

Implementing a Functional Position Equalization Policy Significantly Enhances Work Behaviour by Fostering Higher Levels of Work Motivation



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ABSTRACT: This study examines how the implementation of a functional job equality policy has a positive effect on productive work behaviour. The impact is analyzed directly and through the mediation of employee work motivation at the Directorate General of Health Workers, Ministry of Health of the Republic of Indonesia. The data collection method used is the census method because the population used in this study was fifty employees of the Directorate General of Health Workers, Ministry of Health of the Republic of Indonesia. This type of research is causal and associative with research data analysis techniques using PLS-SEM with Smart PLS software version 3. The findings indicate that employee productive behaviour is proven to develop through work motivation as a positive impact of launching the functional job equality policy. This study recommends that this policy be implemented immediately as an intellectual stimulant to strengthen employee work motivation and increase functional productivity in the Health Institution environment and others throughout Indonesia.

KEYWORDS: Policy Implementation, Work Motivation, Productive Work Behavior, Work Environment.

I INTRODUCTION

Organizational change is inevitable for members of an organization to confront survival challenges. Nowadays, public sector institutions are also required to adapt to the needs of their members while striving to create efficient and effective organizations. The necessary changes involve streamlining the bureaucracy and shifting from structural roles to functional ones (Lisda Van Gobel, 2023). The management of the Directorate General of Health Workers in the Ministry of Health, Republic of Indonesia, is facing this challenge. They encounter various issues and internal resistance because the agenda for change and job equalization is being implemented abruptly. Several civil servants whose positions have individuals feel disadvantaged due to poor placement in roles that seem rushed to meet deadlines (Olubayo, 2014). The functional positions assigned as an outcome of this job equalization do not align with their primary tasks and responsibilities.

Moreover, some functional officials from job equalization have expressed dissatisfaction due to not receiving sub-coordinator positions. This outcome is attributed to a misalignment between the newly assigned functional roles and the new organizational structure, as the job equalization was executed before the OSWA (Organizational Structure and Workforce Arrangement) was finalized. This situation emphasizes the need for selective *execution* of the policy guidelines that align administrative positions with functional ones. It is essential to conduct a thorough study that considers the suitability of each employee's field of expertise and educational background in their previously held positions (Lisda Van Gobel, 2023). Motivating staff is crucial before they can implement the necessary behaviours for their roles.

The placement of functional positions is unacceptable at will because functional positions require expertise and/or skills (Imawan et al., 2023). Another problem that arose at the beginning of the implementation of the equalization of administrative positions to functional positions was that the work system and procedures for carrying out tasks and functions remained unformed. However, functional officials resulting from the equalization need to immediately adjust their work system by improving work mechanisms and bureaucratic processes oriented towards accelerating decision-making and improving public services (Rizki & Kurniawan, 2023). To overcome these challenges, the government needs a transformation policy.

The change in the work system in question is a working system that prioritizes teamwork, focuses on results and values competence, expertise, and skills with the support of digital-based governance to facilitate the accomplishment of organizational

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goals. As a guideline for the accomplishment of the work system and management of ASN or Civil Service Staff, Permenpan RB No. 7 of 2022 concerning the work system in government agencies for bureaucratic simplification has been issued. Through the revitalization of the role of functional positions, the orientation of bureaucratic work is expected to lead to professionalism and independence. The policy of simplifying bureaucracy previously had never been done by the Ministry of Empowerment of State Apparatus and Bureaucratic Reform. This was stated by the Deputy Minister of Empowerment of State Apparatus and Bureaucratic Reform, Eko Prasjo, who said the program to eliminate echelon III and IV positions had started in 2012 years. The aim was to shift the orientation of employees from structural positions to functional positions. The elimination is expected to reduce unnecessary costs in providing service facilities and positions to echelon III and IV officials (Pratama et al., 2023). This policy was viewed by many as somewhat limited and faced various rejections from civil servants at that time ([Tumanggor & Wibowo, 2021](#)).

