

# Evaluation of Personnel Management for Expert Staff and Administrative Staff of DPR RI Members using CIPP Analysis

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## ABSTRACT

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(Purpose) The evaluation of the personnel management system for Expert Staff (TA) and Administrative Staff of Members (SAA) at the Indonesian House of Representatives (DPR RI) is crucial in supporting the constitutional functions of its members. This study aims to analyze the effectiveness of the TA and SAA management system using the CIPP (Context, Input, Process, Product) evaluation model to identify areas for improvement. (Methods) The CIPP evaluation model is used to assess the context, input, process, and product aspects of personnel management. Data were collected through interviews and document studies related to human resource management policies at DPR RI. (Results) The findings show that the "Context" component had the highest score, indicating that the organization's vision, mission, and philosophical foundation are well-established. However, the "Product" component received the lowest score, with key findings highlighting the lack of clear performance standards, disproportionate division of work units, and inefficient discipline and resource management. This research underscores the need for the application of New Public Management (NPM) principles in TA and SAA management, particularly in the development of performance standards, enhancement of professional competition, and resource efficiency. (Implications) Furthermore, recommendations are made to categorize TA and SAA as political staff, while the Secretariat General focuses on administrative and technical support, to enhance the effectiveness and efficiency of DPR RI's legislative performance.

**Keywords:** personnel management, TA, SAA, CIPP, DPR RI.

## INTRODUCTION

The House of Representatives of the Republic of Indonesia (DPR RI) is a legislative body positioned as one of the highest state institutions, with characteristics that differ from the executive and judiciary. Over time, as governance and governmental conditions evolve, the duties and functions of DPR RI have undergone significant changes, necessitating a human resource management system that aligns with its needs. DPR RI comprises various types of personnel, each governed by distinct regulations, which present challenges in optimizing human resource management.

Decision-making within the New Public Management (NPM) approach emphasizes decentralization and cost efficiency, while the Good Governance (GGG) concept focuses on improving the quality of public services and public trust in government institutions. In both approaches, administrators and managers at all levels are granted autonomy to make decisions related to their duties and responsibilities, with a focus on operational efficiency and effectiveness (Syafri & Alwi, 2014, pp. 2-3).

This study emphasizes the importance of human resource management (HRM) in state institutions or public organizations. According to Max Weber, rational bureaucracy in state institutions or public organizations is

characterized by several key features, such as: (a) standardization and formalization, (b) division of labor and specialization, (c) hierarchy of authority, and (d) professionalism and written documentation. However, in the context of modern public management, organizational structures are also influenced by competitive environmental conditions, requiring public organizations to design adaptive and efficient structures. Flatter structures enable faster communication, allowing organizations to operate more efficiently and respond more effectively to environmental changes (Syafri & Alwi, 2014).

To assess HRM in state institutions or public organizations, it is essential to evaluate the implementation of HRM before determining an appropriate model. This evaluation involves the process of identifying, clarifying, and applying relevant criteria to assess the success of HRM programs. The CIPP (Context, Input, Process, Product) evaluation model is one method that can be used to comprehensively assess the effectiveness of programs (Stufflebeam, 2017; Nurhayani et al., 2022).

Referring to the above background, this study aims to evaluate the implementation of personnel management policies within the DPR RI, specifically using the CIPP evaluation model. This is done to ensure that personnel management within DPR RI supports the achievement of the organization's goals optimally. In support of DPR RI's reform efforts, the Households Affairs Agency (BURT) emphasizes the importance of budgetary and personnel reform as part of efforts to create parliamentary autonomy. This reform involves structural and systemic changes, accompanied by infrastructure strengthening and other technical changes, with the aim of creating a more independent and efficient personnel management system.

