

EVALUATION OF THE PROCESS OF PLACING CIVIL SERVANTS IN STRUCTURAL POSITIONS AT THE REGIONAL PERSONNEL, EDUCATION AND TRAINING AGENCY OF BALANGAN REGENCY

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Abstract

Placement of employees who are not in accordance with their educational qualifications and lack of transparency in work placements carried out by the parties Regional Education and Training Personnel Agency in Balangan Regency. This study aims to evaluate the process of placing civil servants in structural positions at the Regional Personnel, Education and Training Agency of Balangan Regency in 2019. This study is a qualitative research with descriptive techniques. Data obtained through observation, interviews, and documentation. Data was analyzed from the beginning, data collection was carried out, and continued to develop according to the facts on the ground. Based on the results of the study, it was concluded that the process of placing civil servants in structural positions at the Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency was not in accordance with the applicable rules in Article 69 of Law Number 5 of 2014 and the regulations below. The Performance Assessment Team also did not take the initiative to ask the reasons for the appointment of a structural official by the Personnel Supervisor. Several civil servants in the Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency implied that this was still happening in Balangan.

Keywords: Evaluation, Placement of Civil Servants, Balangan Regency, Qualitative.

INTRODUCTION

Civil servants are human resources owned by government organizations that are used to mobilize or manage other resources so that they must really be used effectively and efficiently according to the real needs of the organization (Iskandar, 2016; Sihite, 2018). Civil Servants are citizens of the Republic of Indonesia who have met the specified requirements, are appointed by authorized officials and assigned tasks in a public office, or assigned other state duties, and are paid based on applicable laws and regulations (Hartini, 2009; Rafik, 2016). Civil servants are government employees who are outside politics, tasked with carrying out government administration based on the laws and regulations that have been set (Kusuma, 2013; Jaffisa et al., 2017). Thus a civil servant must be neutral from the influence of all political groups and parties and not discriminatory in providing services to the community (Leleng et al., 2018). Civil servants are required to always provide services to the community in a professional, honest, fair and equitable manner in carrying out state, government and development tasks (Ari, 2021).

An important factor in the management of the government apparatus is in the process of appointing and placing civil servants in positions both structural and functional (Meo & Boro, 2021). In this process, it will result in good organizational management by achieving organizational goals, working relationships, working methods and proper work procedures, by raising the spirit of the right man on the right place (Wijayanto, 2013; Mardiah, 2016). In the process, one's competence will be seen through knowledge and educational background, skills through education and training, and motivation with the aim of obtaining skilled, intelligent, productive, creative and innovative personnel. Efforts to realize clean governance, including the implementation of public services, Of course, it requires basic elements, including professionalism from actors and administrators of government and public services. Professionalism in the ability to provide good, fair and inclusive service, not just compatibility with assignments.

Employee placement is an activity that determines the achievement of organizational goals, because the right employee placement will help the organization in achieving its goals (Bahri, 2019; Susan, 2019). Basically, every organization has a purpose. Purpose serves to direct the organization, as well as the placement of employees. In placing employees, organizations need management knowledge (Riniwati, 2016; Larasati, 2018). If management is carried out by the organization well, then the achievement of organizational goals will be achieved properly.

Civil Servants are required to have the ability and expertise in translating the aspirations and needs of the community into service activities and programs (Riyanto, 2014; Hermawan, 2018). Management of Civil Servants is carried out based on a merit system, where civil servant career development is carried out on the basis of qualifications, competencies, performance appraisals, and the needs of Government Agencies by considering integrity and morality. The competencies referred to include (1) technical competence as measured by the level of educational specialization, functional technical training and technical work experience; (2) managerial competence as measured by education level, structural or management training, and leadership experience;

In placing an employee in a certain government structure or position, it is necessary to pay attention to placing the right person in the right place, taking into account educational background, rank/class, years of service, or other conditions in accordance with applicable regulations (Bahri, 2008). 2019; Larasati, 2018). It is intended that the abilities and expertise possessed by an employee are in accordance with the demands of the task or position, so that

existing human resources will be productive and high achievers which in turn will be able to improve performance in an organization as a whole.

Decisions that prioritize like and dislike, loyalty and disloyalty factors will be difficult to realize right men in the right place, in order to realize the goals of professional bureaucratic development (Suratno, 2018). Based on the identification in the field, the problem is that there is a mismatch between the placement of employees and the educational background of several structural officials within the Government of the Regional Education and Training Personnel Agency of Balangan Regency.

