

POLICY IMPLEMENTATION OF STATE APPARATUS POSTGRADUATE STUDY PROGRAM

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ABSTRACT

By taking a case study at the Ministry of Agriculture, this journal aims to obtain an overview of the extent to which the implementation of the Postgraduate Study Task Program Policy for ASN is running and has a particular impact on efforts to improve the quality of ASN human resources. Technically, the implementation of learning tasks is regulated by each government institution based on Permenpan RB number 4 of 2013. Although the said policy has been implemented, in its implementation there are various challenges that must be considered. By using a qualitative approach, this research focuses on the participants of the study assignment at several partner universities of the Ministry of Agriculture. By referring to the policy implementation model approach, the research results generally illustrate that the master and doctoral study assignment policies within the Ministry of Agriculture have been able to accommodate various important things needed for the success of policy implementation. However, there are several important challenges that must be considered in order to strengthen the learning assignment policy in the future.

INTRODUCTION

High-quality human resources are human resources who create not only comparative value but also competitive-generative-innovative value using the highest energies such as: intelligence, creativity and imagination; no longer solely using crude energy, such as raw materials, water, energy, muscles and so on (Sutrisno, 2016). Human resources are the most potential resources for the development of a company or organization to realize the interests of the vision and mission in order to achieve the goals expected by a company or organization (Kusbiyantoro, 2022). The era of Indonesian bureaucratic reform under the leadership of Ir. H. Joko Widodo has a

direct impact on the performance of the state civil apparatus (ASN) which must be skilled and competitive in managing public services so that excellent service is realized and remains targeted as expected by the community (Saidah, 2017). Therefore, the Minister of Home Affairs Tjahjo Kumolo asked the Human Resources Development Agency (BPSDM) of each ministry to make a standard competency standard for the State Civil Apparatus (ASN) so that officials in the agency have qualifications (Kemendagri, 2017).

In an effort to obtain quality human resources, superior and able to support the work tasks carried out by the State Civil Apparatus (ASN), in general, government

institutions provide opportunities for employees in their scope of work to participate in vocational, academic and professional education through learning assignments programs. Learning assignments are educational programs whose implementation can be fully or partially financed by the Ministry of Agriculture or funding sources from other institutions. The learning task program is implemented in collaboration with accredited universities, both at home and abroad.

The policy of giving study assignments for PNS Lecturers is considered to be in the category enough to provide added value for institutions as well as lecturers and students because it adds to the ranks of lecturers with doctoral degrees and cannot be denied to be important in improving the quality of institutions (Martin, 2017). The training and development process of the State Civil Apparatus is in accordance with the theory of Gomes, namely the determination of training needs as seen from employee competency gaps and needs. training needs seen from employee competency gaps and future human resource needs. human resource needs in the future, the method used is the experimental method, and the evaluation uses written tests and distributes questionnaires. The method used is

experimental, and the evaluation uses written tests and distributes questionnaires. There are still factors that hinder the training and development process, namely participants and training locations (Berliana, 2018).

In reality, in the field, there are still many problems that hinder the effectiveness of a learning assignment policy. According to the results of previous studies, one of them according to research Aida Fitrian (2017) including inhibiting factors, including the size and criteria for civil servants who are granted Study Permits are still unclear, the disciplines and fields of knowledge taken by civil servants do not refer to the disciplines and fields of knowledge needed, civil servants who are granted Study Permits are not followed by placement in their proper positions. Based on Fitri's research in the field, there are still civil servants who do not know and understand the regulations related to learning assignments and there are still civil servants who are negligent in managing or renewing their study permits, where this happens due to a lack of communication, both internal communication and external communication (Elmida Fitri, 2018).

The following below is data on the number of employees who have participated in the S2 and S3 scholarship programs from 2015 to 2019.

Table 1
Amount of the Students of Study Assignment

No	Budget Year	Post Graduate Program	Doctoral Program	Amount
1	2015	-	14	14
2	2016	-	16	16
3	2017	50	15	65
4	2018	83	20	103
5	2019	109	26	135
Total		242	91	333

Source: Ministry of Agriculture, 2023

Based on the data in table 1 above, it can be seen that the Ministry of Agriculture annually provides funds for study task scholarships for 333 people, with funding for participants to pursue S2 education for 2 years and S3 for 4 years. The number of S2 scholarship participants totals 242, while for

S3 participants totals 91. This number seems to be increasing from year to year.

