

DOI: <https://doi.org/10.38035/dijeфа.v5i4>

Received: 14 August 2024, Revised: 27 August 2024, Publish: 26 September 2024

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Implementation of Human Resource Quality Improvement Policies at the Human Resources Development Agency (BKPSDM) of Palangka Raya City

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Abstract: One way to enhance employee performance is through employee development via education and training. To achieve the desired performance in an organization, employees must receive adequate training programs for their positions, ensuring they are skilled in their jobs. This study is a descriptive qualitative research, which involves describing empirical phenomena by analyzing and presenting facts systematically to facilitate understanding and conclusions. The analysis of the human resource development program implementation at the Human Resources Development Agency (BKPSDM) of Palangka Raya City reveals several key areas for improvement: 1) Better and more in-depth coordination and consolidation among internal employees and with the Head of BKPSDM; 2) Improved coordination between BKPSDM and external departmental agencies in line with the needs of the Palangka Raya City Government; 3) The need for a comprehensive system to guide the implementation of human resource quality improvement programs, integrated both structurally within the institution and beyond.

Keyword: Policy, Human Resources, BKPSDM

INTRODUCTION

The Human Resources Development Agency (BKPSDM) of Palangka Raya City is responsible for personnel management, education, and training. Its general tasks include supervision, development, promotion, training, personnel information, career education, and technical-functional training. BKPSDM was established based on the Palangka Raya City Regional Regulation No. 6 of 2019 concerning the Formation and Structure of Regional Devices (Palangka Raya Regional Gazette 2019 No. 06, Supplementary Regional Gazette No. 2).

The existence of BKPSDM reflects the government's general duty to meet public demands for better satisfaction and quality of service. Additionally, there is a demand for transparency from the government. The public expects positive responses to these demands and improvements in the competency of civil servants. Education is a key method for improving employee performance, as it aims to enhance job performance and personal development. Although many employees hold a bachelor's degree, their expertise often does not align with their education level, leading to mismatches in job competence.

Current development programs at BKPSDM, such as training and education, aim to address these issues, but there are still gaps. The research aims to explore the implementation of human resource quality improvement policies at BKPSDM and identify influencing factors. The goals are to understand the implementation process and the benefits of these quality improvements.

METHOD

This study is a descriptive qualitative research. In descriptive qualitative research, the researcher describes empirical phenomena by analyzing and presenting facts systematically to facilitate understanding and conclusion drawing. According to Maelong (2012:6), qualitative research aims to understand phenomena through behaviors, perceptions, motivations, and actions by describing them in words and language, within a natural context, and using various natural methods. The choice of this research approach is based on the problems to be studied, as the qualitative approach produces descriptive data such as speech, writing, and individual behavior that can be observed but not yet fully resolved. Thus, descriptive qualitative research aims to collect information about existing phenomena as they are at the time of the study. By using a qualitative approach, researchers must interact directly with the Head of the Regional Personnel Agency (KABAN), the Secretary, Heads of Departments, and relevant employees. Based on the above description, this study uses a qualitative research method due to the nature and scope of the research problem, with the aim of uncovering the implementation of human resource quality improvement policies to enhance employee quality through education and training.

Data Sources

The data used in this research is categorized into two parts:

1. **Primary Data** Primary data is collected directly from informants through observation and direct interviews with sources.
2. **Secondary Data** Secondary data is obtained indirectly from sources such as documents, articles, magazines, literature, notes, reports, official archives, and letters from relevant institutions that support the research on the implementation of human resource quality improvement policies at the Human Resources Development Agency (BKPSDM) of Palangka Raya City, Central Kalimantan Province.

Data Analysis Procedure

The data analysis technique used in this study is descriptive qualitative analysis. The analysis technique follows Miles and Huberman's (1992:20) method, which includes three activities: data reduction, data presentation, and drawing conclusions or verification. These activities are conducted simultaneously with data collection in a cyclical process throughout the research. The following diagram illustrates this process:

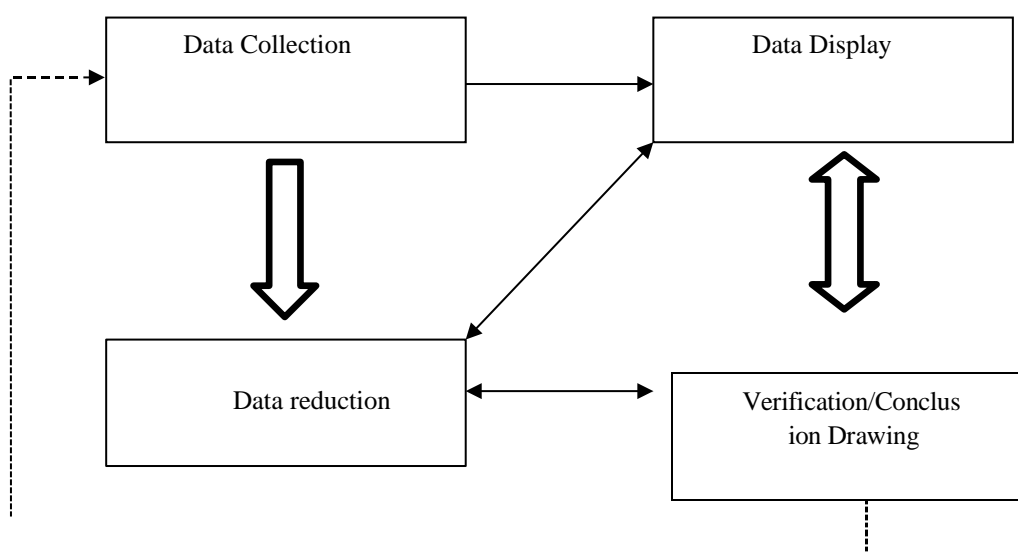


Figure 1: Miles and Huberman's (1992:20) Data Analysis Model

RESULTS AND DISCUSSION

Implementation of Human Resource (HR) Quality Improvement Policies at the Regional Personnel and Human Resource Development Agency (BKPSDM) of Palangka Raya City, Central Kalimantan Province

Based on interviews conducted by the author with the Head of the Regional Personnel Agency (BKD) of Palangka Raya City, a significant number of employees, approximately 4,586, hold a bachelor's degree according to data from 2023. These employees are distributed across various positions within the Palangka Raya City Government. Other employees have educational backgrounds ranging from DIII, DII, D1, SMA, SLTP, to SD. Educational qualifications are still considered insufficient, as those with DIII, DII, and D1 qualifications should ideally have at least a bachelor's degree (Interview, January 13, 2024).

Employee education is generally inseparable from training. Education and training are efforts to develop human resources, focusing on intellectual and personal development (Notoatmodjo, 1992:27). In agencies or organizations, education and training are commonly combined into what is referred to as Diklat. For employee education and training, commonly abbreviated as Diklat, this process is part of enhancing the quality of human resources within an organization. Training involves designing and providing learners with the knowledge and skills necessary for current job roles (Mondy, 2010:254).

Information about training for BKPSDM employees was revealed in an interview with DA. Various types of training include structural training such as Diklatpim II, Diklatpim III, and Diklatpim IV, as well as technical training. At BKPSDM Palangka Raya, one employee has attended Diklatpim II and another has attended Diklatpim III. Heads of sub-sections and some functional officials have also participated in technical and functional training (Interview, March 13, 2024).

Regarding experience, an interview with Mr. TE highlighted that current employees have minimal experience in public service, especially new civil servants at BKPSDM, and SMA graduates often lack experience in IT and current technological advancements. This represents a significant challenge for the agency in terms of public service and efficiency (Interview, October 13, 2022). An interview with Agus revealed that all employees are expected to comply with directives as a consequence of their status as civil servants. However, in practice, compliance is not always strict due to concurrent directives from leadership (Interview, March 13, 2024).

Information about adherence to leadership was also revealed. Employees act on instructions from superiors to the best of their abilities. However, not all staff can perform well due to limited skills, leading to task accumulation on a few staff members. Consequently, some tasks remain unfinished, giving the impression of non-compliance with leadership (Interview, March 13, 2024).

Factors Affecting Human Resource Improvement Efforts at BKPSDM Palangka Raya

Quality: According to Agus Eka Haryanto, the government has mandated the implementation of e-government in administrative processes, but this has not been well-executed in Palangka Raya City. This issue is partly due to the lack of accurate data support from other government offices and limited internet facilities (Interview, March 13, 2024).

Quantity: In terms of quantity, all sections within BKPSDM are performing their respective tasks. The Career Development, Procurement, Dismissal, and Information sections have assessed the number of civil servants needed. The mutation, promotion, performance appraisal, and rewards sections are managing personnel mutations, while the training section provides or recommends employees for provincial and central government training programs (Interview, March 13, 2024).

Administrative Challenges: Erio Adventinus explained that they serve the Regent in administrative tasks, occasionally bypassing standard procedures to meet the Regent's decisions, which can sometimes conflict with legal regulations (Interview, March 13, 2024).

