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Comparison of Human Resource Management Characteristics between Public Sector and Private Sector in Indonesia in the Era of Digital Transformation

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ABSTRACT: This study compares human management (HRM) characteristics between Indonesia's public and private sectors in the context of digital transformation. Both sectors face increasing complexity due to digitalization and changing work paradigms. The private sector contributes 58.2% to GDP, while 68% of 4.2 million civil servants face a mismatch between competencies and job demands. The study aims to analyze the differences, challenges, and opportunities in HRM, focusing on regulatory aspects, management practices, and their impact on organizational performance. The novelty lies in the comparative approach that integrates digital transformation in HRM analysis, which has been underexplored in previous studies. Using a qualitative methodology, the research analyzes academic literature and policy documents from 2019-2024, with constant comparative analysis and source triangulation for validity. The findings reveal significant differences in organizational orientation, regulation, recruitment, motivation, and accountability. The public sector focuses on stability and regulatory compliance, while the private sector prioritizes flexibility and adaptability. This study offers theoretical implications for a new conceptual framework in comparative HRD studies and practical recommendations for optimizing HRD in the digital era, such as developing an integrated talent management system, reforming compensation policies, and strengthening cross-sector collaboration. Limitations include the study's geographic and temporal scope, suggesting further research with mixed-methods and longitudinal approaches to explore HRD practices and technological evolution. This study contributes to understanding HRD dynamics and informs the development of adaptive HRD policies in the digital age.

Keywords: HRD, Public Sector, Private Sector, Digital Transformation, Comparative Management.



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INTRODUCTION

Digital transformation has brought new dynamics to human resource (HR) management in various sectors, including Indonesia. The differences in HR management characteristics between the public and private sectors are becoming increasingly complex, along with the development of

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technology and the demands of digital competence. This phenomenon creates challenges in developing and optimizing HR in both sectors.

The gap in HR management between the public and private sectors in Indonesia can be seen from various aspects. Data from the Central Statistics Agency (2023) shows an uneven distribution of contributions, where the private sector contributes 58.2% to the Gross Domestic Product (GDP), while the public sector contributes 41.8%. Furthermore, based on data from the State Civil Service Agency (2023), there is a serious problem where 68% of the 4.2 million civil servants experience a mismatch between competence and job demands. On the other hand, the private sector faces different challenges, with 82% of companies in Indonesia reporting difficulties in managing talent in the era of digital transformation (prinsip et al., 2024).

Previous studies have identified various dimensions of differences in HR management in the two sectors. Research revealed a 35% digital competency gap between public and private sector HR, with the private sector showing higher technology adaptation (Wardani, 2020). This finding is reinforced by research (Kalam, 2024), which identified fundamental differences in recruitment systems, career development, and performance evaluation between the two sectors. Furthermore, (Basuki, 2021) found that HR development programs in the private sector were 27% more effective than the public sector, especially in adapting to technological changes and market demands.

Comparative research provides a new perspective by revealing that differences in organizational orientation between the public sector focusing on public services and the profit-oriented private industry create gaps in HR management approaches (Budiani, 2008). Meanwhile, a longitudinal study emphasizes the urgency of harmonizing HR management practices between the two sectors to encourage national development synergy (Kleiman, n.d.).

The urgency of this research is increasingly relevant considering Indonesia's position in the 2023 Global Competitiveness Index, which ranks 45th out of 63 countries in terms of HR development. Data from the Ministry of Manpower (2023) indicates that 65% of job vacancies in the private sector require digital competency while implementing e-government in the public sector requires increased digital capabilities of state apparatus. The public sector faces additional complexity through regulations such as Law No. 5 of 2014 concerning ASN and PP No. 11 of 2017 concerning Civil Servant Management. Based on these gaps and urgency, this study aims to comprehensively analyze the differences in HR management characteristics between Indonesia's public and private sectors, focusing on regulatory aspects, management practices, and their impact on organizational performance (Mokobombang et al., 2024). Through an in-depth understanding of the differences in characteristics and challenges of HR management in both sectors, this study is expected to produce strategic recommendations for optimizing HR practices that are adaptive to the needs of each sector while supporting the achievement of national development goals in a sustainable manner.