A. Productive Work Behavior

Productive work behaviour is essential for organizations to achieve their goals and objectives. It is regarded as the foundation for performance evaluations, demonstrating a work process that meets established expectations ([Abdallah & Abdallah, 2021](#)). Furthermore, productive work behaviour reflects the efficiency of civil servants in serving the public within the governmental context. This study focuses on productive work behaviour, which is believed to be enhanced by promoting the alignment of administrative positions with functional roles driven by the work motivation of state civil servants. Productive work behaviour can help an organization achieve its goals and objectives. Productive work behaviour forms the foundation for evaluation, manifesting, and showing a work process that meets expectations ([Jex & Britt, 2014](#)). Productive work behaviour also reflects the productivity of civil servants in serving the community in the public sector environment ([Rizki & Kurniawan, 2023](#)). It is suspected that it can be built by stimulating the policy of equalizing administrative positions with functional positions through the work motivation of state civil servants.

B. Work Motivation

Motivation is a concept used to describe the internal drives that inspire and direct behaviour. It reflects the attitudes of leaders and employees towards their work environment. When individuals have a positive attitude towards their work situation, they exhibit high levels of motivation. Conversely, a negative attitude leads to low motivation. The work environment includes factors such as work relationships, available facilities, organizational climate, leadership policies, management styles, and overall working conditions ([Davis et al., 1992](#)). Motivation can be classified into two categories: intrinsic and extrinsic.

Intrinsic motivation arises from within an individual, driven by personal satisfaction and a natural desire to engage in a task without requiring external prompts. Extrinsic motivation comes from external factors, particularly from the organization. Key factors influencing motivation include success, recognition, the nature of responsibilities, and opportunities for advancement and development ([Tumanggor & Wibowo, 2021](#)). Prominent hygiene factors affecting motivation encompass company policies, supervision quality, working conditions, salaries, interpersonal relationships, personal life balance, relationships with subordinates, job status, and job security ([Syaifuddin et al., 2024](#)). Work motivation is considered a crucial factor in mediating the relationship between policy implementation and the productive work behaviour of state civil servants. This conclusion is in line with the views of psychologists that behaviour is a function of attitudes and the environment, which can apply universally in both the business and public sectors ([Bagis, 2022](#)).

C. Policy Implementation

In this study, policy implementation pertains to the equalization of administrative roles into functional positions. This change aims to create a more dynamic and professional bureaucracy that enhances effectiveness and efficiency while supporting government service performance to the public ([Tumanggor & Wibowo, 2021](#)). This implementation aligns with Government regulation number 17 of 2020, which amends Government regulation number 11 of 2017 concerning civil servant management. The proposed roles in this equalization process involve positions affected by bureaucratic simplification, allowing high-ranking officials to transition into functional positions through transfer or promotion mechanisms as per the Minister of State Apparatus Empowerment and Bureaucratic Reform number 13 of 2019, which governs the proposal, determination, and development of functional positions. Those affected officials were administrative personnel whose roles were eliminated during the bureaucratic simplification.

Initially, challenges arose during the implementation of this equalization, particularly due to the absence of established work systems and procedures for task execution. However, the newly appointed functional officials adapted their work systems promptly, enhancing work mechanisms and bureaucratic processes to accelerate decision-making and improve public services. Effective performance management is necessary to address governmental challenges ([Bagis, Sukma, & Nururly, 2023](#)). Furthermore, the policy of transitioning administrative roles to functional positions was not thoroughly studied before its

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execution (Skica & Rodzinka, 2021). Assigning functional roles must not be arbitrary, as these positions require specific competencies and skills (Imawan et al., 2023). The implementation of this equalization policy is thought to stimulate productive work behaviour convincingly, facilitated by the work motivation of state civil servants. Analyzing this policy implementation can be framed using Edward's policy implementation theory, which emphasizes the need to consider specific factors during policy analysis (Kogoya et al., 2024). From this foundation, the researcher presents the following compelling hypotheses:

- H1: Equalizing administrative positions with functional positions will significantly enhance productive work behaviour among civil servants.
- H2: This equalization will also considerably increase work motivation among civil servants.
- H3: Furthermore, aligning administrative positions with functional roles will improve productive work behaviour by fostering work motivation among civil servants.