An interview with Lentine Miraya noted that many tasks remain suboptimal, such as the lack of consideration for positions and ranks. Essentially, if the Regent finds an employee's abilities suitable, it often influences task management (Interview, March 13, 2024).

Discussion

The implementation of HR quality improvement policies at BKPSDM Palangka Raya is evaluated based on employee education levels, training, experience, and adherence to directives. The total number of employees at BKPSDM Palangka Raya is 68, consisting of 40 civil servants and 28 non-permanent staff, with varying qualifications. The effectiveness of these policies is impacted by the current educational qualifications, training adequacy, and overall experience of the employees.

Policy on Enhancing Human Resource Quality in Education

Table 2. Number of Civil Servants by Education Level in Palangka Raya City

No	Position	Male	Female	Total
1	Specific Functional	647	2346	2993
2	General Functional/Staff	561	533	1094
3	Structural	309	190	499
4	Echelon II.a	1	0	1
5	Echelon II.b	22	6	28
6	Echelon III.a	30	14	44
7	Echelon III.b	61	43	104
8	Echelon IV.a	116	79	195
9	Echelon IV.b	79	47	126
10	Non-Echelon	0	1	1
11	Total for Palangka Raya	1517	3069	4586

(Sourced from BPS Palangka Raya)

From the above table, it can be concluded that the educational level of employees in Palangka Raya City still includes those with only a high school diploma. According to the

background provided by the author, some of these civil servants with only a high school diploma are currently pursuing bachelor's or master's degrees.

Training

Education and training for improving the quality of employees within BKPSDM is a process aimed at enhancing the knowledge, perspective, attitude, and morality of civil servants in the BKPSDM environment. Training is part of the procurement of quality human resources. Training and development of human resources are inseparable. Training and development activities are essential and will continue due to technological advancements and increasingly complex managerial tasks (Simmamora, 2006: 41-42).

Training at BKPSDM includes educational and training programs such as diklatpim II, diklatpim III, diklatpim IV, technical training, and functional training. One employee has participated in diklatpim II, and another employee has participated in diklatpim III. Diklatpim programs are attended by structural employees at the level of Head of Division or Section Head.

The improvement in the quality of training for employees at the echelon III and IV levels includes technical training related to management functions such as planning, organizing, mobilizing, and controlling. These functions are integral to carrying out administrative tasks. The number of BKPSDM employees who have participated in technical training is several individuals.



(Quality Improvement Activities 2023)

The quality of human resources at BKPSDM Kota Palangka Raya is still lacking based on the training attended. Not all head of divisions or sections have participated in Diklatpim III. The goal and objectives of Diklatpim III are tactical leadership competence, which includes the ability to translate the vision and mission of the organization into its programs and to lead the successful implementation of the established programs. Training and development are different but closely related. Training aims to help improve employees' ability to perform their current tasks, while development is more oriented towards enhancing workers' future productivity. Training can also serve as a means of preparing employees for greater responsibilities in the future (Siagian, 1997: 182-183). Essentially, both training and development aim to improve the overall productivity of the organization.

Training is particularly useful in situations where employees lack skills and knowledge. It is not intended to replace inadequate selection criteria, poorly designed jobs, or insufficient organizational rewards. Instead, training is a tool designed to activate less active members of the organization, reducing the negative impact caused by low education levels and limited experience (Gomez, 2003: 198).

Experience

Experience is the result of a mental learning process through performing tasks over a certain period. Experience is measured not only by the length of employment but also by the mental experiences gained. In this case, BKPSDM employees still lack adequate experience. The lack of experience among BKPSDM employees is often justified by the relatively young age of Kota Palangka Raya. The limited number of employees at BKPSDM, combined with inadequate training, has not been addressed sufficiently. According to Matutina (2001: 205), the quality of human resources refers to knowledge, skills, and abilities. Knowledge refers to the employee's ability, which is more oriented towards intelligence and broad expertise. Skills are the operational technical abilities in specific fields possessed by employees. Abilities refer to the competencies of an employee, including loyalty, discipline, cooperation, and responsibility.