Table 1. Personnel Composition within DPR RI in 2022

No	Type	Number of Employees
1	Civil Servant (ASN)	1,311 people
2	Special Staff, Expert Staff, Member's Secretary	4,365 people
3	Non-Permanent Employees/Non-ASN/PTT/Honorary Staff at DPR RI, initially called PPNASN, now referred to as TSP	1,487 people
4	Outsourced Staff	1,112 people
	<b>Total</b>	<b>8,275 people</b>

Source: (Personnel Data from the Secretariat General of DPR RI, as of October 2022)

The number of employees in the Indonesian House of Representatives (DPR RI) based on different types of employment is presented in Table 1. The most prominent categories are Expert Staff (TA) and Administrative Staff of Members (SAA). Therefore, evaluating TA and SAA in the DPR RI is crucial, not only due to their numbers but also because of their strategic roles in supporting legislative functions. TA and SAA contribute to policy formulation, legal analysis, and legislation, meaning that effective management will have a direct impact on the quality of DPR RI's decisions (Syafri & Alwi, 2014).

The management of TA and SAA is governed by different regulations compared to the Civil Service (ASN), leading to discrepancies in salaries, rights, and benefits. This evaluation aims to assess the appropriateness of these regulations and design a management model that aligns with their needs and characteristics (Law No. 17 of 2014; Law No. 13 of 2013).

Furthermore, this evaluation supports the achievement of parliamentary autonomy. Currently, the management of DPR RI's personnel is still under the Ministry of Administrative and Bureaucratic Reform (KemenPAN-RB), which has the potential to cause executive intervention in personnel management. The evaluation seeks to enhance the independence of DPR RI and ensure that its personnel management supports the principles of good governance and New Public Management (Syafri & Alwi, 2014; Hamzah, 2019).

## Literature review

### Components of the CIPP Evaluation Model

The CIPP model provides a comprehensive framework for evaluating programs through four main components: context, input, process, and product. Each component contributes to understanding how human resource management (HRM) policies are implemented and how the results are assessed. The context component focuses on DPR RI's vision, mission, and philosophical foundations, including the strategic plan for HR management. This involves evaluating whether DPR has a vision that supports a commitment to effective HR management and the relevant policy systems in place.

The input component assesses the readiness of resources, including organizational structure, strategies, and the availability of human resources, facilities, infrastructure, and budgets necessary for implementing HRM policies. The process component measures the effectiveness of program design and implementation, including organizing and directing human resources to meet organizational goals. Meanwhile, the product component evaluates the final outcomes of HRM implementation, focusing on whether HRM has successfully created professional management aligned with the principles of New Public Management and Good Governance. The indicators used to assess this include performance standards, control of outputs and outcomes, and the effectiveness of human resources in supporting organizational goals (Stufflebeam, 2017).

### Personnel Management for TA and SAA

The management of Expert Staff (TA) in the DPR RI plays a crucial role in supporting legislative performance. TAs are responsible for conducting research and analysis on issues being discussed in the DPR, preparing materials for key meetings such as working sessions and public hearings, and providing data-driven recommendations. Additionally, TAs assist in drafting legislation and overseeing public policy implementation. This role requires close collaboration between TAs, DPR members, and administrative staff, as well as strong networking skills with external entities such as government agencies and academics (Syafri & Alwi, 2014).

Human resource policies in the DPR RI are designed to manage various categories of employees, including both Civil Servants (ASN) and non-ASN staff. These policies aim to ensure that all employees in the DPR RI can perform their roles and functions effectively and efficiently. Among the workforce, TA and SAA are key components that support the constitutional duties of DPR members.

The roles of TAs and SAAs are based on several legal regulations, including Law No. 13 of 2019, which amends Law No. 17 of 2014 (UU MD3). Article 83, paragraph (1), states that expert staff and administrative staff support DPR's operational units. Expert staff in commissions and factions possess specific expertise to support legislative processes, policy analysis, and other DPR activities. Additionally, Presidential Regulation No. 26 of 2020 governs the Secretariat General of the DPR and stipulates the duties of special staff to DPR leadership. These staff members provide advice, conduct research, and support both legislative and non-legislative duties. The qualifications and appointments of special staff are determined by the DPR leadership through a formal

TA and SAA also play important roles in supporting DPR members' administrative duties. According to DPR Regulation No. 1 of 2019, each DPR member is supported by two administrative staff who assist in administrative tasks and the management of constituency offices. Similar to TA, SAA staff are directly recruited by DPR members and appointed by the DPR Secretariat General.

