994 with a significance level of 0.000 or 0.0% which turned out to be smaller than the set significance value of 0.05 or 5%.

Thus, this finding provides strong evidence that the work system (X2) is stated to have a positive and significant influence on employee performance, so it can be concluded that the hypothesis stating that there is an influence of the work system variable (X2) on employee performance is stated to be accepted. The results of the study were also obtained from the regression coefficient value of the work system variable (X2) which was 0.961, this indicates a positive relationship between the work system and employee performance in the Gorontalo City Government environment.

Positive influence indicates that if the work system continues to be improved, employee performance in the Gorontalo city government will increase. Interpretation of this finding leads to the conclusion that improving or intensifying the work system has the potential to improve employee performance.



The results of this study are in line with the research conducted by (Rosyadi, 2022) entitled "The Influence of High Performance Work Systems and Job Satisfaction on Performance at the Head Office of PT Bank Lampung". The results of the study concluded that the work system has a positive and significant effect on employee performance. Where the existence of a high-performance work system from employees will have a positive effect on improving performance. While the results are not in line with the research conducted by (Gustriandi A, 2022) with the research title "The Influence of Work Systems, Work Stress, and Work Communication on Employee Work Performance (Case Study of CV. Tunas Muda Sakti, Tangerang". The results of his study concluded that worker work productivity is only influenced by factors such as work stress and communication, which means that the work system has an influence on employee work productivity.

3) The Influence of Job Equivalency Policy (X1) and Work System (X2) on Employee Performance (Y)

The results of the study concluded that, based on the analysis of data obtained through the distribution of questionnaires to 73 respondents of Gorontalo City Government employees. The results of the hypothesis testing showed that the job equalization policy (X1), the work system (X2) together had an effect and significance on employee performance (Y) obtained the calculated F value of 15.873 which was greater than the F table value set at 3.980 with a significance level of 0.000 or 0.0% which turned out to be smaller than the significance value set at 0.05 or 5%.

Thus, this finding provides strong evidence that the job equalization policy (X1) and work system (X2) are stated to have a positive and significant influence simultaneously on employee performance (Y), so it can be concluded that the hypothesis stating that the job equalization policy variables (X1) and work system (X2) simultaneously influence employee performance (Y) is stated to be accepted.

The results of the study were also obtained from the results of the determination coefficient (R2) that the R Square value was 0.312, this shows the contribution or contribution of the influence of the job equalization policy and work system variables on employee performance of 31.2% while the remaining 68.8% was influenced by other variables not examined in this study such as the work environment, work motivation, leadership, compensation and other factors.

The results of this study mean that together the job equalization policy and work system have a positive influence on the performance of Gorontalo City Government employees, a positive influence indicates that if the job equalization policy and work system are jointly improved, the performance of employees in the Gorontalo City Government will increase.

Conclusions

This study reveals that the job equalization policy and work system in the Gorontalo City Government have a complex impact on employee performance. Although the job equalization policy aims to simplify the bureaucratic structure, the results of the analysis show that increasing job equalization is actually followed by a decrease in employee performance. This is influenced by several factors, including the mismatch between employee qualifications and the new positions given, as well as the lack of socialization that causes confusion and ambiguity in the implementation of new tasks.



On the other hand, the new, more collaborative and team-based work system has a positive impact on performance. This system allows for faster and more flexible decision-making, as employees from various job backgrounds join teams to handle specific projects or programs. However, its implementation still faces challenges in several Regional Apparatus Organizations (OPD), where unclear division of tasks and roles still occurs, thus affecting effectiveness and causing delays in public services.

Overall, the simultaneous influence of job equalization policy and work system on employee performance shows positive and significant results, with the contribution of these two variables amounting to 31.2% to performance improvement. Meanwhile, other factors, such as work environment, motivation, and leadership, also play a role but are not discussed in this study.

The results of this study emphasize the need for adaptive strategies to support employee readiness in facing changes in new work structures and systems. Additional steps, such as intensive socialization, training programs, and policy adjustments, are needed to support the success of policy implementation, so that negative impacts on employee performance can be minimized and the goal of bureaucratic simplification can be achieved optimally.

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