Compliance

Compliance of BKPSDM employees is measured by adherence to applicable laws, regulations, and directives from superiors. Compliance with laws is observed through following orders or directives from leaders. These laws are implemented through procedures as per each task's primary functions. However, not many employees understand the regulations, leading them to rely more on instructions from superiors. Compliance with superiors is evident from employees' attitudes in performing their duties. Some employees claim they can complete tasks but pass them on to others due to inability. Persistent inability to complete tasks, resulting in a workload pile-up, reflects poor work attitude. Some employees who cannot complete their tasks use work time for unrelated activities, contrary to directives from superiors. Compliance reflects work discipline. In other words, employee discipline can be observed from their adherence to organizational rules, whether written or unwritten, which indicates discipline. Without compliance, organizational goals cannot be achieved (Wursanto, 2004: 23). Compliance manifests in behavior and actions, ensuring that rules, guidelines, norms, or regulations are consciously implemented (Triyaningsih, 2014: 33). The quality of BKPSDM's output is still far from meeting the public expectations of Kota Palangka Raya and the legal requirements. BKPSDM has not objectively performed its duties according to its roles and functions as regulated by laws. The timeliness of results (Public Service Effectiveness) in Kota Palangka Raya is still in the red zone or non-compliant with Law No. 25 of 2009 on public services. BKPSDM and local government agencies in Kota Palangka Raya have not yet established service standards. Service standards are benchmarks used as guidelines for service delivery and quality assessment, ensuring obligations and promises to the public are met with quality, speed, accessibility, and measurability. BKPSDM has not yet provided guidance to local government organizations on implementing Law No. 25 of 2009 on public services. The establishment and determination of public service standards follow Article 21 of Law No. 25 of 2009. This includes improving public service systems and procedures, enhancing human resource quality, and improving service facilities.

Factors Affecting the Implementation of Quality Human Resource (HR) Improvement Policies at BKPSDM Kota Palangka Raya, Central Kalimantan

BKPSDM services are still inefficient. Employees requiring services from BKPSDM, such as for rank administration, study permits, duty assignments, transfers, pensions, or other matters, experience inefficiencies due to the lack of integration between BKPSDM's administrative system and local government offices. Delays in fulfilling various service entitlements are common. Additionally, civil servants are often burdened with repetitive obligations to complete various employment documents, such as photocopies of service

cards, initial rank decrees, last rank decrees, position decrees, training certificates, diplomas, performance appraisals, etc. This situation highlights the low efficiency of BKPSDM services. According to Dwiyanto et al. (2008: 76), service efficiency is the optimal comparison between input and output. Ideally, service efficiency occurs when the bureaucracy can provide service inputs, such as cost and time, that ease the burden on service users. The bureaucracy should ideally deliver high-quality services, particularly regarding cost and time. Several factors influencing HR performance at BKPSDM Kota Palangka Raya can be categorized into internal and external factors.

- a. **Organizational Structure:** As an internal relationship concerning the functions performing organizational activities, BKPSDM is positioned under the Regent. One of BKPSDM's duties is to assist the Regent. However, BKPSDM also receives input from the Regent, making the appointment, development, and transfer processes highly dependent on the Regent. This situation presents an internal bureaucratic issue within the Kota Palangka Raya Government. The internal conditions of the Kota Palangka Raya Government bureaucracy result in a performance orientation more focused on power. As expressed by an informant from BKPSDM, the bureaucratic performance is largely influenced by the Regent's directives and the regulations governing the tasks (Interview, October 13, 2022).
- b. **Management Policies:** Organizational vision and mission can inspire BKPSDM to improve its performance. Vision provides direction and purpose, making tasks meaningful for employees. BKPSDM's vision and mission are commendable. The vision of BKPSDM Kota Palangka Raya is to achieve good and accountable governance, which is crucial for enhancing the government's credibility. Reliable and professional bureaucracy, economic efficiency, excellent public service, and other factors are foundational for advancing governance and establishing a democratic, transparent civil society. The goal is to reduce corruption practices, enhance capability and professionalism, and provide rewards and an administrative system that aligns with development needs. However, inconsistencies between the vision and mission and actual performance are affected by factors like HR quality and political influences in Kota Palangka Raya. The strong power orientation has led the bureaucracy to stray from its public service mission, with officials viewing themselves as rulers rather than public servants. Consequently, bureaucratic attitudes and behaviors often disregard public aspirations and interests.
- c. **Human Resources:** Relates to employee quality for optimal work performance. BKPSDM employees' education levels are adequate, with 70% holding bachelor's degrees. However, their work competencies are lacking. Their knowledge as graduates is not matched by high rationality, responsiveness, and competence in applying principles, methods, techniques, and ethics. Keban (2008: 22) describes an ideal administrator as having technical skills, human skills, conceptual skills, responsiveness, results orientation, networking abilities, communication skills, and balance between decisions and activities.
- d. **Management Information Systems:** Related to database management to enhance organizational performance. The management information system for employees in Kota Palangka Raya is weak, with inaccurate data and non-transparent procedures. Integrating employee data with the central government is challenging due to network system issues. The quality of HR affects the information system's effectiveness. Abdul Kadir (2003: 82) states that one component of the information system is human resources, including both end-users and specialists who operate the system. Low HR quality leads to ineffective information and personnel management systems. Data presented is often incomplete,

inaccurate, and untimely. According to Jhon Burch and Gary Grudnitski (in Jogiyanto, 2003: 10), information quality depends on accuracy, timeliness, and relevance.