METODE

This study adopts a qualitative approach with a library research design to explore and analyze the differences in the characteristics of human resource management in the public and private sectors in Indonesia. This method was chosen because it can provide an in-depth understanding of the complexity of the HR management phenomenon through a comprehensive analysis of various academic literature sources and policy documents.

The population in this study includes all scientific literature and policy documents related to HR management in Indonesia's public and private sectors published in 2019-2024. The research sample was determined using a purposive sampling technique with the following inclusion criteria:

- 1) peer-reviewed research articles from reputable databases,
- 2) official government policy documents, and
- 3) publications that focus on the Indonesian context or are relevant to the HR system in Indonesia.

The research was conducted through access to reputable academic databases, including Scopus, Web of Science, Google Scholar, ProQuest, JSTOR, and Science Direct, as well as official government portals and related institutions that provide HR management policy documents in Indonesia.

The main instrument in this study is a documentation matrix developed to record and categorize information from literature sources. This matrix includes analysis categories such as regulatory aspects, management practices, and impacts on organizational performance. Qualitative data processing software assisted the data coding and analysis process. Data was collected through a systematic search using relevant keywords in Indonesian and English. The data collection process includes:

- 1) identification of potential sources through academic databases,
- 2) initial screening based on titles and abstracts,
- 3) selection of articles based on inclusion criteria, and
- 4) data extraction using a developed documentation matrix.

Data analysis used a qualitative content analysis approach with the constant comparative analysis method, which was carried out in three stages:

- a. Open coding: identifying significant themes in the literature
- b. Axial coding: developing categories and sub-categories from identified themes
- c. Selective coding: integrating categories into a coherent analytical framework

The analytical framework was developed based on three main dimensions:

- a. Regulatory and policy aspects that influence HRM practices
- b. Implementation of HRM functions
- c. Impact of differences in HRM practices on organizational performance

Although this research is based on literature studies, the principles of research ethics are still strictly observed, including:

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- a. Proper citation to respect intellectual property rights
- b. Objectivity in the interpretation of findings
- c. Transparency in reporting research limitations
- d. Academic integrity in the process of data collection and analysis

The validity of the research was ensured through three strategies:

- a. Triangulation of data sources
- b. Peer debriefing with HRM experts
- c. Audit trail for documentation of the research process

The entire research process is carried out by observing scientific principles and academic ethics to ensure the credibility and reliability of research results.

RESULTS AND DISCUSSION

Case Study Analysis

Title: Comparison of Human Resource Management in Government and Non-Governmental Organizations

By: Meita Santi Budiani

This article compares human resource management in government and non-government organizations. Data on Human Resource Management (HR) in government organizations were obtained from BPOM Jakarta through literature and accompanied by supporting data from interviews with the Head of Personnel Division of BPOM and the DKI Provincial Government in 2008. The analysis results show similarities between the two, namely the emphasis on increasing efficiency and work effectiveness, the outline of HR management, such as the functions and obligations of the workforce, and the emphasis on workforce performance and competence. The differences include funding sources for implementing HR management, specific HR management, such as promotion and termination of employment, and organizational structure (Dekrita, 2021).

Comparison and Similarities of HR Management

Public and Private Sectors The differences and similarities between Human Resource Management (HR) in the public and private sectors can be seen from various aspects. Here is the explanation:

Table 1. Comparison and Similarities of HR

Aspect	Public Sector	Private Sector	
Organizational Objectives	Provides services to the public and meets the public interest.	Profit-oriented and business growth.	
Regulation and Policy	Governed by strict rules and regulations, often influenced by government policy.	More flexible and adaptable to market or organizational needs.	

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Recruitment and Selection	Structured and transparent processes, often using a merit system.	More flexible processes with various methods, such as interviews and skills tests.		
Motivation and Incentives	It tends to job security, social benefits, and pensions.	Based on financial incentives, such as bonuses and commissions, with competitive promotions.		
Performance Management	Bureaucratic assessments are less flexible in providing performance-based rewards.	Dynamic assessments with quick rewards for individual or team achievements.		
Accountability and Transparency	High, every decision must be accounted for by the public and government.	Accountability to shareholders and regulators, more private decision-making space.		