Based on the description that has been explained, the conceptual framework for the research can be compiled below:

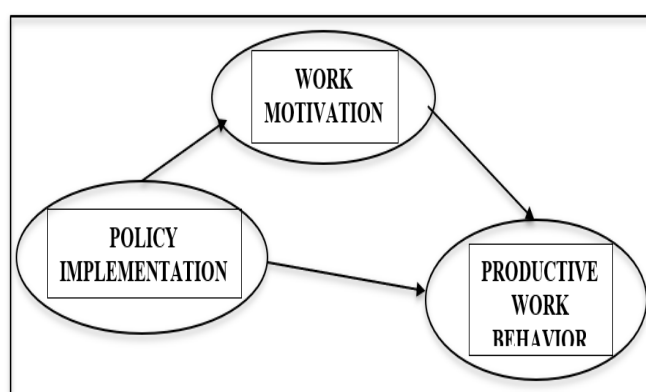


Figure 1. Productive Work Behavior Model

II METHOD

This research is classified as causal associative research that employs a quantitative approach. The purpose of associative causal research is to determine whether there is a relationship or influence between independent and dependent variables (Kogoya et al., 2024). This study aims to explain the interactions between the variables being examined, highlighting how they influence and are influenced by one another. A quantitative approach is utilized as the data for analyzing the relationships between variables is presented in numerical form. The population for data collection method used was the census method because the population used in the study was fifty employees of the Directorate General of Health Workers, Ministry of Health of the Republic of Indonesia. Respondents included employees and structural staff.

Data collection was conducted using a questionnaire designed to measure the level of productive work behaviour within employees of the Directorate General of Health Workers. The questionnaire was adapted from innovative work behaviour (De Jong & Den Hartog, 2010). (Kogoya et al., 2024). Additionally, quantitative measures of health policy implementation determinants (Allen et al., 2020) and work motivation was sourced from health and work psychology (Furnham, MacRae, & Tetchner, 2021). Data analysis, this research employs the Partial Least Squares (PLS) method is used to estimate and analyze the dependent variable based on the independent variables. This approach allows for the reduction of the dimensions of independent variables by creating a new linear combination that is more compact. PLS analysis is appropriate for this research as it accommodates small sample sizes and does not require strict normality conditions or other rigid prerequisites, as outlined by various statistical parameters (Wong, 2016).

III RESULTS

Convergent validity assesses the degree to which two measures of the same concepts are correlated. This explains that the value of Convergent validity can be seen from the loading factor of values where a good rule of thumb is that the standard loading estimate should be 0.5 or higher, but the ideal value is 0.7 or higher (Mag & Hopkins, 2014). Based on the external loading table above, it can be seen that the items from the variables of acceleration of policy implementation, employees work motivation and productive work behaviour have loading values of more than 0,7. Therefore, it shows that all indications used are valid.

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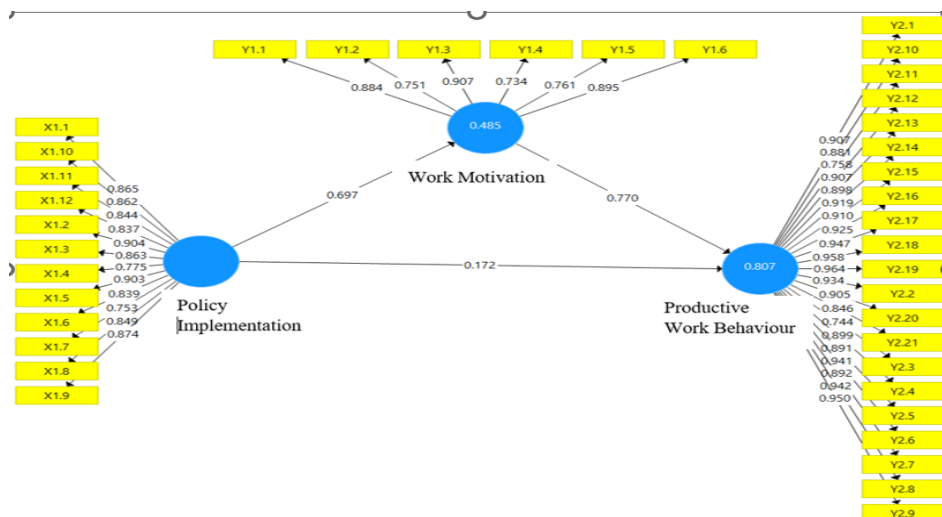