- e. **Facilities and Infrastructure:** Related to technology use for organizational operations. The technological facilities supporting the management information system are still insufficient. Physically, computers and software are available, but BKPSDM has not yet provided accurate and real-time data. BKPSDM has implemented an employee management information system (SIMPEG) for administrative procedures, including promotions, employee transfers, rank lists, and pensions.

Quantity of Results: The quantity of BKPSDM's services includes recruitment, training, appointments, transfers, terminations, or pensions, and employee welfare improvements. The quantity of services reflects the execution of tasks by each component within BKPSDM. For example, in 2019, BKPSDM proposed more than 1,000 positions for recruitment, including positions for primary school teachers, Islamic religious teachers, midwives, nurses, specialists, dentists, nurses, KB service analysts, and staff in various SKPDs. Recruitment was announced through CPNS (civil servant candidate) announcements signed by the Mayor of Palangka Raya, accessible on BKPSDM's office notice board. Applicants could view example application letters, statements, and other requirements. BKPSDM's primary task is to assist the Regent in managing regional government staffing. However, in practice, BKPSDM's tasks do not fully adhere to laws. For employee development, BKPSDM has undertaken tasks such as preparing planning materials and employee formation, developing technical guidelines for CPNS and non-permanent employee recruitment, organizing training, managing administrative aspects of appointments, transfers, terminations, and reviewing salary increase proposals. BKPSDM still struggles with managing employee data, personnel information, and distribution of employee welfare allowances.

These factors significantly impact the quality of public services delivered by BKPSDM Kota Palangka Raya. Efforts to address these issues, such as improving human resource quality, streamlining management information systems, enhancing compliance with regulations, and developing facilities and infrastructure, are crucial for improving the overall effectiveness and efficiency of BKPSDM's services.

CONCLUSION

From the study and analysis of the implementation process of human resource development programs at the Regional Civil Service Agency (BKPSDM) of Palangka Raya, the following points require attention:

1. **Coordination and Consolidation:** There is a need for improved and deeper coordination and consolidation among internal staff, with the coordination of the Head of BKPSDM, as well as with external agencies in accordance with the needs of the Palangka Raya City Government.
2. **Integrated System:** An integrated system is needed as a reference for implementing human resource development programs, both structurally within the organization and outside of it.
3. **Communication and Interconnection:** With a proper system in place, it is hoped that communication, consolidation, and coordination regarding developmental issues can be effectively established between the Palangka Raya City Government and the central government, ensuring that government performance aligns with its goals and succeeds.
4. **Mindset and Professionalism:** Emphasis should be placed on developing the mindset of personnel to enhance professionalism and fostering self-confidence to accelerate performance.

5. **Formation and Proportionality:** Despite the influence of interest groups within the organization, any formation changes should be proportional and objective, aligning with the preferences of the current leadership.

BKPSDM has implemented education and training programs according to policies and regulations, with an orientation towards managing human resources in line with the needs of the Palangka Raya City Government. However, several areas need improvement to enhance the quality and effectiveness of these programs.

Recommendations

1. **Accommodation of SDM Development Programs:** It is hoped that the development programs for civil service personnel managed by BKPSDM can be well accommodated by the Palangka Raya City Government.
2. **System Integration:** The system that serves as a reference for human resource development should be effectively integrated, both structurally within the organization and functionally, as well as externally.
3. **Internal Coordination and Communication:** Given that the Palangka Raya City Government is relatively young, improving internal system coordination and communication is essential. This will ensure that input from the central government regarding human resources is effectively addressed, contributing positively to preparing civil service personnel.
4. **Enhancement of Education and Training:** Greater attention should be given to increasing the quantity and quality of education and training, considering the large scale of both quantitative and qualitative needs of the regional government's human resources in accordance with competencies and expertise.
5. **Improvement in SDM Management Quality:** Attention should be paid to the development of concepts and practices in human resource management, and adjustments to philosophy, principles, components, methods, instruments, and management systems should align with the objectives of RPJMN and RPJMP to enhance professionalism and performance of both the personnel and BKPSDM of Palangka Raya.

It is hoped that these conclusions and recommendations will provide additional insights and constructive input for the development of human resources at BKPSDM Palangka Raya.

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