

ADAPTIVE PERFORMANCE IN PUBLIC SECTOR: CASE STUDY OF STATE CIVIL APPARATUS AFFECTED BY EQUALIZATION OF POSITIONS FROM ADMINISTRATIVE TO FUNCTIONAL IN MAKASSAR CITY

¹Yosar Kardiat, ²Muh. Akmal Ibrahim, ³Badu Ahmad, ⁴Gita Susanti

1) Doctoral Student of Public Administration, Faculty of Social and Political Science, Hasanuddin University, Makassar, Indonesia

2,3,4) Lecturer of Department of Administrative Sciences, Faculty of Social and Political Sciences, Hasanuddin University, Makassar, Indonesia

Abstract Since the launch of the government policy on bureaucratic simplification and administration of the government for the next five years that focuses on human resource development delivered directly by the President of the Republic of Indonesia. In its implementation, problems arise such as the readiness of administrative staff to be equated to functional positions, division of work, including performance appraisal. This study used a qualitative approach, data collection techniques were carried out through observation, interviews and documentation. The informants in this study are the Head of Service at each Regional Organization and State Civil Apparatus who are affected by the distribution of positions. The results of the study stated that in the context of adaptive performance, it was still not fully carried out properly by employees in every government system in Makassar City. Potential functional positions are unable to carry out their duties optimally and are unable to collect credit scores. As a practical experience in state civil servants who are appointed as holders of functional positions such as not being able to collect credit scores and ranks are hampered.

Keywords: *Adaptive Performance, Equalization of positions, Administrative Positions, Functional positions*

Introduction

Individual performance is often defined as one of the global indicators with a series of criteria related to the success and accomplishment of assigned tasks. Characteristics inherent in work contexts, such as increase, complexity, turbulence, and interdependence become performance measures, which focus almost exclusively on completing the tasks listed in the job description (Ilgen & Pulakos 1999). Importantly, changes in work contexts have contributed to redefining the behaviors that drive organizations and individuals to achieve set goals (Griffin, Neal, & Parker 2007). modifying behavior according to the requirements of the environment, situation,

Changes in the equalization of positions is one of the efforts in the simplification of the bureaucracy, with consideration of creating a more dynamic and professional bureaucracy as an effort to increase effectiveness and efficiency to support public service performance. The simplification of the bureaucracy is realized when there is a simplification of the structure which more or less eliminates the positions of echelon III, echelon IV, and echelon V, although there are

several echelon positions that are retained because they are still needed by the organization. Even President Joko Widodo plans to replace administrative tasks with Artificial Intelligence (AI).

In the implementation process, this simplification of the bureaucracy is carried out in two ways, namely first by equalizing administrative, supervisory and executor positions into certain functional positions that are in accordance with the current task field, this is stated in the PANRB Ministerial Regulation (Empowerment of State Apparatuses and Bureaucratic Reform) Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions, while the second way is through the inpassing or position transfer, according to the terms and conditions that must be met by each individual who wishes to switch positions to become a functional official.

The process of simplifying the bureaucracy is ideally carried out by structuring the Organizational Structure and Work Procedure (SOTK) first, then proceed with the process of equalizing positions. However, because structuring SOTK requires a long process and time, these two processes can be carried out in parallel. In principle, the goal of equalization is for a system of career development and employee welfare. To date, there are 57 agencies that have proposed equalization of positions, including 33 agencies that have received letters of recommendation and some are currently in the process of position validation and the process of equalizing administrative positions into functional positions is in line with the reorganization process (Widjinarko, 2020).

Focusing on human resource development delivered directly by the President of the Republic of Indonesia, then as a follow-up to the directives from the President of the Republic of Indonesia, the Ministry of PANRB (Empowerment of State Apparatuses and Bureaucratic Reform) has developed an achievement strategy, namely carrying out the equalization of administrative positions into functional positions. In carrying out the mandate of the PANRB Minister Regulation policy (Empowerment of State Apparatuses and Bureaucratic Reform) Number 28 of 2019 concerning Equalization of Administrative Positions into Functional Positions, Makassar City is included in the Regency / City that has received a recommendation letter from the Ministry of PANRB (Empowerment of State Apparatuses and Bureaucratic Reform) who carried out de-echelonization by appointing administrative officials to become functional officials as a form of implementing bureaucratic reform and as an effort to increase the effectiveness and efficiency of the performance of government services to the public through improving organizational performance. De-echelonization and transfer to functional positions is an attempt to create a more dynamic and professional bureaucracy. Functional positions are career paths that must be taken as a process for competence maturation for ASN (state civil apparatus), and this step is an effort to prepare employees in all Makassar City agencies to integrate (Handoko TL, 2020).