However in fact, the graduation rate for study assignment participants who graduate on time is only 50%. This condition causes many students to ask for an extension. In addition, the university's policy that requires the doctoral program to pass

for 3 years creates a disparity with the Minister of Agriculture Regulation No. 10 of 2015 when studying for the doctoral program is for 4 years. This condition causes many participants to study assignments that extend the time of their learning assignments. Regulation of the Ministry of Agriculture is antagonistic to the spirit of universities to graduate students on time as one of the criteria for accreditation assessment. In addition, some universities do not have a policy of dropping out of students who have passed the study time limit. This condition makes it difficult for the Ministry of Agriculture to impose sanctions on students who pass the time limit for studying assignments given by the Ministry of Agriculture.

This journal aims to obtain an overview of the extent to which the implementation of the Postgraduate Study Task Program Policy is running and has a particular impact on efforts to improve the quality of ASN human resources, by taking a case study at the Ministry of Agriculture.

METHOD

This study uses a qualitative approach based on the post-positivistic paradigm where the facts obtained from the participants of the study assignment who follow the master's and doctoral programs are in accordance with the actual situation and are the pure perceptions of the participants of the study task through the interview process and direct observation in the field.

The research was conducted throughout. The objects used are study assignment participants from partner universities, namely IPB, UGM, ITB, Unpad, UB, Undip, UNS, Unsoed, Unand, Unhas who received scholarships for the S2 and S3 study assignments from the Ministry of Agriculture. This design does not have a control group because it is only limited to participants studying for the Ministry of Agriculture's Masters and Doctoral Programs, not including study permits at their own expense or independent lectures outside the ministry's working hours.

The sample that will be the research subject is determined by purposive sampling. The sources of data collected in

this research are primary data and secondary data. Primary data sources are data obtained directly on the object of research by digging various information through online interviews and direct observation at the research location, in this case the learning assignment officers from 9 partner universities, secondary data is also obtained from the Agricultural Education Center as task manager studied at the Ministry of Agriculture Government agencies.

The data collection method used in this research is to conduct in-depth observation methods, in-depth interviews, and documentation (Creswell, 2018). Qualitative data analysis was carried out using a descriptive method using two approaches, namely an observation approach and a complete primary data analysis that was controlled by secondary data. The secondary data used is sourced from the Center for Agricultural Education and Partner Universities, namely data on the progress of participants in learning assignments. While the primary data sourced from the results of the analysis of observational data. All data will be sorted and explained in accordance with the conditions encountered in the field in a qualitative descriptive manner.

Meanwhile, data analysis carried out during data collection includes three stages, namely data condensation, data presentation, conclusions and data verification. This research also uses triangulation techniques (Miles, M.B, Huberman, A.M, & Saldana, 2014).

RESULT AND DISCUSSION

A. Content of Policy of Study Assignment Target Group Interests

The interests of the target group according to Grindle in Agustino (2016) states that a policy in its implementation must involve many interests, and the extent to which these interests have an influence on its implementation. The Learning Task Program within the Ministry of Agriculture must be able to fulfill all the functions of the organizational structure in the Ministry of Agriculture.

The organizational structure of the Ministry of Agriculture which is the target

group is an Echelon I organization consisting of the Secretariat General, Inspectorate General, Directorate General of Agricultural Infrastructure and Facilities, Directorate General of Food Crops, Directorate General of Horticulture, Directorate General of Plantations, Directorate General of Livestock and Animal Health, Research Agency and Agricultural Development, Agricultural Extension and Human Resources Development Agency, Food Security Agency and Agricultural Quarantine Agency. Each echelon I organization of the Ministry of Agriculture has a vision and mission that must be supported by the competence of all employees in their work units. The success of implementing the vision and mission of the Echelon I organization is determined by the competence of employees who have carried out learning assignments as a form of implementation of the learning assignment program policies.

The 13 respondents stated that the master's and doctoral's study assignment programs have accommodated competency improvement in the first echelon of the Ministry of Agriculture. The choice of majors or fields of study is left to the respective Echelon I to answer the needs of the organization. The hope is that the department or field of study chosen by the study assignment participants has seen a map of the position, educational background, organizational duties and functions as well as the organization's vision and mission.

The Ministry of Agriculture through the Agency for Extension and Development of Agricultural Human Resources cq. The Center for Agricultural Education collaborates with 12 partner universities in order to provide the majors needed by the participants in their study assignments according to their work units. The available majors range from agricultural sciences which are the main business of the Ministry of Agriculture, engineering, social, language, economics, management to political sciences. All competencies deemed important by all Echelon I work units will be provided to support all required competencies.