## METHODS

This study was conducted at the House of Representatives of the Republic of Indonesia (DPR RI), located on Jl. Jenderal Gatot Subroto, Central Jakarta, DKI Jakarta. The research location was selected due to its relevance and accessibility to the research subjects, namely TA (Expert Staff) and SAA (Administrative Staff of Members) in the DPR RI. The focus of the research is to evaluate personnel management at DPR RI, with the unit of analysis at the organizational level.

In this study, the selected subjects are DPR RI employees, specifically TA and SAA, to obtain comprehensive and complex data. Thus, quantitative instruments are required to simplify and better understand the data. The personnel management evaluation utilizes the CIPP model (Context, Input, Process, Product), developed by Stufflebeam, as this approach enables accurate measurement of the effectiveness and efficiency of the implemented

policies. The quantitative approach supports strong evidence-based decision-making, ensuring that the evaluation results can be relied upon to improve institutional performance.

The approach employed in this study is the mixed-method or Mixed Method, combining both qualitative and quantitative methods. According to Bogdan and Taylor, qualitative research produces descriptive data in the form of words and observable behaviors, while the quantitative method is grounded in positivism philosophy and aims to test hypotheses through statistical analysis (Moleong, 1997; Sugiyono, 2009). This method enables a comprehensive study by collecting measurable data that can be analyzed objectively, while also providing a deep understanding of the studied phenomena. The evaluation is conducted based on data gathered from interviews and performance evaluations related to personnel management, using structured instruments to measure composite values in each component.

This study employs the CIPP evaluation model (Context, Input, Process, Product) to assess the personnel management of TA and SAA within the DPR RI Secretariat General. The method aims to identify the effectiveness of human resource management through a comprehensive analysis of four key aspects: context, input, process, and product of personnel management. The Context component measures the alignment of vision, mission, and philosophical foundations with the institution's tasks and functions, reflecting how the institution supports the roles of TA and SAA. The Input component assesses the available resources, including the quality and quantity of supporting staff, as well as the systems used in recruitment and employee management. The Process component evaluates the implementation of policies and procedures in personnel management, while the Product component measures the outcomes or results of the management process, including employee productivity and performance.

The stages of this research began with the qualitative phase, in which issues and objectives related to the evaluation of personnel management policy implementation at DPR RI were identified. Qualitative data were collected through in-depth interviews with policymakers, implementers, and beneficiaries of the policies, as well as through Focus Group Discussions (FGD) with experts. The analysis was conducted using coding and data triangulation methods to ensure validity.

Next, the quantitative phase involved developing a research instrument in the form of a questionnaire, with indicators adapted to the CIPP evaluation model. Quantitative data were collected through surveys of expert respondents using a 4-1 Likert scale, then processed and analyzed to interpret the survey results. The final stage was the integration of findings, where qualitative and quantitative findings were combined to produce a more comprehensive understanding.

## RESULTS

### *CIPP Analysis*

The presence of Expert Staff (TA) in the DPR RI is crucial to supporting the duties of DPR members, organizational units, and factions. Since its introduction in 1999 and expansion in 2004, the number of TAs assisting DPR members has increased in line with the growing complexity of the legislative process. Based on Law No. 17 of 2014 (MD3 Law), TAs possess specialized expertise required to support DPR functions, including legislation, research, and policy analysis.

TAs are recruited by DPR members, organizational units, and factions with the assistance of the Secretariat General (Setjen) of DPR RI, but organizationally, TAs are not part of the Setjen or the DPR's Expertise Board, indicating that they are not permanent employees of DPR. This creates discrepancies in personnel management, particularly in the human resource management system, leading to challenges related to standard operating procedures, career systems, and TA welfare (Interview with Head of Human Resource Management, 2024).