But in practice what has been echoed by the Ministry of PANRB (Empowerment of State Apparatuses and Bureaucratic Reform) Regarding the simplification of the bureaucracy, namely the equalization of positions from administrative to functional, there are still many problems and obstacles. Related to the implementation of the equalization of positions which has taken place from the end of 2019 to June 2020, there are several obstacles in its implementation or factors

inhibiting the implementation of the policy (Nalien 2021). it was found that there is a mindset regarding the difficulty of employees in holding Functional Positions and clearly influences the readiness of employees to carry out equalization policies. The above mindset must be addressed immediately, because of the statutory mandate that every employee must have a position that is functionally based in the future, no longer based on structural position. Another problem that was found was the simplification of the Work Unit Organizational Structure (SOTK) had not been completed, so that there was a discrepancy with the equalization of positions policy, including the existence of a discrepancy between the functional positions given and the passion or choice of equalized employees. In addition, it will be seen how the potential impact of changes in performance and welfare due to changes in positions. (Marthalina 2021; Sukamtono, Ranihusna, and Widyastuti 2022). including the existence of a discrepancy between the functional position given and the passion or choice of employees who are equalized. In addition, it will be seen how the potential impact of changes in performance and welfare due to changes in positions. (Marthalina 2021; Sukamtono, Ranihusna, and Widyastuti 2022). including the existence of a discrepancy between the functional position given and the passion or choice of employees who are equalized. In addition, it will be seen how the potential impact of changes in performance and welfare due to changes in positions. (Marthalina 2021; Sukamtono, Ranihusna, and Widyastuti 2022).

The readiness of employees to carry out equalization of positions from administrative to functional greatly influences how adaptive performance is carried out and how individuals adjust their behavior in dealing with existing changes. Wiley and Sons (2012), stated that the concept of adaptive performance is generally defined as an individual's ability to adapt to dynamic work situations. From this analysis, there are several dimensions in measuring adaptive performance, namely solving problems creatively. From this dimension, if it is associated with individuals who are affected by the equalization of positions from administrative to functional, individuals must be able to think and act creatively regarding what is being carried out with these changes.

Adaptive performance is a concept for viewing the working mode conditions of a job and structure that result in changes in individual responsibilities, assignments, and work relationships (Ilgen, 1994). In adaptive performance, learning how to analyze and a phenomenon in particular changes and new hands for individuals and is required to maintain adaptability so that when the environment becomes more complex, volatile, and unstable, the level of adaptability required also includes the individual's capacity to set priorities and deal with problems. emergency situations (Wiley and Sons, 2012). Regarding the implementation of the equalization of positions that has been going on since the end of 2019,

The problems for each agency in the equalization of positions are not only in terms of equipment, budget, workplace, and infrastructure, but also concerning employee issues or the performance of human resources who will run the organization. Human resource management, especially in terms of performance, is closely related to the main assets of the organization, therefore management must be carried out properly. Human resources that are well managed will be able to produce organizational effectiveness, productivity and efficiency. Thus human resources

must be managed properly and professionally so as to produce a balance between the needs of the number of human resources with the needs of the organization in order to provide optimal performance. Synergy of elements in the organization, commitment between leaders and employees, and organizational flexibility is needed in achieving the maximum quality of organizational performance. This research is urgent and important to do because it turns out that in the implementation of equalization of positions from administrative to functional there are still many individuals who encounter obstacles so that the ability to adapt is still difficult to do. The reality that occurs is very much different from the concept that adaptive performance means that individuals must be able to adapt to dynamic work situations (Willey and Sons, 2012).

Literature Review

The concept of adaptive performance is generally defined as an individual's ability to adapt to dynamic work situations (Willey and Sons, 2012). Individuals in an organization demonstrate adaptive performance by adapting their behavior to the requirements of new work situations and events. All these changes in the work environment render previous models of job performance incomplete and underlie the need to explicitly demonstrate individual and team adaptability (Ilgen & Pulakos, 1999).

Changes that occur starting from work and work structure include the use of autonomous work teams and/or project teams, which result in changes in individual responsibilities, assignments, and work relationships (Ilgen, 1994). This mode of work creates new challenges for individuals who are required to maintain interpersonal adaptability and are required to be able to cooperate with other individuals. The importance of the quality of relationships with fellow individuals with this change is very important (Bowen & Waldman, 1999). As environments become more complex, volatile and unstable, the degree of adaptability required also includes the individual's capacity to set priorities and deal with emergency situations.