Based on the comparison table above, the differences in HR management characteristics between the public and private sectors reflect the complexity of each sector's challenges. According to (Hehanussa, 2024), the orientation of organizational goals is a fundamental factor influencing the HR approach in both sectors. The public sector, which is oriented towards public services, requires a more structured and accountable HR management system. In contrast, the private sector, which is profit-oriented, requires greater flexibility and adaptability.

Regarding regulation and policy, identified that the strict regulatory framework in the public sector, such as Law No. 5 of 2014 on State Civil Apparatus, creates standardization in HR practices but simultaneously limits innovation(Widyanti, 2023). In contrast, the flexibility of regulation in the private sector allows for faster adoption of contemporary HR practices, although compliance with employment regulations must still be considered. The recruitment and selection system shows significant differences, where found that the merit system approach in the public sector emphasizes transparency and objectivity (Rosidah, 2009). In contrast, the private sector prioritizes suitability with organizational culture and specific company needs. This has implications for the longer duration of the recruitment process in the public sector compared to the private sector (Afriyani et al., 2024).

Revealed that the differences in motivation and incentive systems reflect the characteristics of the values adopted by each sector (Salam, n.d.). The public sector emphasizes stability and long-term security, while the private sector adopts a more aggressive performance-based reward system. According to (Fadhly et al., 2019), these differences affect career patterns and employee retention in both sectors. In the context of performance management, identified that high formalization in the public sector aims to ensure fairness and standardization but can hinder responsiveness to changes in individual performance (Yuliana et al., 2024). On the other hand, a more dynamic approach in the private sector allows for faster performance evaluation and rewards, although it can potentially create a perception of subjectivity.

According to (Hadjaloka, 2014), the accountability and transparency aspects reflect the stakeholders' differences in the two sectors. The public sector, with high public accountability, requires a more comprehensive documentation and reporting system. In contrast, the private

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sector can be more selective in disclosing HR management information to limited stakeholders. These differences in characteristics have strategic implications for the development of HRD in Indonesia. Suggested the need for a hybrid approach that adopts the best practices from both sectors, such as strengthening the merit system in the public sector while maintaining efficiency and increasing accountability in the private sector without sacrificing flexibility (IJPDD, 2023). Understanding these different characteristics is essential to optimize HR practices in each sector. The public sector can learn from the efficiency and flexibility of the private sector in several operational aspects. In contrast, the private sector can adopt the principles of transparency and strong accountability from the public sector. This aligns with the demands of bureaucratic reform and increasing organizational competitiveness in the digital era.

Comparative Situation Analysis

Public Sector HR moves and works for the government for the benefit of the state and society, in this case, the government, state, and society of Indonesia. This organization is part of the government, bureaucracy, or state consisting of departments and non-departments. Resources for the operation of government agencies or institutions, including human resources, are the government's responsibility.

One of the differences in management in the public and private sectors that can be clearly identified is in service management. In his book Management in the Public Domain, Public Money and Management (Stewart & Ranson, n.d.), he generally describes the differences between public and private sector service management. The public sector service management model has several different characteristics from the private sector: first, the private sector is more based on individual choice in the market. Organizations in the private sector must be able to meet personal tastes and preferences to meet each customer's decisions. Such a situation is different from what happens in the public sector. The public sector is not based on individual decisions in the market but on collective choices in government. Public sector organizations are based on the demands of society, which are collective (mass). Meeting individual demands is undoubtedly different from meeting collective demands. Therefore, the service management used is certainly also different. Second, the characteristics of the private sector are influenced by the law of supply and demand. This supply and demand will affect the price of a product or service. Meanwhile, the public sector is driven by the need for resources. The existence of community needs for resources, such as clean water, electricity, security, health, education, and so on, are the main reasons for the public sector to provide them. In terms of delivering public service products or services, the public sector cannot fully use the principle of market mechanisms (19). In a market system, prices are determined entirely by supply and demand, but in the public sector, public service prices cannot be determined purely based on market prices. Therefore, the management of public services in the public sector and the private sector is undoubtedly different. Third, management in the private sector is closed to public access, while the public sector is open to the public, especially those related to service management (10). In public sector organizations, information must be provided to the public as widely as possible to increase transparency and public accountability so that the entire community can receive the services provided. Meanwhile, in the private sector, the information provided to the public is relatively limited. The information provided is limited to financial reports, while the