The research findings show that TA management remains weak in terms of regulation and unestablished SOPs, as well as the absence of clear performance standards. Although the MD3 Law provides a strong legal foundation, field implementation reveals that TAs often work beyond their formal roles, even handling personal tasks for DPR members. The lack of training systems and career paths makes it difficult for TAs to develop professionally. Overall, TA management requires significant improvement in terms of more detailed regulations and policies. Furthermore, other challenges include insufficient work control and unclear regulations. Although DPR Regulation No. 1 of 2019 governs TA recruitment and appointment mechanisms, its implementation varies among political parties. Consequently, TAs often lack clear career paths, adequate training, or recognized certifications. The absence

of a career progression system and internal control lowers TA motivation and performance, despite their crucial role in supporting DPR RI's legislative agenda (Hamzah, 2019).

**Table 2.** Evaluation Results for the Context Component

Evaluation Component	Aspect Evaluated	TA	SAA
Vision, mission, and philosophical foundation	The presence of DPR RI's vision and mission demonstrating commitment to HR management	4	4
Strategic plan	The presence of an HR system for non-ASN staff in DPR	3	3
Policy background	The existence of legal basis for HRM implementation in DPR	3	3
<b>Average</b>		<b>3.33</b>	<b>3.33</b>

Source: Data Processing Results (2024)

The evaluation results for the context component in Table 2 show that although DPR RI has a clear vision, mission, and legal foundation for HR management, the strategic plan and policy implementation are not yet fully optimized, particularly for TA and SAA. The absence of standardized policies and SOPs hinders the effective execution of HR management. The recruitment and management systems for TA and SAA need improvement, especially in terms of administrative management, training, and career development. While regulations for TA and SAA recruitment exist, autonomous HR management strategies and standards have not been fully implemented.

**Table 3.** Evaluation Results for the Input Component

Evaluation Component	Aspect Evaluated	TA	SAA
Organizational structure	Division of tasks and authority	4	4
Strategic approach	Implementation of autonomous policies	2	1
HR readiness	Readiness of HR policy implementers	2	2
<b>Average</b>		<b>2.67</b>	<b>2.33</b>

Source: Data Processing Results (2024)

The assessment of the input component in Table 3 indicates that while the organizational structure is clear, the implementation of autonomous HR policies is not optimal. The lack of standardized policies and adequate facilities creates uncertainty in policy implementation for TA and SAA.

Based on the process component analysis (Table 4), the work management of TA and SAA in DPR RI shows a dependence on the individual DPR members who employ them. TAs often perform various roles, from preparing materials to policy analysis and public communication, but inconsistent regulations result in varied roles and lack of performance control and development.

**Table 4.** Evaluation Results for the Process Component

Evaluation Component	Aspect Evaluated	TA	SAA
Policy concept development	Concept of HR policy implementation	3	2
HR organization	Alignment with organizational goals	2	2
<b>Average</b>		<b>2.50</b>	<b>2.00</b>

Source: Data Processing Results (2024)

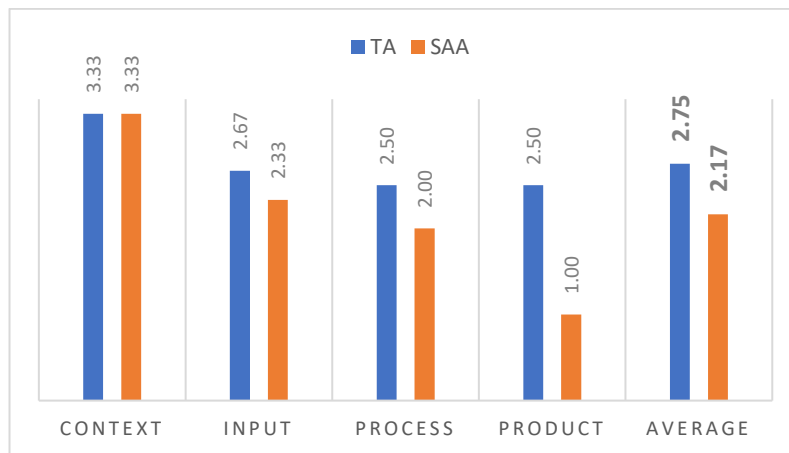
The HR management of TA and SAA has not yet achieved professional standards in accordance with the New Public Management concept. The absence of performance standards, metrics, employee development, healthy competition mechanisms, and discipline are key challenges that need to be addressed. This is evident from the analysis of the product component as shown in Table 5.