Adaptive performance is very important in conditions of organizational change, because the ability of employees to adapt becomes very important, organizations need to manage and improve their adaptive performance in addition to the performance of their daily tasks. Human Resource Management also needs to pay attention to employee adaptive performance as an advanced concept from traditional performance, reflecting today's changing organizational environment. Adaptive performance reflects the need to clearly address the ability to adapt to changes in the work environment. At the individual level, adaptive performance can facilitate positive outcomes such as improved performance abilities and career success (MA Griffin, Neal, & Parker, 2007). Adaptive performance can also lead to organizational outcomes including managing change (Dorsey, Cortina,

Adaptability can be considered as a result of partial self-regulation, it is a form of being less proactive in responding to changes in the workplace (Hesketh & Neal, 1999). In contrast, adaptive performance is a more proactive form of responding to changes in the workplace because it involves anticipation (Hesketh & Neal, 1999). This suggests that to perform adaptively, individuals need not only engage in the process of reducing the dissonance that is typical of self-regulation, they also need to engage in the management of the dissonance and create the dissonance

that is typical of self-leadership. Hence, in the current study we have decided to focus on adaptive performance and organizational support.

Successful adaptive performance implies that individuals must be able to efficiently deal with uncertain and unpredictable work situations that may, for example, arise from organizational restructuring, changing priorities, or lower resource availability (Goodman, 1994). This requires individuals to adapt quickly and easily and make decisions in the face of uncertainty and ambiguity inherent in every job completion.

Adaptive performance according to Pulakos (2002), namely the ability that must be carried out by individuals when facing change. Ability to adapt and solve problems and come up with new ideas. Individuals are expected to be able to manage stress related to the rapid and unpredictable nature of changes in their working conditions. They must not panic and must continue to make the right decisions. Included here is the ability to positively influence colleagues in stressful and/or frustrating situations. Pulakos (2002), emphasizes that the importance of a systems perspective with respect to adaptive performance never just happens but is always in context:

- a. Emergency Treatment
- b. Avoiding Hazards Critically
- c. Respond to Emergencies Quickly

Willey and Sons (2012), emphasizes that adaptive performance theories and concepts combined with several factors are considered necessary with changing circumstances in an organization. Adaptive performance implies that individuals must be able to deal with uncertain and unpredictable work situations, for example arising from organizational restructuring and changing priorities. Specifically, the dimensions of adaptive performance are expressed by Willey and Sons (2012), as follows:

1. Handling emergencies and crises
2. Manage work stress
3. Solve problems creatively
4. Facing uncertain and unpredictable work situations
5. Training and learning efforts
6. Interpersonal adaptability
7. Cultural adaptation
8. Adaptability

Research Method

This research is based on a case study approach. The study performs a description and analysis of complex social phenomena (Creswell, 2013). Case study in Makassar City (a city in Indonesia). The selection of Makassar City is based on several reasons, namely: first, Makassar City is one of the cities mandated by Ministry of PANRB (Empowerment of State Apparatuses and Bureaucratic Reform)streamlining the bureaucratic structure from administrative positions to functional positions. Second, from these changes there were several problems found such as the lack of readiness of the apparatus in carrying out these changes, the existence of a mindset regarding the difficulty of employees holding Functional Positions and clearly affecting the

readiness of employees to carry out equalization policies. Third, changes to the equalization of positions determined by the Ministry of PANRB (Empowerment of State Apparatuses and Bureaucratic Reform) in its implementation in Makassar City it is very suitable for research and uses the concept stated by Willey and Sons (2012), which states that successful adaptive performance in rapid changes within an organization requires individual readiness and individual ability to adapt quickly.

The data in this study uses primary and secondary data, where secondary data is obtained from document reports published by the government and other reliable sources including the mass media. Then primary data obtained from the results of in-depth interviews conducted in a semi-structured way to encourage participation for free understanding and perspective (Yin, 1994). The two groups selected as informants in this study include the Head of Service at each OPD (Regional Apparatus Organization) who are affected by the equalization of positions from administrative to functional, then employees (individuals) or ASN (State Civil Apparatus) who are affected by the assignment of positions from administration to functional. The information from the two groups will be explored to find the views of the actors involved and directly affected by the equalization of positions in Makassar City. Interviews were conducted from January to April 2023 in Makassar City to generate diverse data for triangulation purposes.

Result and Discuss

Adaptive performance it becomes important for the public sector to provide performance results that are able to adapt in the work environment and are able to provide good work results even though the work environment is dynamic. Because performance development is not stuck only to the extent of its implementation, but is accompanied by contextual reliability and performance (Han and Williams, 2008).

