

Evaluation of the Suitability of ASN Functional Positions Towards Law No. 5 of 2014 Concerning State Civil Apparatus: Case Study at the Marine and Fisheries Service of the Kepulauan Riau Province

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ABSTRACT

The career development of functional officers within the Department of Marine Affairs and Fisheries (DKP) in Kepulauan Riau Province is essential to achieving a dynamic and professional civil service system. Functional positions, which are pivotal for enhancing public service efficiency, face challenges in terms of qualifications, training access, and performance evaluations. This study aims to assess the alignment of career development practices at DKP Kepulauan Riau with Indonesia's Law No. 5 of 2014 on the State Civil Apparatus. Using a qualitative descriptive method, primary data were gathered through interviews with functional officers, while secondary data included official organizational documents. The findings reveal that while career development aligns with the legal framework, significant challenges persist. Limited budgets restrict access to essential training and competency development programs, forcing many officers to self-finance their professional growth. Additionally, the absence of a provincial-level performance evaluation team delays the appraisal process, creating obstacles in career progression. Functional officers also face issues related to uneven staff distribution across regions and a lack of systematic institutional support for training and development. These factors hinder the optimization of their roles and responsibilities. This study concludes that addressing financial constraints, establishing a localized performance appraisal team, and implementing structured training programs are critical to improving career pathways for functional officers. By aligning career development strategies with organizational needs and providing adequate institutional support, DKP Kepulauan Riau can enhance its workforce's professionalism, contributing to sustainable maritime and fisheries management in the region.

Keyword: Career Development, State Civil Apparatus, Functional Positions



INTRODUCTION

In addition to structural positions such as supervisors, administrators, and senior leadership, Civil Servants (PNS) in Indonesia may opt to develop their careers through functional positions. Functional positions are roles grouped based on specific functions and tasks related to the provision of services that require particular skills and expertise. According to the Regulation of the Minister for Administrative and Bureaucratic Reform of the Republic of Indonesia Number 8 of 2019, these positions are designed to streamline the bureaucracy

and support the enhancement of public service delivery. The core objective is to create a professional and dynamic bureaucracy capable of responding effectively to the demands of public service.

Job equality is one of the key strategies in simplifying the bureaucracy, aiming to increase efficiency and effectiveness in public administration. Candra and Amrizal (2022) argue that in order to achieve this goal, the bureaucratic structure must undergo simplification. This includes eliminating senior positions such as Echelon III, Echelon IV, and Echelon V, although some of these senior roles may need to be retained due to the continued need within specific government agencies (Permatasari & Ariani, 2021). By streamlining the bureaucracy, the government can foster a more responsive and efficient civil service structure.

In the context of the Department of Marine and Fisheries (DKP) in the Kepulauan Riau Province, the current composition of civil servants reveals a significant proportion of staff in functional positions. Out of a total of 99 employees, 32 are assigned to functional positions, representing approximately 32% of the workforce. This is contrasted with 35 structural positions, making up 35% of the staff, and 31 operational staff, accounting for about 31%. This distribution reflects the importance of functional positions as a means of professional development, fostering an expertise-based organizational structure, and promoting professionalism in public administration (Devi & Tarigan, 2022).

An observation and interviews conducted at the DKP Kepulauan Riau revealed that one of the challenges faced by employees in assuming functional positions is the requirement to possess specific certifications or qualifications obtained through specialized training (Wahida, 2019). However, only a small proportion of employees have the opportunity to participate in such training, and the financial constraints further limit access to these qualifications. This situation highlights the difficulties in career progression within the functional ranks, particularly for those unable to access the necessary training programs.

Moreover, many employees at the DKP Kepulauan Riau also encounter obstacles in the determination of their credit scores, a crucial aspect of career advancement in functional roles (Fahrani, 2020). The lack of assessment teams within the Kepulauan Riau Province means that employees are required to send their data to the Ministry of Marine Affairs and Fisheries or the respective supervising agency. Interviews with functional officers, including AS, ZF, and MY, confirmed the persistence of these administrative challenges. The rigid nature of the credit score assessment process, which demands strict adherence to standardized criteria, further exacerbates the difficulties employees face in obtaining recognition for their skills and qualifications (Candra, 2023).

The issue of credit score assessment also highlights the financial constraints faced by civil servants. In several cases, officials have had to use personal funds to meet the credit score requirements due to insufficient budget allocations from the government (Laila, 2023). This indicates a broader issue within the DKP Kepulauan Riau regarding the allocation of resources for the career development of its employees, particularly those in functional positions. Another challenge faced by the DKP Kepulauan Riau is the uneven distribution of staff across different regions. Currently, most of the staff are concentrated in the capital city of Tanjungpinang, leading to an imbalance in workload distribution. As revealed in interviews with functional officials MA, AD, and BM, this concentration of staff in one area hinders the efficient functioning of the department across the entire province. This lack of optimal placement further contributes to the difficulties experienced by functional officers in fulfilling their duties and advancing in their careers.