**Table 5.** Evaluation Results for the Product Component

Evaluation Component	Aspect Evaluated	TA	SAA
HR Professionalism	Performance standards and measurements	3	1
Focus on discipline	Discipline and HR efficiency	2	2
Average		2.50	1.50

Source: Data Processing Results (2024)

Based on the discussion, it is evident that the personnel management at DPR RI, particularly for TA and SAA, requires improvements in several aspects, including regulations, career development, and performance systems. These reforms are essential to ensure that TA and SAA can operate optimally and support the constitutional functions of DPR RI more efficiently and effectively.



**Figure 1.** CIPP Evaluation Results

Source: Data Processing Results (2024)

The results of the CIPP evaluation for TA and SAA are illustrated in Figure 1. The graph shows a comparison of composite index scores between Expert Staff (TA) and Administrative Staff of Members (SAA) based on the four CIPP evaluation components (Context, Input, Process, Product) and their overall averages. In the Context component, TA and SAA received the same score, 3.33, indicating that the vision, mission, and policy framework for both categories are deemed adequate. In the Input component, TA outperformed with a score of 2.67 compared to SAA's 2.33, highlighting that the availability and quality of resources for TA are better, although both still require improvement. The Process component shows a significant difference, with TA scoring 2.50 while SAA only achieved 2.00, reflecting better policy implementation for TA. The most notable discrepancy is in the Product component, where TA reached 2.50, while SAA only scored 1.00, indicating that SAA's work output and productivity are significantly below standard.

For each CIPP component, TA has an average score of 2.75, higher than SAA's 2.17. Although TA demonstrates better performance, both categories fall below optimal standards, with the main weakness being the process and product aspects for SAA. These results indicate the need for significant improvements in personnel management, particularly to enhance SAA's efficiency and productivity. Overall, this analysis shows that while the Context aspect for both TA and SAA is relatively solid, the Product component requires more attention. Improvements are necessary in implementing New Public Management (NPM) principles, particularly in performance measurement, professional competition, and resource efficiency.

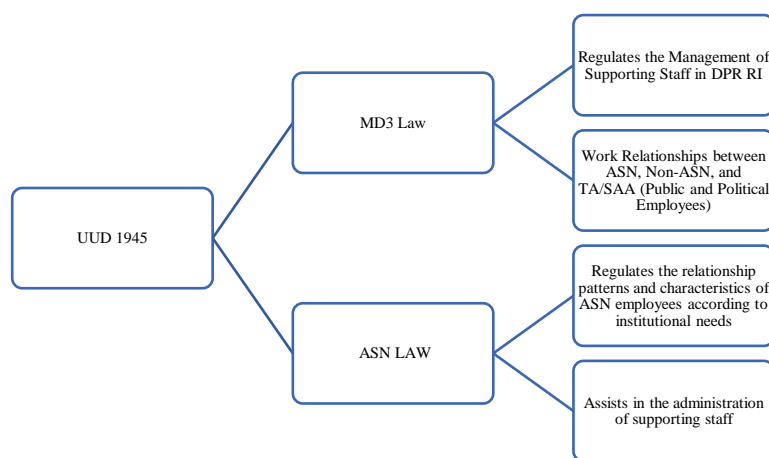
### Personnel Management Transformation

Overall, the evaluation results indicate that the personnel management system at DPR RI, for both TA and SAA, requires fundamental transformation. This transformation process must include the implementation of clearer performance standards, competency development through training, and a data-driven management system for more effective performance evaluation. This managerial approach will provide a more professional and measurable framework for the roles of TA and SAA, enabling them to contribute maximally to supporting DPR RI's performance. The transformation should be based on the principles of Good Governance and New Public Management (NPM), focusing on efficiency, transparency, and accountability in HR management. Implementing this model is expected to increase productivity, create a more structured working environment, and support the overall legislative functions of DPR RI.