In the future, the Ministry of Agriculture will cooperate with universities

in the eastern and western regions to accommodate study assignment participants from the eastern and western regions. In addition to the study assignment program, the ministry of agriculture also provides a study permit program for employees who wish to continue their master's and doctoral studies program with the condition of continuing to work. So that the presence of partner universities in the eastern and western regions is urgently needed for all central Ministry of Agriculture Technical Implementation Units located in the western and eastern regions.

Type of Benefit

The benefits obtained from the master's and doctoral study assignments program must benefit the individual or organization. Individually increase competence, while organizationally it must be implemented to support the organization's vision and mission. To see the extent of the implementation, it must first be seen the vision and mission of each unit sending the learning task participants which is the vision and mission of Echelon I.

All 13 respondents explained that the master's and doctoral's study assignments program was useful in improving individual competencies according to their educational background and functions in their respective organizations. The variety of majors in 12 partner universities is usually chosen according to educational background and organizational needs. All study assignment participants have the opportunity to choose the majors needed to improve competence in order to support the vision and mission of their respective organizations. In the end, all Echelon I units will receive benefits that send participants to study assignments to take part in the Masters and Doctoral programs. In general, the learning task program is beneficial for increasing individual competence and work effectiveness of Echelon I units.

The type of benefits expected from the learning assignment program policy is closely related to the interests of the target group in accordance with the vision and mission of each echelon I. The departments provided are expected to be able to accommodate all the visions and missions

which are the main tasks and functions that must be carried out by all individuals in their respective work units. The variety of majors will continue to be developed to be useful for individuals and organizations which in the end will be useful for the success of the vision and mission of the ministry of agriculture.

The Desired Degree of Change

According to (Agustino, 2016), the desired degree of change indicator explains that how much change you want or want to achieve through a policy implementation must have a clear scale. A policy is expected to provide good benefits on an ongoing basis. A good implementation will provide good output for a short or long period of time continuously and regularly.

Individually, all participants in the learning task will experience a change in competence towards being more creative, innovative and transformative. Creativity is an ability possessed by a person (or group of people) that allows them to find new approaches or breakthroughs in dealing with situations or certain problems which are usually reflected in solving problems in new and unique ways that are different, and also better than before.

Innovativeness is a power to think in a new way by going through several stages and conditions that have been determined. There are several conditions that must be met in innovative thinking, namely high elasticity, namely thinking broadly with the boundaries of norms and religion so that it is not too far from the path then high productivity, namely being able to create everything new without stopping but staying within limits and having high sensitivity to the surrounding environment and the last is high originality by not stealing or acknowledging other people's creativity and completely new from our brains. Good and positive innovation includes these four things so that it cannot be separated from them.

Transformative is changing their frame of reference by critically reflecting on their assumptions and beliefs and consciously creating and implementing plans that result in new ways of defining their world. This process is fundamentally rational and analytical.

Organizationally, the desired degree of change makes all individuals who work in the ministry of agriculture become more productive in accordance with the vision and mission of their respective Echelon I which ultimately supports the vision of the Ministry of Agriculture, namely the Realization of Food Sovereignty and Farmer Welfare.

A total of 13 respondents participating in the learning task conveyed changes in competence in terms of ideas, innovation, creativity towards a better direction to support their respective organizations. In addition, several respondents stated that they would be more enthusiastic, confident in their work and pass on their knowledge to their friends in their respective organizations.

Organizationally, changes in the competencies of learning task participants who are echelon I employees will be used as a driving force to be more efficient and effective in achieving the vision and mission of echelon I. Changes in individual competencies can be used as a reference to select prospective leaders who will occupy leadership positions as a form of leadership regeneration in order to refresh the organization.

Decision Making Position

Decision making in a policy has an important role in the implementation of a policy, so in this section it must be explained where the decision making of a policy to be implemented is located. The location of decision making is of course very closely related to the stakeholders where every decision taken in carrying out a policy of a program must be in accordance with existing rules and regulations and the decisions taken are of course for the common good.