Figure 2. Outer Structural Model

The results of the outer model test for variable X1 or Job equivalency are in the range of 0.753 to 0.904, and the results of the outer model test for variable X2 or Work Motivation are in the range of 0.751 to 0.907. The results of the outer model test for variable Y or Productive Work Behavior are in the range of 0.744 to 0.964 overall and have a factor loading value > 0.50. The previously mentioned means that these indicators can be functional in model testing.

A. Composite Reliable Test

Reliability testing is used to measure the consistency of measuring instruments in measuring a concept or measure the consistency of respondents in answering statement items in questionnaires or research instruments. The criteria for a variable to be declared reliable is if the Cronbach's Alpha (α) and Composite Reliability (CR) values are > 0.700. CR is needed because Cronbach's alpha tends to interpret lower construct validity than CR, or in other words, CR is better at measuring internal consistency than Cronbach's alpha, while Average Variance Extracted (AVE) shows how far the overall variable can explain the variation in measurement items. The Cronbach Alpha, CR and AVE values can be seen in the following table:

Table I. Cronbach Alpha and CR values

Variabel	Cronbach's alpha	Composite reliability	Information
Implementation of Job Equalization policy (X1)	0,720	0,968	Reliabel
Work Motivation (X2)	0,905	0,927	Reliabel
Productive Work Behavior (Y)	0,988	0,989	Reliabel

Based on Table I. that the Cronbach's alpha, rho_a and composite reliability values for all research variables are more than 0.7, which indicates that the level of reliability is acceptable. Overall, the items measuring implementation of Job Equalization policy variable, Work Motivation, and Productive Work Behavior are consistent in measuring these variables.

Tabel II. AVE Value

Variabel	AVE
Implementation of Job Equalization policy (X1)	0,720
Work Motivation (X2)	0,681
Productive Work Behavior (Y)	0,815

Based on table II, it explains that the value *Average Variance Extracted* (AVE) for all research variables is more than 0.5, which means that the magnitude of variation in all items contained in this research variable meets the requirements for good convergent validity.

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B. Discriminant Validity Test

The discriminant validity test describes how far the variable or construct that is constructed is different from other variables/constructs and is tested statistically. This test can be carried out by looking at the values in table 3 of the Fornell Larcker Criterion below:

Tabel III. Fornell Larcker Criterion

Variabel	X1	X2	Y	Z
Implementation of Job Equalization policy (X1)	0,825			
Work Motivation (X2)	0,697	0,848		
Productive Work Behavior (Y)	0,890	0,708	0,903	

Table III shows that the AVE root value of each variable is on the diagonal axis, where all variables have a larger AVE root compared to their correlation with other variables. So that the evaluation of the discriminant validity of the research variables is fulfilled

C. R Square Value Test

In assessing the model with PLS, start by looking at the R-square for each SmartPLS 3.0 variable. dependent latent.

Table IV. The Result of R-square Estimation

Variabel	R Square
Productive Work Behavior (Y)	0,799
Work Motivation (X2)	0,475

Table IV Shows that the R-square value is 0.799, which indicates that 79.9% of the variation in productive work behavior can be explained by the work motivation of government employees, which is included in the high category. This means that these two variables have a very significant influence on productive work behavior in government employees. The remaining 21.1% of the variation in the productive work behavior of government employees was caused by other factors not included in this research model.