Actually there are several factors that affect the placement of employees. Placement planning needs to be prepared carefully through clear specifications regarding the number of people needed and when they are needed (Syafuruddin et al., 2022). The number of employees needed can be formulated from the analysis of utilization and prediction of the workforce, while when they are needed can be analyzed from the entire workforce based on the job group sought. of course, the needs of new employees must be in accordance with the time frame/recruitment pipeline, which is the period from the time the resume is received until the new employee starts working.

In this case, the Regional Education and Training Personnel Board of Balangan Regency wants to realize better and responsible governance. To realize this, what must be addressed is the system of placing structural officials as the motor of development and the spearhead of service to the community. The placement of officials must be objective so that high output and productivity will be obtained, good morale and reduce the error rate in carrying out main tasks and functions.

Therefore, the researchers tried to find reasons or considerations used in the placement of civil servants in a structural position at the Regional Education and Training Personnel Agency in the Balangan Regency Government as material for the study of writing a thesis with the title "Evaluation of the Process of Placement of Civil Servants in Structural Positions. at the Regional Education and Training Personnel Board of Balangan Regency". This research and writing is expected to contribute ideas and thoughts for improving the management of civil servant apparatus resources, especially in the Balangan Regency Government.

Based on the explanation above, it can be seen from the identification of the problems displayed, namely that there are still employee placements that are not in accordance with their educational qualifications. There is no communication between employees so that in structural placement less attention is paid to 4 things, namely knowledge, skills, education and attitudes. Lack of transparency in the placement of work carried out by the parties Regional Education and Training Personnel Agency in Balangan Regency.

RESEARCH METHODS

The research approach used in this study is a qualitative approach. Researchers choose to use a qualitative approach because researchers want to understand the phenomena or realities that occur in the field by collecting data or information obtained from informants directly, especially by using the interview method. In this study, the researcher attempted to describe and observe the results in the placement of civil servants in structural positions at BKPPD Balangan Regency.

The type of research used in this research is descriptive. Descriptive was chosen because the researcher considered it very appropriate and also appropriate to describe the reality or phenomena that the researchers found in the field regarding the implementation of the results of the placement of civil servants in structural positions in the Balangan Regency BKPPD that had been carried out so far.

In this study, the parties who will be used as informants are those who are considered to have the information (key-informants) needed in the research area. The researchers will serve as informants, namely: (1) Head of the Regional Education and Training Personnel Agency; (2) Representative of the Performance Assessment Team; and (3) Staff representatives from each Division.

In collecting data and information in research, there are two types of data sources, namely: (1) Primary data is the main data used directly to be able to answer research problems. Primary data is data obtained directly from respondents or sources through interviews, both from the Head of the Regional Education and Training Personnel Agency, the Head of the Employee Development Division, Transfers and the Head of the General and Personnel Sub-Section and Staff Representatives for each Field; and (2) secondary data is data that supports or complements primary data. Secondary data from various sources such as documents, archives,

Data collection techniques were carried out through observation, interviews, and documentation. This observation technique was carried out to find out the results from the field that occurred during the research. The interview is carried out with the person concerned, namely the person who is the target of the research and knows a lot about the problems that occur. In addition to observations and interviews, information can also be obtained through stored facts in the form of letters, diaries, photo archives, meeting results, souvenirs, activity journals and so on. Data analysis in qualitative research is carried out before entering the field, while in the field and after finishing in the field. In this case, Nasution stated: "The analysis has started since formulating and explaining the problem, before going into the field and continuing until the writing of research results.

RESULTS AND DISCUSSION

The Balangan Regency Government views the importance of the role of structural officials in the regional bureaucracy. Structural officials have an important and strategic role in ensuring the success of government tasks, development and services to the community so that the implementation of their appointments and placements must be in accordance with the demands of laws and regulations to ensure the quality, objectivity and transparency of these policies so that the process for establishing civil servants as structural officials must be regulated in such a way as to obtain competent structural officials. The process of placing in structural positions should begin to apply the principle of the right man on the right place in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency taking into account the following factors:

- 1) Placement in accordance with the laws and regulations;
- 2) The existence of open and objective competition so that there is healthy competition among candidates for structural officials who will occupy a position;
- 3) Meet the minimum job competency standards in the form of knowledge, expertise or skills and behavioral attitudes required in carrying out the duties of the position
- 4) Have good work performance and pay attention to rank seniority.