The decision-making process in the study assignment program is based on the Regulation of the Minister of Agriculture of the Republic of Indonesia Number 10/Permentan/OT.140/3/2015 concerning Guidelines for Study Tasks and Study Permits for Civil Servants in the Scope of Agriculture (Indonesia, 2015). Based on Figure II.2, it can be seen that the determination of learning task participants starts from the proposal of echelon I who will take part in the selection of learning

assignments, then a selection process is carried out, which will finally be determined by the decision of the minister of agriculture.

The plan of prospective participants for study assignments is included in the strategic plan of each echelon I which refers to the strategic plan of the Ministry of Agriculture in the development of internal human resources of the Ministry of Agriculture. The Agricultural Extension and Human Resources Development Agency as the manager of the learning task includes it in the Learning Task Master Plan to plan the required budget. Furthermore, the selection of prospective participants for study assignments is carried out together with the Bureau of Personnel until the determination of prospective participants for learning assignments.

Implementation of study assignments at partner universities in collaboration with the Ministry of Agriculture through the Agricultural Extension and Human Resources Development Agency. All processes are supervised by the Inspectorate General to ensure the selection process is in accordance with Ministry of Agriculture Regulation No. 10 of 2015 concerning Guidelines for Study Tasks and Study Permits for Civil Servants in the Scope of Agriculture (Pertanian, 2015).

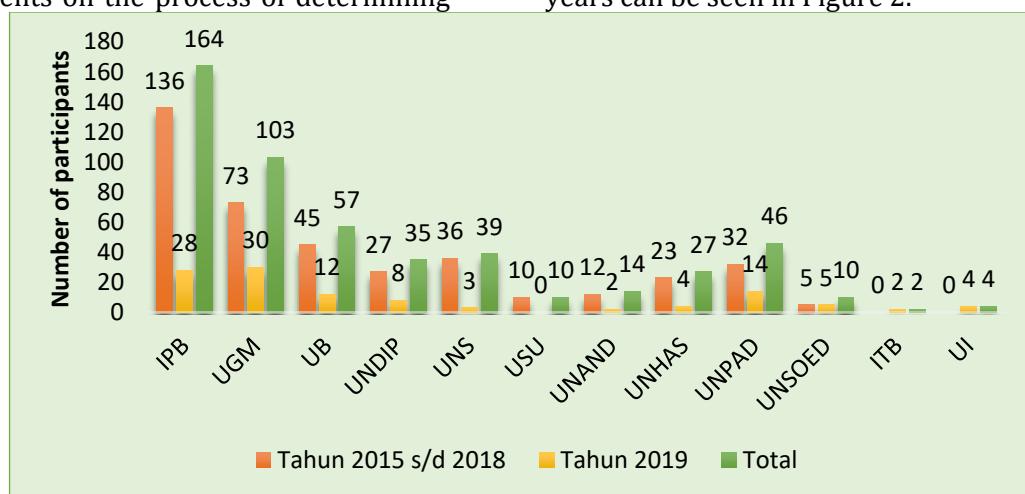
The decision-making process for the assigned learning task participants is in accordance with the Minister of Agriculture Regulation No. 10 of 2015 which is in accordance with the perception of 13 respondents on the process of determining

the learning task participants. Respondents submitted all proposals starting from Echelon I respectively to determine participants who would get the opportunity to take part in the selection of learning assignments, after which they followed the selection process and placement of learning assignments through a deliberation mechanism between the Agricultural Extension and Human Resources Development Agency and Echelon I from the work unit. study task participants.

Program Implementation

The implementation of the program is a very important thing in a policy, because the program implementer is the driver or tool to achieve a success that has been determined at the beginning of policy making. It can be said that these implementers are providers and service providers in a policy. The implementation of the learning assignment program is managed by the Agricultural Education Center at partner universities that have collaborated with the Ministry of Agriculture.

There are 12 partner universities where the learning assignment program is carried out, namely IPB, UI, ITB, UGM, Unpad, UNS, Undip, UB, Unhas, Unand, USU, Unair. Variations in the majors of each partner university can be used as an alternative choice to accommodate organizational needs, statistically the performance of participants in learning assignments at each university for the last 5 years can be seen in Figure 2.



Picture 2. Distribution of Participant Study Assignments at Partner Universities

Source: Ministry of Agriculture, 2023

Figure 2 shows the distribution of study assignment participants who received scholarships from the ministry of agriculture's study assignment program, most of the study assignment participants were at IPB and UGM, which are reference universities in the agricultural sector. IPB and UGM have more variety of majors than other partner universities. The existence of other partner universities is also to accommodate study assignment participants who come from the western and eastern regions who want to take part in learning assignments not far from the institution's home location.