D. Hypothesis Testing

Structural model evaluation or hypothesis testing is carried out through a bootstrapping process (percentile method). The statistical test used in this method is the t test. The test results seen from the t-values for the 2-tailed test are 1.96 (significant level = 10%). The testing criteria with the t-test are if the tstatistic value > t-table or the significance value <0.05 then it can be said that the hypothesis is accepted. The results of the structural model testing can be seen in Figure 3 following :

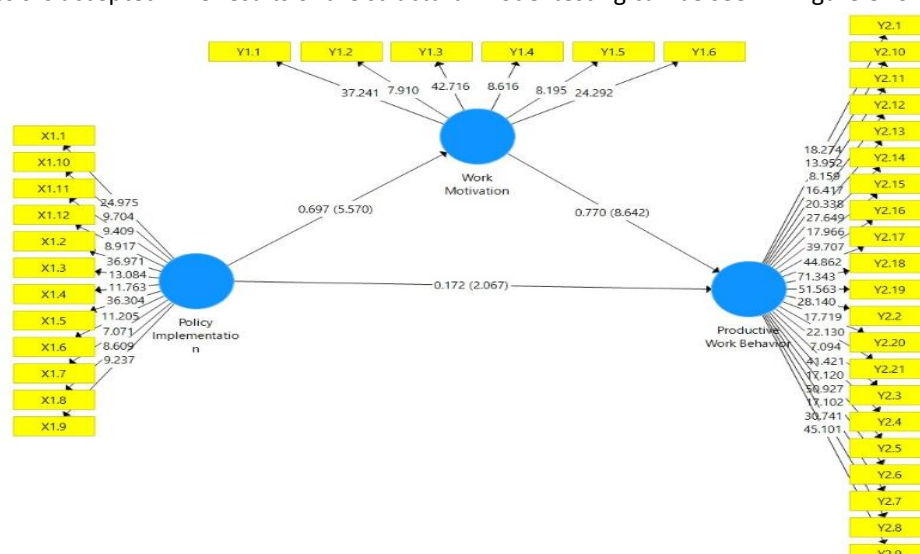


Figure 3. Bootstrapping Path Coefficient Test (Original Sample Values and P-Values)

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Tabel V. Hipotesis Test

Relationship Between Variables	Standar Deviation (STDEV)	T-statistic (IO/STDEVI)	P-value	Hypothesis
Implementation of Job Equalization policy (X1)→ Productive Work Behavior (Y)	0,172	2,138	0,037	Received
Implementation of Job Equalization policy (X1)→ Work Motivation (X2)	0,697	8,205	0,000	Received
Work Motivation (X2) → Productive Work Behavior (Y)	0,770	9,451	0,000	Received
Implementation of Job Equalization policy (X1)→ Work Motivation (X2) → Productive Work Behavior (Y)	0,537	5,921	0,000	Received

IV DISCUSSION

The results of this research show that implementation of job equalization policy has a significant positive effect on productive work behaviour of government employees, with the hypothesis testing coefficient value, the T-statistic value of 2,138 > greater than 1.96, and the p-value is 0.037 < smaller than 0.05. Based on this value, it can be interpreted that the better the implementation of job equalization policy will increase productive work behavior of government employees. This research is under control with the theories of several experts who state that policy implementation is a significant factor in organizational change ([Abdallah & Abdallah, 2021](#) and [Kogoya et al., 2024](#)), including increasing productive work behaviour of staff in health institutions. The results of this research are also in accordance with several previous studies which found a very significant positive relationship between implementation policy and productive work behaviour of government employees ([Allen et al., 2020](#)).

