

# Public Sector Human Resources Capacity Development in Equivalent Administrative Positions into Functional Positions in the City of Makassar

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## Conference Paper

# Public Sector Human Resources Capacity Development in Equivalent Administrative Positions into Functional Positions in the City of Makassar

Yosar Kardiati<sup>1</sup>, Muh. Akmal Ibrahim<sup>2</sup>, Badu Ahmad<sup>2</sup>, Gita Susanti<sup>2</sup><sup>1</sup>Doctoral Student of Public Administration, Faculty of Social and Political Sciences, Hasanuddin University<sup>2</sup>Department of Administrative Science, Faculty of Social and Political Science, Hasanuddin University, Makassar, Indonesia**Abstract.**

The study aimed to examine the capacity building of public sector human resources in the context of the equalization of administrative positions into functional positions in Makassar. This bureaucratic reform was triggered by the issuance of Regulation of the Minister of Administrative and Bureaucratic Reform Number 17 of 2021, which aimed to restructure the government apparatus and had significant implications for bureaucratic work systems and mechanisms, particularly in the local government sphere. To conduct the research, qualitative research methods were employed. Data collection methods included observations, in-depth interviews, and documentation, with primary and secondary data sources contributing to the study. An interactive data analysis model was used for data analysis. The study revealed that efforts to develop the capacity of employees in implementing the equalization of administrative positions into functional positions in Makassar City were relatively effective. Capacity-building initiatives were focused on civil servants who were impacted by the changes resulting from the equalization of positions. Despite these efforts, the study identified that the impact of capacity building on civil servants affected by the equalization of positions was not fully realized. There were still some challenges or limitations hindering the complete integration of the changes and the optimal utilization of human resources in their new functional roles. As a result, the study suggests that additional measures may be required to enhance the capacity-building process and ensure that civil servants are fully equipped to perform effectively in their new functional positions. These measures may include further training and support to help civil servants adapt to the changes and fulfill the responsibilities of their new roles.

**Keywords:** capacity building, human resources for public organizations, equal positions

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## 1. Introduction

Capacity building can be interpreted as a process in which individuals, groups, organizations, institutions, and communities can increase their ability to perform basic tasks and functions (core functions), solve problems, formulate and realize the achievement of predetermined goals, and understand and meet development needs in a broader and sustainable context [1]. In particular, human resources in organizations, especially in the public sector, which are called civil servants, are required to maximize their capacity to carry out their main tasks and functions so that they can provide job satisfaction with existing standards. Increasing the capacity of civil servants in government organizations is also needed to improve the quality of implementation, development, and service to the community.

Soeprapto [2] explained that capacity is the ability, skill, understanding, attitude, values, relationships, behavior, motivation, resources, and conditions that enable each individual, organization, network or sector, and system to carry out their functions and achieve objective development that has been determined from time to time. Capacity development, according to Milen [1] is a special task related to factors in a particular organization or system at a certain time. Grindle [3] defined human resource capacity development as a step toward developing the human resources needed to increase individual capacity to complete tasks both technically and professionally. Hasibuan [4](2000) further explains that civil servant development is an effort to improve the technical, theoretical, conceptual, and moral abilities of civil servants by the needs of the job or position through education and training.

Milen [1] explains that in the process of capacity building, GTZ (Deutsche Gesellschaft für Technische Zusammenarbeit) describes three levels which are the focus of analysis and the process of change within an organization, namely the system level, organizational level, and individual level which will be explained as follows.

1. At the system level, an organization must make efforts to process improvements to systems, policies, and rules that form the basis of various programs, activities, and activities in the organization. In developing the quality of this system, the main focus is on changing policies and regulations that are considered to impede the optimal performance of the organization.
2. At the organizational level, capacity-building efforts relate to creating an organizational structure, culture, and management tools that support civil servants or individuals to show their best performance. The organization consists of two

main elements: organizational hardware elements, including infrastructure, organizational structure, and budget support; and organizational software elements, including organizational culture, work procedures, and information resources.