company's budget and strategic plan are part of the company's secrets and are therefore not disclosed to the public. Fourth, the private sector is oriented towards market equity. Market equity means equal opportunity to enter the market. The private sector is interested in eliminating barriers to market entry (barriers to entry). Market equity will occur if there is fair competition in a perfect market, namely in the absence of monopoly or monopsony. Meanwhile, the orientation of the public sector is to create equity of need. Public sector service management is interested in creating equal opportunities for the community to meet their life needs, such as health, education, and other public facilities. Fifth, private sector service management aims to seek customer satisfaction (market tastes), while the public sector aims to create justice and social welfare. The public sector faces the problem of justice in the distribution of social welfare, while the private sector is not burdened with the responsibility to carry out such distributive justice. Sixth, private sector organizations have the concept that the customer is king. The customer is the highest ruler (DIGITAL, 2024). Meanwhile, in public sector organizations, the highest power is the community (Tarbiyah et al., 2018). In some instances, the community is a customer, but in certain circumstances, the community is not a customer—for example, people who buy electricity services from PT. PLN are customers of PT. PLN, while those who do not subscribe to electricity are not PT customers. PLN. However, the government cannot only pay attention to people who have subscribed to electricity because every community has the right to obtain electricity facilities. Based on this, the meaning of which.

Challenges and Opportunities

Human Resource Management (HRM) in the public and private sectors face different challenges and opportunities due to different objectives, structures, and work environments. The following is an explanation of the challenges and opportunities in HRM in both sectors:

Table 2. Challenges and Opportunities in Public and Private Sector HRM

Sector	Challenges	Opportunities	
Public	1. Bureaucracy and Rigorous	1. Job Stability: Public sector	
	Regulation: Layered bureaucratic	employees often have more	
	processes and complex regulations	excellent job stability, including	
	often slow down decision-making	job security and a guaranteed	
	regarding hiring, promoting, and	,	
	developing employees.	•	
	1 0 1 7	2. Opportunity to Make a Social	
	· •	Impact: Working in the public	
	· .	sector provides an opportunity to	
	provide financial incentives or	contribute to policies and	
	competitive training opportunities	es programs that directly impact	
	for employees, making it difficult		
	to compete with the private sector		
	in attracting top talent.		
	3. Political Pressure: Political	3. Cross-Sector Skill	
interference and leadership Development: In		Development: In some cases,	
	*	often affect the stability of public sector employees gain	
	experience working on projects		

for	emp	loyees	about	career	paths
and	deve	elopme	ent.		

- 4. Difficulty in Recruiting Talent: Many young professionals are attracted to private-sector jobs offering more competitive salaries and a more flexible work environment, making it difficult for the public sector to recruit and retain quality talent.
- 5. Focus on Stability over Innovation: The public sector tends to be more conservative in risk-taking and innovation, making it difficult to attract individuals who seek a dynamic and innovative work environment.

with a broad impact, involving stakeholders from various sectors. 4. Focus on Work-Life Balance: Many public sector institutions offer more regular working hours and better work-life balance.

Private

- 1. Fierce Competition in Attracting Talent: Companies often face fierce competition to recruit top talent in the private sector, especially in the technology industry and other fast-growing sectors. This encourages them to continue offering high compensation and additional benefits.
- 2. Pressure to Meet Targets: In the private sector, employees are often under pressure to meet targets and Key Performance Indicators (KPIs), which can affect their mental and physical well-being.
- 3. High Turnover Rate: Private sector employees are more likely to move from job to job in search of better opportunities, creating challenges in talent retention and building a stable organizational culture.
- 4. Risk of Job Insecurity: Private sector employees are more vulnerable to risks of job insecurity, such as layoffs during economic downturns or sudden changes in business strategies.