Acceleration of implementation of equal employment policy on work motivation is very effective. That is indicated by the t-statistic value of 8.205 > greater than 1.96 and the p-value of 0.000 < less than 0.05. That means that the better the acceleration of the implementation of the equal employment policy, the more the work motivation of government employees will increase. The results of this research are in line with what was stated by previous research, that policy implementing has benefits for organizations, including; (1) People, where the organization provides facilities for government employees to develop their career in public sector. So that government employees will more easily obtain the information and knowledge needed to adapt to the organizational environment, both internal and external. (2) Process, where towards work motivation in the organization will help individuals create innovative solutions to the problems they face and help in making strategic decisions to develop processes in the organizational. (3) Work motivation will help government employees to learning and growth to built productive work behavior. (4) Accelerating implementation of job equalization policy towards productive work behavior mediated work motivation of government employees to create innovative programs for public health.

This study examines how implementing a functional job equality policy positively influences productive work behaviour. The effects are analyzed directly and indirectly through the mediation of employee work motivation at the Directorate General of health workers, Ministry of Health of the republic of Indonesia. A census method was employed for data collection, focusing on a population of fifty employees from this Directorate General. The research is classified as causal and associative, utilizing PLS-SEM data analysis techniques with Smart PLS software version 3. The findings indicate that work motivation fosters productive employee behaviour, a positive outcome of implementing a functional job equality policy. This study recommends the immediate implementation of this policy as an intellectual stimulant, thereby enhancing employee work motivation and increasing functional productivity within health institutions and beyond throughout Indonesia.

Policy implementation acceleration of productive work behaviour by moderating work motivation, with T-statistic value is 5.921 > greater than 1.96, and the p-value is 0.000 < smaller than 0.05. This means that the better employees work motivation will mediate the influence of Policy implementation acceleration on the responsiveness and productive work behaviour of the government employees at the Directorate General of Health Workers, Ministry of Health of the Republic of Indonesia. This research proves that employees work motivation can partially mediated the influence of policy implementation acceleration on the productive work behaviour. The results of this study are in line with the findings of various government policy implementations that provide facility strengthening in Indonesia, such as in the field of business development ([Akhmad et al., 2018](#)), which shows that effective policy implementation can influence attitudes (work motivation), employees productivity (productive behaviour) and the performance of public sector institutions.

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V CONCLUSION

Based on the research and discussions outlined earlier the following conclusions can be drawn:

The acceleration of equal employment policy implementation has fostered productive work behaviour among government employees at the Directorate General of Health Workers in the Ministry of Health of the Republic of Indonesia. Choosing effective strategies for implementing a functional job equality policy can enhance their adaptability and innovation. This policy implementation also facilitates access to development opportunities, enabling the public health sector to be more responsive and better equipped to address ongoing changes. The successful implementation of this new policy, which transformed structural positions into functional ones, has proven to be a significant motivator for enhancing work motivation within the public health service environment.

VI RESEARCH LIMITATIONS

1. Respondents in this study were limited to the population of employees who held structural positions in the government environment of the Directorate General of Health Workers, Ministry of Health of the Republic of Indonesia. The results of this study may be different if applied to private sector or business organizations due to work environments and cultures.
2. This study only focuses on the public policy implementation in building productive work behaviour and the role of employee work motivation modification in this relationship. Stimulating factors are needed in addition to policy implementation, such as career development that is in accordance with the expectations of academic staff at state universities.
3. In the research process, the information data provided by respondents through questionnaires in the form of Google Forms sometimes do not fully show the respondents' true opinions. It is hoped that it will be necessary to provide assistance and hold direct meetings with respondents.
4. This study took data from the population of employees who held health positions in the Republic of Indonesia as 50 people, indicating a relatively small number, so it is feared that it does not fully represent structural employees in the provinces and districts. Therefore, further research can use a larger sample and cover all provinces, districts and cities.

VII RECOMMENDATIONS

Suggestions can be recommended based on the results of this study are as follows:

1. Based on the results of this study, good policy implementation needs to be socialized openly by mapping employees' readiness and capabilities while reducing the risk of resistance.
2. Implementing public sector policies at the central level can have broad implications for the productivity of many employees at the regional level, and clarity of the rules game is needed.
3. Intrinsic employee work motivation needs to be developed more optimally because it can guarantee the sustainability of the development of productive behaviour of organizational.

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