3. The individual level is an organizational human resource whose capabilities and professionalism must be improved in terms of knowledge, competence, skills, and work ethics.

Warsito [5] state that <sup>17</sup> the capacity of human resources is very limited in most regions of Indonesia, making capacity-building programs one of the main agendas that must be carried out. Efforts to increase the capacity of government civil servants are sought so that the state civil apparatus has a work ethic; is productive, skilled, creative, disciplined, and professional; and can adapt to organizational changes to <sup>11</sup> the implementation of bureaucratic reforms. One of the agendas in bureaucratic reform is the arrangement of human resources for civil servants, which is contained in <sup>1</sup> Regulation of the Minister of Administrative and Bureaucratic Reform Number 25 of 2020, which explains that eight areas of change are the target of bureaucratic reform: a) change management, b) policy deregulation, c) organizational arrangement, d) management arrangements, e) arrangement of apparatus human resources, f) strengthening accountability, g) strengthening supervision, and h) improving the quality of public services.

To achieve good governance, it is necessary to reform and change the government administration system. Good governance is a form of bureaucratic reform that is promoted by the government. One of the goals of reform is to realize good governance with civil servants (civil servants) who have high integrity, are more productive, and are ready to provide excellent service to the community, so that public trust increases. This is in line with the President's policy of creating a more dynamic and professional bureaucracy <sup>15</sup> in an effort to increase effectiveness and efficiency in supporting the performance of government services to the public.

Thus, government organizations must change their work culture and no longer carry out business-as-usual activities, but dare to carry out several transformations. Based on this policy, the Minister <sup>8</sup> of Administrative and Bureaucratic Reform issued regulations of Minister of Administrative and Bureaucratic Reform Number 17 of 2021 concerning the <sup>12</sup> Equalization of Administrative Positions into Functional Positions, which is a follow-up to the policy of Minister of Administrative and Bureaucratic Reform Number 8 of 2019 regarding Equalization of Administrative Positions in Functional Positions. This is intended to provide time for central and regional agencies to implement an equalization policy.

Equalization of administrative positions into functional positions, hereafter referred to as equalization of positions, is the appointment of administrative officials into functional positions through adjustment/in passing to equivalent functional positions. Equalization of administrative positions to functional positions aims to create a more dynamic and professional bureaucracy in an effort to increase the effectiveness and efficiency of supporting the performance of government services to the public. The types of administrative positions equivalent to the functional positions include the following:

1. Position of Administrator (echelon III) or equivalent Head of Section
2. Position of Supervisor (echelon IV) or equivalent Head of Sub Division
3. Executive Position (echelon V) or equivalent Administrative Staff.

The criteria for equalizing administrative positions with functional positions are as follows:

4. The officials proposed for equalization of positions are administrative officials who at the time of simplification of the organizational structure sat in positions affected by the simplification of the organizational structure
5. The duties and functions of the position are related to functional technical services.
6. The duties and functions of the position can be performed by functional officials.
7. <sup>8</sup> Positions based on expertise/skill.

<sup>11</sup> The regulation of Minister of Administrative and Bureaucratic Reform Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions has an <sup>16</sup> impact on the system and mechanism of bureaucratic work, especially within the scope of the regional government, one of which is the obligation to appoint and inaugurate equalization into functional positions. However, the main problem faced by the government is the low capacity of civil servants to develop and support effective and efficient bureaucratic reforms. It is necessary to increase the capacity of government civil servants to increase the professionalism of state administration management and to be able to develop and continue to adapt to environmental changes; in this case, the implementation of changes. Equalization of administrative positions in functional positions.

One regional government that has equalized administrative positions into functional positions is the regional government in Makassar City. In 2021, functional positions will be inaugurated with a total of 250 people affected in Makassar City, which will be distributed to 35 Local Government Organizations of the Makassar City Government.

Various problems have occurred in implementing the policy of equalizing positions in the Makassar City Government. Affected civil servants complained about the change in the equalization of administrative positions into functional positions, which caused difficulties in adapting to the regulations. In addition, the level of understanding of civil servants regarding the technical implementation of the equalization of administrative positions into functional positions was still minimal and confusing for civil servants who were affected.