While the diversity for the progress of students on study assignments who graduate, are still active and drop out, it can be seen that students who extend their study period only for the Masters program are only 33 out of 172 or around 19.1%, while the Doctoral program is only 4 out of 69 people or about 5.7%. This shows that the implementation of the learning assignment program at partner universities managed by the Agricultural Education Center is quite effective and efficient. In fact, 13 respondents from partner universities and echelon I stated that the learning task process carried out at partner universities went smoothly. This shows that the coordination built between the Center for Agricultural Education and Partner Universities is going well and has the same goal of facilitating the learning process.

Program Resource

In the implementation or implementation of a policy, it needs to be supported by the existence of resources that can provide a positive and useful influence to the success of the implementation of a policy or program. Adequate resources are certainly very helpful in the implementation of a policy so that it can run well, maximally, effectively and efficiently.

The resources involved in the management of learning assignments consist of 3 elements, namely: a) Agricultural Human Resources Extension and Development Agency as the manager of the learning assignment program; b) Echelon I as the unit sending participants for learning assignments; and c) Partner Universities.

The Agricultural Human Resources Extension and Development Agency as the manager is responsible for planning, selection, determination, financing, monitoring and evaluation. In the structure of the Agricultural Human Resources Extension and Development Agency, its management is in the Agricultural Education Center with the smallest work unit managing the learning task program being in the Cooperation and Learning Tasks Sub-Sector.

Meanwhile, in the Echelon I unit, the nomination of candidates for study assignments, monitoring and evaluation of the staffing aspect is in the general section of each Echelon I. Including income adjustments, promotions and classes, administrative sanctions for staffing are carried out by the General Section.

As for partner universities, the resources for implementing the learning assignment program involve all the organic structures of partner universities in the postgraduate section. PT Mitra has the task of reporting the progress of the study assignment participants, evaluating the learning assignment participants, proposing financing to the return of the study assignment participants to the Ministry of Agriculture.

B. Policy Environment

Power, Interest and Strategy of Involving Actor

According to Agustino (2016) Power, interests and strategies of the actors involved. Merilee S. Grindle explained that in a policy it is necessary to take into account the strength or power, interests and strategies used by actors to facilitate the implementation of a policy implementation.

The implementation of the learning assignment program policy in terms of the powers, interests and strategies of the actors involved can be seen from the Regulation of the Minister of Agriculture of the Republic of Indonesia Number: 10/Permentan/OT.140/3/2015 Concerning the responsibilities of the work units involved, namely the Ministry of Agriculture and Higher Education. partner height (Indonesia, 2015).

In carrying out its duties, the Agency may cooperate with the Bureau, the work unit carrying out the duties and functions in the field of foreign cooperation, the Secretary of the Echelon I Work Unit and/or Higher Education. Partner Universities have an obligation to organize a teaching and learning process for students who are participants in learning assignments. In addition, partner universities are required to provide progress reports for all participants in the ministry of agriculture's study assignments who receive a scholarship program from the ministry of agriculture every semester or every 6 months. This provision is regulated in the cooperation agreement between the Center for Agricultural Education and partner Universities.

There were 13 respondents who conveyed positive support from all stakeholders in escorting the learning task participants according to their respective tupoksi. The synergy of funding support and motivation from the ministry of agriculture with a good teaching and learning process at partner universities makes learning task participants make learning policy policies run effectively.

The Characteristic of Institution and Regime

The environment in which a policy is implemented also affects its success, so in this section the characteristics of the institution will be explained that will also influence the success of the policy. In implementing the policies that have been made, their implementation will be independent of the characteristics or roles of the implementers of the policy itself.

The Ministry of Agriculture seeks to obtain quality, superior agricultural human resources and is able to support the work tasks carried out as Civil Servants at the Ministry of Agriculture by providing opportunities for employees in the agricultural sphere to attend vocational, academic and professional education through learning task programs.

Learning assignments are educational programs whose implementation can be fully or partially financed by the Ministry of Agriculture or funding sources from other institutions. The learning task program is implemented in

collaboration with accredited universities, both at home and abroad. In addition to the study assignment program, the Ministry of Agriculture provides opportunities for employees to take Study Permits at the expense of the employee concerned. For the smooth implementation of the learning assignment program and study permit, it is necessary to stipulate guidelines that regulate the type, time, work unit in charge of handling, planning, requirements, determination, rights and obligations, extension of time, further education, evaluation and reporting, and sanctions into a Ministerial Regulation. Agriculture No. 10/Permentan/OT.140/3/2015 (Indonesia, 2015).