The 2020-2025 Bureaucratic Reform Roadmap is the third five-year target, namely towards dynamic Governance to create a world class government (world class bureaucracy). The spirit of collaboration with various Ministries/Institutions related to bureaucratic reform continues to be built. One of the steps to accelerate the bureaucracy is by simplifying the bureaucracy.

So in this section will be explained adaptive performance results in each OPD (Regional Apparatus Organization) affected by the equalization of positions from administrative to functional in Makassar City. Some behaviors are inherent in adaptive performance if it is associated with interpersonal contextual performance with organizational contextual performance. It turns out that the two are related to each other, it will be described in the results of the study and discussion of the eight dimensions which will be described as follows:

1. Handling emergencies and crises

Handling emergency and critical situations is a priority step that must be taken during a crisis and needs improvement and solutions in every handling. Handling an emergency is an unplanned and unwanted event that can cause anxiety for individuals/employees (Willey and Sons, 2012). From the results of research that has been carried out in each OPD (Regional Apparatus Organization) involved and affected by the equalization of positions, it is stated that

readiness is not fully ready for many employees so that when there is a crisis emergency many employees are slow and unable to make the right decisions.

Decision making cannot be done quickly and precisely when there is an emergency situation after this equalization of positions. The problem solving process cannot be done quickly due to the lack of adequate facilities. In addition to the lack of attention from superiors, the facilities are still lacking, so that affected individuals/ASN (State Civil Apparatus) are reluctant to change. Individuals must be managed properly and professionally so as to produce a balance between the needs of the number of human resources with the needs of the organization. Synergy of elements in the organization, commitment between leaders and employees, and organizational flexibility are needed in achieving maximum quality organizational performance.

2. Manage work stress

Managing work stress is important for individuals to do, but this is often found in an organization related to how conditions are full of pressure but in the workplace still act and complete the existing work. From the results of research that has been carried out work stress after there is always a change in equalization of positions, starting from a lot of work that must be done while there is a lack of access to information and a lack of resources in completing the job. The problems that exist include the placement of work units for equalization functional officials that are not in accordance with their functional positions; Lack of information on the implementation of socialization related to the functional position in the lap; It is difficult to find credit numbers because the scope is different in each OPD (Regional Apparatus Organization) area.

Officials who experience equalization of positions state that there are many additional tasks outside the duties and functions of their functional positions which cause functional equalization officials to have difficulties in collecting credit scores. The disproportionate division of tasks between additional tasks and functional tasks causes an overload of work so that equalizing functional officials spend more time in adjusting their duties as functional officials. Thus increasing prolonged stress and difficult to complete the existing work.

3. Solve problems creatively

Creative problem solving must be owned by every individual in carrying out his work, individuals must find innovative solutions when they find a problem. From the results of research that has been carried out, solutive ideas put forward from individuals or ASN (State Civil Apparatus) who are affected by equalization of positions come from themselves by realizing how important and urgent it is to find innovative solutions when encountering problems in their work after equalization of positions. Of course, the solution idea does not conflict with the norms and rules that apply within the organization.

In solving a problem there are many challenges such as many employees who are reluctant to know what to do. The leadership of the OPD (Regional Apparatus Organization) is also reluctant to continue to echo how the procedural changes are. Thus, the problems that arise if you want to find a solution are difficult, especially after the equalization of administrative

officials to functional ones. This can disrupt and hinder the ongoing equalization of positions from administration to functional positions.

4. Facing uncertain and unpredictable work situations

Facing uncertain and unpredictable work situations is an action taken by individuals in dealing with unexpected events in the rules of an organization. So the individual must act comprehensively. From the results of the research that has been conducted, the state civil apparatus or employees in each OPD (Regional Apparatus Organization) mostly act or do something based on orders from their superiors. This happens due to unpredictable work situations, both from the rules and the way of work which is difficult to predict. It is difficult for employees to manage change, making it difficult to adapt to new conditions.

With changes in the equalization of positions, it is difficult for employees to act or modify their work because they are limited by rules in an organization. Not only that, changes to the equalization of positions existed previously without any socialization or equalization of understanding for every employee within the government of Makassar City. So, with the existence of these rules employees are reluctant to take further action in completing their jobs. Until now, employees are still adapting to existing changes, where there are rules that limit employees from completing their jobs. In addition, there needs to be readiness for employees who are fully prepared through training, especially in skills improvement.