Therefore, the authors consider it very urgent to conduct studies related to how to develop the capacity of resources, namely civil servants, in implementing the policy of equalizing administrative positions into functional positions, which is still a new policy in the Indonesian government.

This paper focuses and aims to find out how to develop human resource capacity in public sector organizations with a case study of equalizing administrative positions into functional positions in the government in Makassar City using the GTZ (Deutsche Gesellschaft für Technische Zusammenarbeit) approach which looks at the abilities and professionalism of employees, namely knowledge, competence, skills and work ethics of civil servants affected by the Government of Makassar City.

## 2. Methods

Qualitative research methods were used in this study. The qualitative research method in this study aims to explain or describe problems in a systematic, factual, and accurate manner [6]. The location is the City Government of Makassar, where the selection of this location is based on the problem, namely the development of human resource capacity in public sector organizations with case studies of equalizing administrative positions into functional positions, as has been implemented in the central and regional governments, including the government in Makassar City. No research has been conducted specifically on the phenomenon of equalizing administrative positions into functional positions in the government of Makassar City, which makes it easier for writers to obtain secondary data or information directly. The informants in this study are authorized to provide information regarding the implementation of the equalization of administrative positions into functional positions in the government in Makassar City.

Primary and secondary data were obtained. Primary data are obtained directly from sources (not through intermediary media), which can be in the form of individual or group subject (person) opinions, observations of an object (physical), events or activities, and test results. Secondary data are obtained in a ready-made form or in the form of

publication data. The primary data in this study are the result of direct interviews with informants and observations about the implementation of the equalization of administrative positions into functional positions in the government in Makassar City, while the secondary data consist of data relating to the implementation of the equalization of administrative positions in functional positions. obtained from the internet, books, journals, and previous researchers. The main data collection techniques were in-depth interviews and participant observation, namely, observation where the researcher is involved with the daily activities of the person being observed or used as a source of research data. The study of documentation, namely, studying documents or records of events that have passed. The data analysis technique used in this study employs interactive model data analysis techniques [7].

### 3. Results and Discussion

#### 3.1. Implementation of Equalization of Administrative Positions into Functional Positions in Makassar City Government

In the Makassar City Government, there are Civil Servants (PNS) are affected by changes in the equalization of administrative positions into functional positions that are found in almost all Local Government Organizations (OPD), which can be seen in the table below.

The number of civil servants in Makassar City approved by the central government for this equalization of positions was 250, while the total number of civil servants proposed was 353. This is because Local Government Organizations do not allow the equalization of positions. After all, these positions must remain, so they cannot switch to functional positions. The local government organizations are regional financial and asset management agencies and the civil service police unit.

Civil servants who are equalized are Supervisory Officers whose positions are then equated into functional positions to become Junior Expert Analysts.

Based on research findings related to the implementation of equalization of administrative positions into functional positions in the Makassar City Government that has been carried out for the first year, civil servants who are affected by the equalization of positions are still referred to as sub-coordinators in the same duties when the affected civil servants are still in structural positions. Thus, they remain as subcoordinators for the first year after the change in the equalization of positions.

TABLE 1: Number of Civil Servants Affected by Equalization of Administrative Positions into Functional Positions in Makassar City.

Name of Regional / Service Organization	The number of Civil Servants affected
Local Government Secretariat	21
Secretariat of the Regional People's Representative Council	6
Agency of Education	4
Agency of Health Service	7
Agency of Public Work	9
Agency of Spatial Planning	9
Agency of Housing and Residential Areas	8
Agency of Fire and Safety	4
Agency of Social Affairs	8
Employment Agencies	12
Agency of Women Empowerment and Child Protection	9
Agency of Food Security	4
Agency of Environmental	9
Agency of Civil Registry Service	9
Agency of Population Control and Family Planning	9
Agency of Transportation	3
Agency of Communication and Informatics	7
Agency of Cooperatives, Small and Medium Enterprises	5
Agency of Youth and Sports	9
Agency of One Stop Integrated Services and Investment	12
Agency of Culture Affairs	5
Agency of Fisheries and Agriculture	10
Agency of Tourism Affairs	11
Agency of Trade Affairs	10
Agency of Library Affairs	4
Archives Agency	3
Agency of Land Affairs	2
Agency of Local Government Revenue	2
Development Planning Agency at Sub-National Level	6
Local Government Staffing and Human Resources Development Agency	9
Local Government Research and Development Agency	5
Agency for National Unity and Politics	4
Agency of Disaster Management	4
Agency of Financial and Asset Management	1
Makassar City Government Hospital	10