It is intended that the elected civil servants actually have adequate capacity to fill a structural position so that they can carry out their duties properly and are expected to provide better services to the community. The placement of structural officials that has been carried out in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency it can be said that it has not fully implemented the principle of the right man on the right place. This is

indicated by the absence of open competition between civil servants to occupy structural positions because placement in structural positions is entirely the authority of the Balangan Regent.

Factors Affecting the Placement of Civil Servants in Structural Positions A civil servant cannot be appointed to a structural position without the factors underlying his placement (Mulyani & Susanto, 2021; Fatimah, 2019; Husna et al., 2015). The most important factor that must be considered in the placement of structural officials in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency is the first is conformity with the applicable rules, in the sense that the requirements in these regulations must be met, and the most important requirements that must be fulfilled are class and education.

Civil servants who will be placed in a structural position must have the required class and rank. If they do not meet the required class and rank for a structural position, then a civil servant cannot be placed in that structural position. Article 69 of Law Number 5 of 2014 concerning State Civil Apparatus states that civil servants who will occupy positions are those who have:

- 1) The qualification in this case is education. Although it is one of the main factors, it is not explained in more detail what qualifications and level of education are meant. In the competency standard for positions at Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency also does not specify the educational background that candidates for structural officials must have in a position, only mentions the background that is a priority for the position, citing limited human resources.
- 2) Competence, in this dal includes competence in technical, management and socio-cultural matters. Position competence in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency has a legal basis that regulates the competence of the position. Knowledge required to occupy structural positions.
- 3) Performance appraisal is carried out on work performance, self-potential development and career. Other factors to consider are seniority in rank, education and training (training), and work experience. Another factor that is also important is the consideration of the placement of civil servants in structural positions in the Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency
- 4) Institutional Needs, in article 56 of Law Number 5 of 2014 confirms that every government agency is obliged to compile the requirements for the number and types of State Civil Apparatus Positions (ASN) based on job analysis and workload analysis.

Evaluation of the Placement of Structural Officials in Balangan Regency in 2019 In this study, an evaluation of the placement of structural officials in Balangan Regency Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency. In addition to referring to Law Number 5 of 2014 concerning State Civil Apparatus, it also refers to the 4 (four) main evaluation indicators proposed by Bridgman and Davis, namely input indicators, process indicators, and output indicators. , and indicators of impact (outcomes). Input Indicators Input indicators in the placement of civil servants in structural positions in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency consists of the legal basis, the actors involved in the placement process, and human resources. In Balangan Regency, the legal basis used as the basis for the placement of structural officials are:

- 1) Law Number 5 of 2014 concerning State Civil Apparatus
- 2) Government Regulation Number 46 of 2011 concerning the Assessment of Civil Servants' Work Performance

- 3) Regulation of the Minister for Empowerment of State Apparatus and Bureaucratic Reform Number: Kep/33/M.PAN/7/2011 dated July 7, 2011 concerning Guidelines for Job Analysis.
- 4) Government Regulation Number 11 of 2017 concerning Management of Civil Servants.
- 5) Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 38 of 2017 concerning Competency Standards for State Civil Apparatus Positions.

In order to ensure the quality, objectivity and transparency of the said policy, the implementation of the appointment of structural officials must be carried out in accordance with the demands of the legislation (Husna et al., 2015). The Performance Appraisal Team has a role to provide consideration to the Personnel Guidance Officer through the proposed names of employees who can be considered for appointment as structural officials (Haidar & Mudzakar, 2022). The Balangan Regency Performance Assessment Team has carried out its role in the placement of structural officials in accordance with the provisions, namely by giving consideration to the Personnel Guidance Officer regarding the placement of structural officials. However,

In this study, the evaluation of the placement of structural officials in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency, referring to the four main indicators of evaluation proposed by Bridgman and Davis, namely input indicators, process indicators, output indicators, and impact indicators (outcomes).

Input indicators in the placement of civil servants in structural positions in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency consists of the legal basis, actors involved in the placement process, and human resources. In Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency, the legal basis used as the basis for the placement of structural officials. Meanwhile, there are 2 actors involved in the placement of structural officials, namely the Personnel Guidance Officer and the Performance Assessment Team. The staffing officer has a very large role, he selects and determines the civil servants proposed by the Performance Assessment Team as candidates for structural officials to occupy a structural position in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency.