The transformation of personnel management at DPR RI is essential to improve performance efficiency and effectiveness, especially in managing Expert Staff (TA) and Administrative Staff of Members (SAA). Based on the evaluation results using the CIPP model, it was found that the management of TA and SAA has not fully adhered to modern management principles, which include effective planning, execution, and evaluation. In practice, clear performance indicators are still lacking, and competency development facilities are very limited. Therefore, a transformation based on a Strategic Human Resource Management (SHRM), Good Governance, and NPM approach tailored to DPR RI's context is required.

The proposed transformation involves several key steps. First, there must be the development of a comprehensive planning system, including the establishment of specific Key Performance Indicators (KPIs) to monitor and measure the performance of TA and SAA. Second, adequate facilities must be provided to support competency development, such as relevant professional training and certification. Third, a data-driven performance management system needs to be implemented to continuously monitor performance achievements. In this context, the roles of TA and SAA must be aligned more closely with the political and administrative needs of DPR RI. This transformation also includes the development of a better administrative system managed by the Secretariat General of DPR RI.

The proposed personnel management transformation model integrates various strategies, including planning, performance measurement, and competency development to achieve higher efficiency. Based on the principles of Strategic HRM, Good Governance, and NPM, this model adapts best practices from the private sector to the public sector. The main focus of this model is result orientation through the implementation of clear KPIs and more decentralized decision-making. Additionally, accountability and transparency are key elements through the implementation of an open performance reporting system. Continuous performance evaluation with result-based incentives is expected to drive better employee performance, while the public service orientation ensures ongoing innovation to enhance public satisfaction.



**Figure 2.** Personnel Management Transformation Design

Source: Data Processing Results (2024)



In the context of personnel management, DPR RI can categorize its employees into two major groups: public employees and political employees (Figure 2). Public employees, including Civil Servants (ASN) and Supporting Professional Staff (TSP), are responsible for the formal and bureaucratic administration and execution of legislative functions. Meanwhile, political employees, such as TA and SAA, support political agendas and legislative activities more flexibly, based on the decisions and political interests of the members of parliament. These two groups complement each other in maintaining administrative stability and supporting legislators in the decision-making process.

With this dual structure, DPR RI can ensure that both public and political employees have clear guidelines regarding their duties and responsibilities, thus enhancing the efficiency and effectiveness of the legislative body. This management model also ensures flexibility in adjusting human resource needs in line with the changing political and administrative dynamics.

## CONCLUSION

The results of the CIPP model evaluation for Expert Staff (TA) and Administrative Staff of Members (SAA) in the DPR RI Secretariat General show significant differences in the effectiveness of personnel management. The "Context" component received the highest score for both groups, reflecting the comprehensive vision, mission, and philosophical foundation that support institutional functions. However, the "Product" component received the lowest score, indicating weaknesses in performance standards, disproportionate unit divisions, lack of professional competition, and insufficient discipline and resource efficiency.

Both groups, TA and SAA, require more comprehensive adoption of New Public Management (NPM) principles, particularly in the development of clear and transparent performance standards, the promotion of professionalism through healthy competition, and the application of management based on resource efficiency and effectiveness. This evaluation also highlights the need for improvements in the planning and performance management aspects of TA and SAA in DPR RI.

To optimally support the constitutional duties and functions of DPR RI members, more structured management of TA and SAA is needed, in accordance with Law No. 17 of 2014, amended by Law No. 13 of 2019. Currently, their management does not fully adhere to good planning and performance evaluation practices. Therefore, classifying TA and SAA as political staff with the task of supporting DPR members, while the DPR Secretariat General focuses on administration, communication, and data provision, is a crucial recommendation for enhancing legislative performance.

With this dual structure, DPR RI can ensure that both public and political employees have clear regulations regarding their duties and responsibilities. This approach enhances the efficiency and effectiveness of the legislative body. Additionally, this management model ensures flexibility in adjusting human resource needs in line with the evolving political and administrative dynamics.

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