Source: Makassar City Personnel and Human Resources Development Agency, 2023

Then, related to career development, the affected civil servant immediately becomes a functional official and no longer a structural official. This occurred after the first year of the change in the equalization of positions.

During the first year, it is possible for civil servants who are affected to have the opportunity to raise their rank or career at one level above it. Therefore, in the first year after the change in the equalization of positions, the rank of the affected civil servant can still go up one level because they still use the structural position system and have not used the functional position system in that year. After one year of changes in the equalization of positions, the full functional position system is used, namely, a credit score scoring system. The credit score assessment for each level of functional position is shown in the following table:

TABLE 2: Target Credit Points for Functional Positions.

Level of Education	First Expert		Young Expert		Associate Expert			Main Expert	
	10 III/a	III/b	III/c	III/d	IV/a	IV/b	IV/c	IV/d	IV/e
Bachelor / DIV	50	50	100	100	150	150	150	200	200
Masters	-	50	100	100	150	150	150	200	200
Doctor	-	-	100	100	150	150	150	200	200

Source: Makassar City Personnel and Human Resources Development Agency, 2023

Several changes occurred after this change in the equalization of positions for affected civil servants. The first is compensation, which changed and varied. Civil servants have increased compensation and benefits, and there are a small number of affected civil servants whose salaries and benefits have decreased. However, most civil servants affected by this change in the equalization of positions experienced an increase in benefits. This was also caused by different regulations from the Ministries or Agencies under them. For example, if the affected civil servant is from the BKPSDM, then the State Civil Service Agency is in charge. The functional officials at Bappeda are then directly supervised by Bappenas. Functional officials at the Archives Service are directly supervised by the National Archives of the Republic of Indonesia (ANRI).

Second, it is effective. There are several functional officials; in this case, civil servants are affected by changes in the equalization of positions who have not been able to fulfill their functions as functional officials. This is because the affected civil servant so far has only carried out managerial duties so that when he becomes a functional official, the affected civil servant must go down directly and even go directly to the field to carry out his main duties and functions. Several affected civil servants do not understand their main tasks and functions because they are directly appointed as functional officials.

Meanwhile, for three years as a functional official, it has become an obligation and a necessity for affected civil servants to attend the training that has been determined. However, there are still some affected civil servants who have not attended the training because they have to comply with and follow their parents; in this case, the Ministry or Agency oversees them. Therefore, within these three years, affected civil servants are required to attend existing training or training through their respective main tasks and functions.

The obstacle experienced by the City Government of Makassar in changing the equalization of positions is that most affected civil servants still do not understand the preparation of credit scores. They do not fully understand this, while compiling credit numbers requires coordination. This overwhelmed the Makassar City Government because not all of them were covered by the credit score assessment. Meanwhile, those covered by the credit score assessment are only the health and education offices.

The other obstacle is the problem; in this case, it is more to the administrative process. All lists of civil servant names must be sent to the Provincial Government in advance so that this is the list of civil servants to be assessed. The analysis of human resources is sent to the State Civil Service Agency.

Meanwhile, the obstacles experienced by civil servants affected by this change in the equalization of positions are the main tasks and functions that are still not fully understood. This is also due to the placement of affected civil servants in functional positions that are inappropriate and in line with their educational backgrounds and disciplines. Meanwhile, technical instructions related to functional positions can be said to be lacking. Previously, affected civil servants worked managerially and then changed to carry out their duties functionally. Until finally, several civil servants were affected by asking them to change their functional positions because they were not influenced by their scientific discipline.