The Personnel Guidance Officer is also not obliged to convey the reasons that are the basis for determining one of the candidates to occupy a structural position to anyone, even to the Performance Assessment Team. Meanwhile, the Performance Appraisal Team has a role to provide consideration to the Personnel Guidance Officer through the proposed names of employees who can be considered for appointment as structural officials (Husna et al., 2015). Performance Assessment Team at Balangan District has carried out its role in the placement of structural officials in accordance with the provisions, namely by giving consideration to the Civil Service Supervisory Officer regarding the placement of structural officials. However, the role that is carried out is very limited because the Performance Appraisal Team only provides consideration of proposals and decisions to determine are fully under the authority of the Personnel Guidance Officer.

Indicators The process of placing civil servants in structural positions in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency started when the Civil Service Supervisor wanted a change in the formation of structural officials, including to fill vacant positions. Then the Performance Assessment Team prepares data for civil servants, both those proposed by the agency and from data owned by the government Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency. The data is then submitted to

the Performance Appraisal Team to be discussed in the Performance Appraisal Team's session. At the session of the Performance Appraisal Team, the Performance Appraisal Team provides consideration of candidates for each structural position to be submitted to the Personnel Guidance Officer.

The nomination of the candidate for office is submitted to the staffing officer accompanied by the reasons for his appointment (Yanti, 2020). After that, the Personnel Guidance Officer determines structural officials based on the considerations given by the Performance Assessment Team or based on their own choice. The Civil Service Supervisory Officer is not required to state the reasons for the appointment of a civil servant to occupy a structural position. If the appointment is not based on the considerations proposed by the Performance Appraisal Team, it must be reconsidered to the Performance Appraisal Team. If they meet the requirements, the candidate can be appointed to a structural position.

The placement of civil servants in structural positions also has an impact on the progress of the career development of civil servants in the environment Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency. Constraints to Placement of Structural Officials in The Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency is constrained faced in the process of placing structural officials in Balangan Regency, among others:

- 1) There is no database related to PNS information (rank/class, formal education, training and work experience), job information, Position Competency Standards (SKJ), PNS Performance Assessment in the Integrated Personnel Management Information System in 2019.
- 2) Limited Human Resources in accordance with the need to be placed in structural positions.
- 3) The greater role of the Personnel Guidance Officer in the placement of structural officials.

Based on the description above, it can be concluded that the process of placing civil servants in structural positions in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency has not implemented a pure merit system, this is indicated by the absence of selection or competitive tests conducted to place structural officials. The test is carried out to determine the competence of structural officials through a job competency test.

The results of the test are indeed one of the considerations for the placement of structural officials, but only become one of the factors that are also considered for the placement of structural officials to see whether or not the placement of civil servants in a position is appropriate. Basically the placement of structural officials in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency still focuses heavily on the seniority factor in the rank and work experience of prospective structural officials, so that the selection of civil servant nominations by the Performance Assessment Team that will be proposed to staffing supervisors prioritizes more senior civil servants.

The process of placing civil servants in structural positions in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency still describes a process that is less transparent. In this process, the appointment of civil servants who will occupy structural positions is absolutely the authority of the Balangan Regent as the Personnel Guiding Officer in Balangan Regency. However, the Regent did not state the reasons for the appointment of civil servants to structural positions. The Performance Assessment Team also did not take the initiative to ask the reasons for the appointment of a structural official by the Personnel Supervisor. In fact, this can be done if there is a will from the parties concerned to make the process more transparent.

On the other hand, the process of placing structural officials in Balangan Regency can be categorized as less transparent. The lack of transparency in this process is indicated by the absence of reasons given by the Personnel Supervisor regarding the appointment of a civil servant, both from the considerations given by the Performance Appraisal Team and outside of the considerations given by the Performance Appraisal Team to occupy structural positions.

Output Indicators After going through a series of processes carried out by the Performance Appraisal Team and Staffing Officers, civil servants were elected to be placed in structural positions. Meanwhile, from several structural officials who experienced a shift in position, there were several officials who were placed in new positions that were not in accordance with the educational background of the official. These officials are listed in Table 1.