Meanwhile, partner universities must carry out their functions as educational institutions to encourage students to graduate on time with a study period of 2 years for the master's program and 4 years for the doctoral program.

This synergy allows most of the participants to study assignments to graduate on time with optimal services provided by universities to obtain quality, superior agricultural human resources and be able to support the work assignments carried out as Civil Servants at the Ministry of Agriculture. This is evidenced by the perception of 13 respondents towards the maximum service provided by the Ministry of Agriculture and Partner Universities.

Compliance and Responsiveness

The level of compliance and the response from the implementer. According to Merilee S. Grindle, another thing that is considered important in the process of implementing a policy is the compliance and response of the implementers. So at this point is the extent of compliance and response from implementers in responding to a policy.

All study assignment participants comply with the provisions stipulated by Minister of Agriculture Number 10 of 2015 to carry out the study assignment program to the maximum in order to graduate on time. Minister of Agriculture Regulation No. 10 of 2015 regulates the rights and obligations of study assignment participants and sanctions. Understanding of the rights, obligations and sanctions in accordance with

Minister of Agriculture Regulation No. 10 of 2015, provides more motivation for learning task participants to participate in the study assignment program properly as evidenced by the answers of 13 respondents who are ready to comply with all the rules of the study assignment policy properly.

C. Important Note: Some Points are essential to notice

Basically, the results of the study provide an overview of the smooth process of implementing the Learning Tasks policy, however, the results of observations and in-depth interviews also provide some important notes that need to be considered for future policy improvements. The policy on learning assignments for the S2 and S3 programs in its implementation causes the emergence of several risks that must be considered so that the policy objectives can be better achieved in the future, namely:

1. Different on-time graduation rates, due to the fact that there is an excess of time for doctoral study assignments, which are different from the university's enthusiasm to graduate students on time.
2. The number of students who apply for an extension of study time because they are given space in the Regulation of the Minister of Agriculture.
3. The matriculation policy for in-linear majors is not accommodated in the Regulation of the Minister of Agriculture so that it cannot be financed and charged to participants of study assignments.
4. Different drop out policies in universities cause the Ministry of Agriculture to be unable to provide administrative sanctions to participants in learning assignments within the same study period. In general, the study period for S2 is 4 years and S3 is 5 years.
5. The research titles that are compiled are not in line with the needs of the organization, because they are not regulated in the Regulation of the Ministry of Agriculture. The title of the research only follows the advice of the supervisor without regard to the interests of the sending organization.

CONCLUSION

The results of the study generally illustrate that the implementation of the S2 and S3 study assignment policies within the Ministry of Agriculture has accommodated various important things needed for the successful implementation of the policy, such as the interests of the target group, namely ASN who take on learning assignments who gain increased competence and educational background so as to support efforts to achieve the vision and mission of the organization. This automatically benefits the organization either directly or indirectly.

From the point of view of the decision-making process for the participants of the learning task that has been set in accordance with the Minister of Agriculture No. 10 of 2015 has been implemented properly. The coordination that was built between the Agricultural Education Center and the Partner Universities also went well and had the same goal of facilitating the learning process. Likewise, in terms of resources, the learning assignment program has involved the role of the Agricultural Education Center, Echelon I sending participants for study assignments and partner universities, all of which have also worked well according to their duties and functions. In addition, all stakeholders in escorting the participants of the learning task carry out according to their respective duties and responsibilities. The synergy of funding support and motivation from the Ministry of Agriculture also supports learning task participants to carry out their duties effectively. The synergy between the Ministry of Agriculture and Partner Universities which have different characteristics makes most of the participants in the study task able to graduate on time. In terms of compliance, all study assignment participants comply with the provisions stipulated by Minister of Agriculture No. 10 of 2015 to carry out the study assignment program to the maximum in order to graduate on time.

However, there are several important challenges that must be considered in order to strengthen future study assignment policies, including: Different on-time graduation rates; the

number of students who apply for an extension of study time because they are given space in the Regulation of the Minister of Agriculture; matriculation policy for inlinear majors is not regulated in the Regulation of the Minister of Agriculture; different drop out policies in universities make it difficult to give administrative sanctions to participants in learning assignments within the same study period; and there are still research titles that are not in line with the needs of the organization.

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