- 1. Innovation and Dynamism: The private sector tends to be more innovative and quick to adopt new technologies or more efficient work processes, providing opportunities for employees to innovate and grow professionally.
- 2. Rapid Career Development: Many private companies offer rapid career development opportunities through promotions, intensive training, and leadership development programs.
- 3. Competitive Compensation: Private companies often offer more competitive compensation packages, including bonuses, stock options, and performance-based incentives.
- 4. Work Flexibility: Many private organizations offer flexibility regarding working hours, work location (remote work), and even a more open organizational structure.
- 5. Access to Latest Technology and Resources: Private companies,

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especially those in the technology industry, often have access to the latest technology, which allows employees to develop their skills according to the latest market trends.

Human Resource Management (HRM) in the public and private sectors exhibit different characteristics regarding the challenges and opportunities faced. An in-depth analysis of the two sectors reveals the complex dynamics in human resource management in the modern era. The public sector faces significant challenges in human resource management, especially related to rigid bureaucratic structures and strict regulations. According to research (Prayogo et al., 2024), layered bureaucracy can hinder efficient decision-making processes in human resource management. Budget constraints are also significant, as revealed by (23) in their study, which showed that public institutions often struggle to compete with the private sector regarding compensation and incentives (D. W. Pratama et al., 2024). On the other hand, the public sector offers several unique competitive advantages. Identified that job stability and pension guarantees are significant attractions for candidates who prioritize long-term job security. Furthermore, research revealed that the opportunity to make a significant social impact is a strong intrinsic motivator for public sector employees (M. R. Pratama et al., 2021). The private sector has different dynamics in human resource management. (27) observed intense competition in attracting and retaining talent is a significant challenge, especially in the technology industry and fast-growing sectors. Pressure to achieve high targets and KPIs, as identified by (Gorgievski et al., 2023), can impact employee stress levels and well-being.

However, the private sector excels in terms of innovation and career development. Research by Park and Kim (2024) shows that private companies are quicker to adopt new technologies and innovative work methodologies, providing employees with opportunities to develop skills relevant to market demands. A longitudinal study confirms that the private sector offers faster and more flexible career development paths than the public sector (Arifin, 2024). In terms of compensation and benefits, the two industries show different approaches. The private sector offers more competitive compensation packages with various performance-based incentives, while the public focuses more on stability and work-life balance. Work flexibility is also an important differentiator, with the private sector being more adaptive in implementing remote work policies and flexible working hours (Faustino, 2022).

These fundamental differences between the two sectors create important implications for HRM practices. The public sector must find innovative ways to overcome structural limitations while maintaining its competitive advantage regarding stability and social impact. Meanwhile, the private sector must balance high-performance demands with employee well-being to retain its best talent. In conclusion, the success of HR in both sectors depends on the organization's ability to optimize existing opportunities while effectively managing challenges. A deep understanding of the unique characteristics of each sector allows for the development of more targeted and sustainable HR strategies. In the era of digital transformation and changing workforce expectations, the public and

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private sectors need to continue adapting and innovating in their HR practices to ensure long-term organizational success (Anshori, 2019).

Implications of HRM Differences on Organizational Performance

The differences in human resource management characteristics between the public and private sectors significantly affect organizational performance. An in-depth analysis of the impact of these differences reveals several critical dimensions that influence organizational effectiveness and productivity in both sectors.

In the context of performance orientation, the private sector implementing a performance-based HRM system shows higher productivity levels in quantitative parameters. A longitudinal study revealed that private companies implementing a results-based HRM system recorded an average productivity increase of 28% in two years, compared to 12% in public institutions that still rely on conventional assessment systems (Diniarsa & Batu, 2023).

The flexibility aspect of HRM management provides an adaptive advantage for the private sector in facing changes in the business environment. The ability to modify HRM policies quickly allows private organizations to respond more effectively to market dynamics. In contrast, regulatory rigidity in the public sector, although ensuring standardization and fairness, can hinder the organization's ability to adapt to external changes.