Table 1. Echelon III and IV data that are not in accordance with their placement in the Regional Personnel, Education and Training Agency of Balangan Regency

No.	Position Name	Esl	Education	Major	Educational Suitability
1.	Secretary	III/A	S2	Agronomy	Not enough
2.	Head of employee development and transfer	III/B	S2	Education Management	Not enough
3.	Head of the field of personnel development and personnel information	III/B	S1	Agricultural Cultivation	Not enough
4.	Head of education and training	III/B	D3	Dental health	Not enough
5.	Head of sub-division of personnel information	IV/A	S1	Computer Engineering	
6.	Head of sub-sector of procurement and rank	IV/A	S2	Human Resource Management	
7.	Head of sub-field of apparatus development and legal position	IV/A	S1	Legal studies	
8.	Head of the Apparatus Performance Appraisal and Evaluation Sub Division	IV/A	S2	Public Administration	
9.	Head of sub-sector of structural training	IV/A	S1	Education administration	Not enough
10.	Head of sub-field of technical and functional training	IV/A	S1	Education administration	Not enough
11.	Head of general and personnel sub-section	IV/A	S1	Management	
12.	Head of sub-sector of KORPRI management	IV/A	S1	Economic management	

From the data of Echelon III and IV above, one of the structural positions that is not suitable is the Head of the Division of Apparatus Development and Personnel Information with an education basis, the position should be more appropriately occupied by employees who have a background in the field that is more familiar with the problems in that field. Based on the information obtained from Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency, the placement of structural officials who are less relevant to their educational background is due to the lack of human resources owned by Balangan Regency because the number of civil servants in Balangan Regency has an unbalanced number between fields so it is difficult to place civil servants in structural positions that are relevant to their educational background the employee.

It is stated that candidates for structural officials must meet the qualifications and level of education specified. Educational qualifications for structural positions in Regional Personnel,

Education and Training Agency (BKPPD) of Balangan Regency which states the educational priorities for each structural position. In fact, some of the names of officials mentioned in the table above are still not in accordance with the prioritized education based on job analysis in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency.

When viewed from the political side, the placement of employees who do not match the educational background of the official with the qualifications of his position, can lead to an assumption regarding the influence of external elements or other parties who have an interest in the placement of structural officials. The process of placing structural officials has a very large opportunity for certain parties to get involved, especially those who are close to the Personnel Guiding Officer, because basically the guidelines for the placement of structural officials only regulate the provisions until the process of nominating structural official candidates by the Assessment Team. Performance to the Personnel Guiding Officer, then the next decision is the authority of the Personnel Guiding Officer. Some Civil Servants in Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency implicitly states that this is still happening in Balangan.

Outcomes indicator, the impact of the placement of civil servants in structural positions, among others, namely civil servants who occupy new positions, must adapt to the new environment and learn the duties, responsibilities, and functions of their positions. According to Febriana (2013); Khoiroyyaroh et al. (2015); Pujiastuti (2020) for civil servants who occupy structural positions that are relevant to their education, it will be easier to learn the duties of their positions compared to civil servants who have educational backgrounds that are less relevant to the position, which may take longer.

CONCLUSION

The conclusion that can be drawn from the results of this discussion is that the process of placing civil servants in structural positions at the Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency has not been in accordance with the applicable rules in Article 69 of Law Number 5 of 2014 and the regulations below. Again, this is demonstrated by the absence of selection or competitive tests being conducted to place structural officers. The test is carried out to determine the competence of structural officials through a job competency test. In this process, the appointment of civil servants who will occupy structural positions is absolutely the authority of the Regent as the Personnel Guiding Officer in Balangan Regency. However, The Regent did not state the reasons for the appointment of civil servants to occupy structural positions. The Performance Assessment Team also did not take the initiative to ask the reasons for the appointment of a structural official by the Personnel Supervisor. In fact, this can be done if there is a will from the parties concerned to make the process more transparent. The placement of employees who do not match the educational background of the official with the qualifications of his position, such as the process of placing structural officials that has been discussed above has a very large opportunity for certain parties to get involved, especially those who are close to the Civil Service Supervisory Officer, because basically the guideline for the placement of structural officials only regulates the provisions until the process of nominating candidates for structural officials by the Performance Appraisal Team to the Personnel Guiding Officer, then the next decision is the authority of the Personnel Guiding Officer. Several civil servants in the Regional Personnel, Education and Training Agency (BKPPD) of Balangan Regency implied that this was still happening in Balangan.

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