5. Training and learning efforts

Training and learning efforts are methods, practices, and work designs that are like what is done with changes in the equalization of positions faced by organizations so that they affect individual performance. From the results of research that has been carried out in terms of training and learning to explore the rules and work processes for equalizing employee positions, it is still minimal to attend training to support the competencies of each employee. This results in a less comprehensive mapping of functional positions that can be occupied by officials affected by bureaucratic simplification. Even though there is encouragement from each agency, they continue to attend training, especially in the context of equalizing positions from administrative to functional. There is a need for more comprehensive training, especially in improving skills, this can improve skills that are more agile, especially for employees who are affected by equalization of positions. Every government agency, especially in the scope of Makassar City, needs to hold training that is carried out routinely, both every month and every two months, so that employee performance is more optimal. Not only that, in the process of equalizing positions, employees must also adapt in working following the work process and work procedures for determining equalization of positions from administration to functional positions.

6. Interpersonal adaptability

Regarding the disposition among administrative officials, the enthusiasm and willingness to accept equality as a process towards a clearer career path and focus on this competency is quite high, it's just that the socialization that didn't exist before the equalization process until after this equalization has become an obstacle. Of course the hope of the organization is not

only that these implementors accept and carry out equalization but can be more productive in carrying out post-equalization competency-based work assignments. This change in mindset is also important, not just implementing policies, considering that the substance is different between structural officials and functional officials in performing and achieving their performance targets.

7. Cultural adaptation

This bureaucratic structure includes aspects such as bureaucratic structure, division of authority, relations between organizational units and so on. The governance of post-equalization functional positions is as follows:

- a. Middle expert coordinator
- b. Young subcoordinator-expert

This mechanism is temporary for coordinators and sub-coordinators, whose basic principle is a role not a position, so the term of office of coordinators and sub-coordinators equalizing results will end at the end of 2021, meaning that you can replace coordinators and sub-coordinators, according to performance evaluation, and if you want to replace coordinators or sub-coordinators at least 1 year or at least until December 2020. Equalization functional officials act as coordinators or sub-coordinators as a form of appreciation and appreciation for these officials and of course the welfare aspect does not decrease. Post-equalization organizational governance will turn into a working group that supports each other based on networking related to competencies and position levels, no longer a hierarchical relationship. The performance targets for normal post equalization officials where the assessment will be the same as the functional in general and must follow the rules of their respective functional positions. If after the equalization is not performed, disciplinary punishment can be imposed.

8. Adaptability

In the career development of this functional officer, it is very necessary to have the ability to adapt in addition to changes in the post-equalization organizational structure. Changes in this organizational structure must also pay attention to work interactions with a networking system that can cover functional officials as a result of equalization not only in terms of their welfare but also in facilitating and providing space for work to innovate and guarantee the careers of officials. The results of this equalization are not only to achieve credit scores to increase level only but contribute more to the institution in realizing superior human resources.

Administrative positions to functional positions are still not optimal. First, there is a lack of tiered communication and information that is not conveyed regarding the substance of the equalization to the affected administrator officials. Second, all resources such as human resources, budget, infrastructure or equipment support this equalization policy. Third, the disposition or behavior of the implementers of the policy, in this case the administrators who are affected show support for an equalization policy even though for career development there are still doubts in line with the increase in welfare which is not yet clear, especially for the position of APBN Financial Management Analyst for which there is no Presidential Regulation which regulates the amount of functional allowance. Fourth, the bureaucratic structure still

needs to be optimized through organizational design and post-equalization organizational structure with new business processes with new competency-based networking social interactions. In addition to these four factors, changes in the way of thinking (mindset) of affected administrator officials are also an important factor in the implementation of this equalization policy.

Conclusion

This research examines about Adaptive Performance In Public Sector: Case Study of State Civil Apparatus Affected by Equalization of Positions From Administration to Functional in Makassar City. The readiness of each institution in responding to the transfer process is certainly different. In the context of adaptive performance, it is still not fully carried out properly by employees in each OPD (Regional Apparatus Organization) government system in Makassar City. So that resulted in administrative positions to functional positions are still not optimal. potential functional positions are unable to carry out their duties optimally and are unable to collect credit scores. As practical experience, we can see ASN (State Civil Apparatus) who were appointed as functional position holders where many were unable to collect credit scores, and ranks were hampered.

Simplification policy administrative to functional encourage the acceleration of the development of functional positions in public organizations. However, in its implementation, there are several things that must be considered and addressed, including the organizational transformation that has created 2 things, namely the organizational design has not been designed to accommodate the performance of functional positions where adaptive performance cannot be implemented by ASN (State Civil Apparatus) which is affected by the equalization of positions, as well as organizational design still a rigid structure, managerial style, more focused on forming structural boxes without looking at functional needs.

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