The competency development dimension shows different patterns in the two sectors. More structured HRM development programs in the public sector result in more equitable competency standards but with lower levels of innovation. According to a study, public institutions that adopted a hybrid approach to competency development, combining the public sector's structural elements and the private sector's flexibility, recorded a 35% increase in service effectiveness (Ardiansyah, 2024).

The implications for organizational culture are also evident, where differences in value systems and priorities affect work ethics and collective performance. The results-oriented private sector encourages a more competitive and achievement-oriented work culture, while the public sector fosters a culture of service and stability. Found that organizations that successfully align their HR management systems with their organizational cultural values experienced an increase in employee engagement of up to 42% (Putri et al., 2022).

Regarding talent management, differences in recruitment and career development approaches affect the organization's ability to attract and retain quality HR. With a more competitive compensation system, the private sector shows a higher level of talent retention, while the public sector excels in creating long-term loyalty through guaranteed job stability.

A comprehensive analysis of the characteristics of HR management in the public and private sectors reveals different complexities and dynamics in efforts to optimize organizational performance. Fundamental differences in orientation, regulation, and value systems create unique challenges and opportunities for each sector. The public sector focuses on public service and accountability and requires an HR management approach that ensures standardization and fairness, although this may limit flexibility and speed of adaptation. On the other hand, with its

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profit orientation, the private sector has greater flexibility in adopting contemporary HRM practices but faces more intense competitive pressures in attracting and retaining talent. The findings of this study underscore the importance of a contextual approach in developing an effective HRM system. The success of HR management is not solely determined by the universal adoption of best practices but rather by the ability of the organization to align the HRM system with its characteristics, goals, and fundamental values. In the digital transformation era, both sectors need to develop a hybrid model that integrates the strengths of each sector while addressing its inherent limitations. This includes strengthening the merit system in the public sector while maintaining the principle of fairness and increasing accountability in the private sector without sacrificing operational flexibility.

CONCLUSION

This study reveals fundamental differences in the characteristics of human resource management between the public and private sectors in Indonesia. These differences are reflected in various aspects, such as organizational orientation, regulations, recruitment systems, motivation, and accountability. The public sector, which is oriented towards public services, shows a more structured and bureaucratic approach, emphasizing stability and regulatory compliance. Meanwhile, the private sector, which is profit-oriented, emphasizes flexibility and adaptability in HRM practices. The analysis results show that the two sectors face different challenges and opportunities in HRM management. The public sector faces bureaucratic and budget constraints but has advantages regarding job stability and social impact. Despite facing high competitive pressures, the private sector excels in innovation and career development. These differences in characteristics imply the need for different approaches to optimizing HRM practices in each sector while focusing on increasing organizational effectiveness and efficiency.

The recommendations for enhancing HR management in the public sector emphasize the development of an integrated talent management system that merges merit-based principles with operational flexibility through a digital platform for competency assessment, succession planning, and performance management. Reforming compensation and career development policies is essential, as well as adopting a pay-for-performance approach while ensuring fairness and introducing flexible career paths, including cross-sector rotations and executive exchanges. Accelerating digital transformation in HR practices through integrated HR information systems and improving HR analytical capabilities with digital literacy programs is also vital. Establishing cross-sector collaboration forums between public and private HR managers for sharing best practices, joint learning, and developing standardized HR training curricula is recommended. A continuous monitoring and evaluation system with measurable performance indicators and systematic feedback mechanisms is also necessary for sustained improvement. This study contributes theoretically by proposing a hybrid HR model integrating public and private sector strengths, practically by enhancing HR development programs and performance appraisals, and from a policy perspective by advocating adaptive personnel regulations and strengthened publicprivate HR cooperation. Future research should explore cross-regional HR practices, track HR evolution through longitudinal studies, utilize mixed-method approaches with quantitative validation, investigate organizational culture's influence on HR effectiveness, and examine the impacts of emerging technologies on HR practices.

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