The research findings also show that civil servants affected by changes in the equalization of administrative positions into functional positions still need more in-depth guidance and socialization regarding their main duties and functions as functional officials.

Based on the response of affected civil servants to changes in the equalization of administrative positions to functional positions financially, they are mostly happy and enthusiastic because they will experience an increase in benefits. In terms of the main tasks and functions of functional officials, the response of the affected civil servants varies. They are still trying to find ways to fulfill their credit score assessment, which are their main tasks and functions, so that they go directly to the field to carry out their

duties. Before working, they spent more time in the office. However, after the change in the equalization of positions, affected civil servants must work alone, and if they do not work, they will not obtain a credit score.

The technical inhibiting factor experienced by the Makassar City Government in changing the equalization of administrative positions into functional positions was related to administrative problems, because they had to ask permission first from the Central Government. However, there are no more complex requirements, namely, only echelon IV requirements for affected civil servants. There are 250 civil servants approved by the central government for the equalization of administrative positions into functional positions, all of which are echelon IV. Of the 353 civil servants submitted, only 250 were approved because several Local Government Organizations did not need to be functional, namely, the Regional Finance and Asset Management Agency and the Civil Service Police Unit.

Development of Civil Servant Capacity in Equalizing Administrative Positions into Functional Positions in Makassar City

Based on the theory of (Deutsche Gesellschaft für Technische Zusammenarbeit) in capacity building, there is one level of development that focuses on individuals, namely, human resources in organizations. At the individual level, what must be improved is the ability and professionalism of civil servants which includes knowledge, competence, skills, and work ethics. The individuals or human resources in this study are government civil servants affected by the equalization of administrative positions into functional positions in Makassar City.

### 3.2. Increasing Knowledge and Skills of Civil servants

At the Makassar City Government, regarding the change in the equalization of administrative positions into functional positions, socialization was carried out regarding the procedures for compiling a List of Proposed Credit Score Ratings (DUPAK), socialization related to the main tasks and functions as functional officials, and socialization regarding what must be done to increase rank.

Functional education and training (training) for each field are carried out according to their main duties and functions. Education and training are provided according to needs, but within three years after the change in the equalization of positions, the affected civil servants are obliged to attend their respective training. Functional training is usually performed once a year. After three years, the affected civil servants have become staff or civil servants who carry out their main duties and function as functional officials.

Special training in the Makassar City Government is usually conducted more than once a year. There is also training conducted by each affected civil servant by the parent or the Ministry and Agency that oversees it.

In the theory of GTZ capacity development in Milen [1] especially at the individual level, civil servants, who are affected by the equalization of administrative positions into functional positions of the Makassar City Government, must improve the capabilities and professionalism of civil servants, namely how to increase knowledge, competence, and civil servants in Makassar City Government. In the equalization of administrative positions into functional positions in the Makassar City Government, the increase in the knowledge and skills of civil servants can be seen from how efforts are made to provide an understanding of civil servants who are affected by the implementation of the equalization of positions. However, based on research findings, it can be said that most civil servants who are affected by the equalization of administrative positions into functional positions still do not fully understand their positions as functional officials. This is because the implementation of the equalization of administrative positions into functional positions is still relatively new, where the implementation of these changes is carried out in stages, and the system, rules, main tasks, and functions of the affected civil servants have not been fully applied to the functional position system. It can be said that civil servants affected by the equalization of administrative positions into functional positions in the Makassar City Government are still in the process of adapting. This is because the implementation of the equalization of administrative positions into functional positions is still relatively new, where the implementation of these changes is carried out in stages, and the system, rules, main tasks, and functions of the affected civil servants have not been fully applied to the functional position system. It can be said that civil servants affected by the equalization of administrative positions into functional positions in the Makassar City Government are still in the process of adapting. This is because the implementation of the equalization of administrative positions into functional positions is still relatively new, where the implementation of these changes is carried out in stages, and the system, rules, main tasks, and functions of the affected civil servants have not been fully applied to the functional position system. It can be said that civil servants affected by the equalization of administrative positions into functional positions in the Makassar City Government are still in the process of adapting.

At the Makassar City Government, these efforts were carried out through educational and training programs. Referring to Siagian's [8] statement, the implementation of civil servant capacity-building strategies through training is deemed ideal and effective. Three factors determine the success of the strategy: (1) The strategy formulated must be

consistent with the situation faced by the organization. (2) The strategy must realistically consider resources, facilities, infrastructure, and required budget. (3) The determined strategy is operated carefully with benchmarks when operationalizing and implementing it. Based on these three factors and research findings in the field of the City Government of Makassar regarding the development of civil servant capacity in equalizing administrative positions into functional positions through training, it can be said to be quite effective. Referring to the first factor, education and training programs in equalizing administrative positions to functional positions have been established as mandatory agendas that must be followed by affected civil servants, which has also justified the fulfillment of the second factor. The third factor is the accuracy of operating and implementing civil servant capacity development strategies.

### 3.3. Formation of Civil Servant Ethics and Discipline

Ethics and civil servant discipline, in this case, are only regulated in regulations, namely the regulations of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions, and is regulated in a Circular Letter from the State Civil Service Agency Number 1376/B-MP.01.03/SD/K/2023. These regulations explain how ranks are arranged. The regulation stipulates that in four years, one's rank can be increased. Thus, it is mandatory to fulfill the credit score. Therefore, promotions must meet these requirements by achieving credit scores for the affected civil servants. It was different when he was still in office in a structural system with more complex promotion requirements.

Regarding the special sanction mechanism for the equalization of administrative positions into functional positions, it can be said that there is no such thing yet but still refers to the new rules, namely, the Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 17 of 2021. If the affected civil servant does not want to participate or refuse to equalize this position, then he must accept the consequences, namely, returning to being an ordinary staff member in his previous structural position.

Thus, in the first year after the change in job equalization, affected civil servants get some kind of opportunity to be promoted after four years in that rank. After the first year, they collected credit scores. This assessment is performed directly by superiors in the respective Ministry or Agency that oversees it by the Civil Servant Performance Targets (SKP). The assessment criteria in the SKP for affected civil servants must exceed their expectations for promotion.

Affected civil servants can still serve in structural positions and can even become Heads of Fields, for example. However, when serving in a structural position, the affected civil servant can no longer switch to a functional official because they must take another competency test. However, functional officials are considered more flexible in terms of career achievements than structural officials. The drawback of functional positions is that the affected civil servant cannot return to a functional official after switching to a structural position. It can be said, civil servants only have the opportunity once to become functional officials.

So far, based on research findings, in the Makassar City Government, it can be said that there have been no civil servants affected by changes in the equalization of administrative positions into functional positions that violated the change in the equalization of administrative positions in functional positions. It is just that some civil servants ask to change the placement or field of placement that has been determined by the central government because the affected civil servants want to adjust their functional position according to their educational background or scientific discipline.

As the GTZ theory in Milen [1] states, at the individual level in capacity building, one of the human resources that must be improved is work ethics. This can be seen in how rules or regulations guide the discipline and code of ethics for civil servants. In the equalization of administrative positions into functional positions in the Makassar City Government, it can be concluded that there are no rules or regulations related to civil servant discipline and ethics, especially in the equalization of administrative positions to functional positions. However, during the implementation of the equalization of administrative positions into functional positions in the Makassar City Government, it can be concluded that the ethics and discipline of the affected civil servants are quite good.

#### <sup>3</sup> 4. Conclusion

Based on the results of the research and discussion described above, the conclusions of this study indicate that the development of civil servant capacity in implementing the equalization of administrative positions into functional positions in Makassar is quite effective. Efforts have been made to develop resource capacity; in this case, civil servants were affected by changes in the equalization of administrative positions into functional positions in the Makassar City Government. However, these efforts have not fully affected civil servants, who are affected by changes in the equalization of positions.

This is due to several things, namely the incompatibility of position placement with the civil servant's background or discipline.

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