Previous research has explored various aspects of functional positions, such as the role of functional officers in achieving government goals (Satoto, 2022) and career development through rank alignment (Fitrianingrum et al., 2020). Additionally, Damanik (2023) examined proposals for functional positions within the education sector. However, none of these studies have specifically addressed the alignment of functional positions with the provisions outlined in Law No. 5 of 2014 concerning the State Civil Apparatus within the context of the Department

of Marine and Fisheries in Kepulauan Riau Province. This gap in research presents an opportunity to investigate whether the career development of functional employees at DKP Kepulauan Riau aligns with the legal frameworks established for public servants in Indonesia.

The purpose of this research is to assess whether the career development within functional positions at the DKP Kepulauan Riau adheres to the guidelines and provisions stipulated in Law No. 5 of 2014 concerning the State Civil Apparatus. By examining the alignment of career development strategies and practices within the department, this study seeks to provide insights into the challenges and opportunities that exist in the implementation of functional positions in regional government agencies. Ultimately, the findings of this research will serve as a basis for evaluating the effectiveness of functional positions and their role in fostering a professional, efficient, and equitable public service.

The results of this study are expected to offer valuable information for the management and policy-makers at the Department of Marine and Fisheries in Kepulauan Riau. By providing a comprehensive analysis of the functional position system and its alignment with national regulations, the research will contribute to the development of more effective and fair career progression pathways for civil servants. It is hoped that this study will offer recommendations for improving the implementation of functional positions and addressing the challenges identified, ultimately enhancing the performance and professionalism of the civil service in the Kepulauan Riau.

RESEARCH METHODS

This study employs a qualitative research design with a descriptive approach, as outlined by Sugiyono in Siregar et al. (2024), and Candra et al. (2024), which emphasizes the importance of the researcher as the primary instrument in the study. The research results focus on the phenomena observed, highlighting specific insights rather than generalizations. The researcher aims to explore and explain the phenomena occurring in the region, particularly related to career development in the provincial Department of Marine Affairs and Fisheries (Dinas Kelautan dan Perikanan) of Kepulauan Riau. The data sources for this research are both primary and secondary. Primary data were obtained through direct interviews with respondents, while secondary data were collected through official documents, such as calculations, vision and mission statements, organizational structures, and governor's instructions.

The data collection techniques used in this study include semi-structured interviews and documentation techniques. Semi-structured interviews allow for an in-depth exploration of the participants' perspectives, while the documentation technique is used to gather essential documents and archives relevant to the research. As described by Saefullah et al. (2023), these methods are essential for gathering comprehensive and varied data. The study population comprises 32 civil servants holding functional positions, with a sample size of 7 individuals selected through purposive sampling. This sampling technique ensured that participants with diverse levels of expertise and roles were included, such as 1 individual at the First-Level with the position of Marine and Fisheries Quality Control Officer, 2 at the Middle-Young level as Fisheries Supervisors, 3 at the First-Level Skilled level as Fishing Production Managers, and 1 individual at the Young level as Marine and Coastal Ecosystem Manager.

For data processing, the study follows a systematic approach that includes data reduction, presentation, and conclusion drawing. The data reduction process involves organizing and condensing the collected information to focus on the most relevant aspects of the research. The data presentation stage enables the researcher to display the key findings in a coherent and structured manner. The conclusion drawing process involves interpreting the results based on the evidence collected. In terms of data analysis, the study utilizes descriptive analysis and employs source triangulation to ensure the validity and reliability of the data, as suggested by Pardian et al. (2024). Triangulation helps to cross-check the

consistency of information from different sources, ensuring a more comprehensive understanding of the research findings.

The study was conducted in the Department of Marine Affairs and Fisheries of the Kepulauan Riau Province, and its primary focus is on career development within the functional positions in this government agency. Key aspects of the research include evaluating the qualifications, competencies, performance assessments, and the needs of the government agency in relation to its personnel. By examining these factors, the study aims to provide valuable insights into how career development is structured and the challenges that exist within the functional positions of the Department. This will contribute to a better understanding of career progression strategies and the overall efficiency of the agency's workforce.

RESULTS AND DISCUSSION

1. Organizational Development of the Maritime and Fisheries Office of Kepulauan Riau Province

The Maritime and Fisheries Office of the Kepulauan Riau Province (DKP Provinsi Kepulauan Riau) was established in 2004 following the formation of the Kepulauan Riau Province. Initially operating under the nomenclature of the Department of Agriculture and Mining, the department's role evolved as the provincial government redefined its organizational structure. This was formalized by Regional Regulation (Perda) No. 08/UN/KGKR/VII/2004, which established the office as part of the provincial government's reorganization efforts. In 2005, with the introduction of a new regulation (Regional Regulation No. 06/2005), the agency officially adopted the name "Maritime and Fisheries Office," reflecting its primary mandate to manage maritime and fisheries issues. This change marked the agency's formal alignment with the province's strategic goals of improving the welfare of local communities through sustainable maritime and fisheries management.

At its inception, the Maritime and Fisheries Office was headquartered in Batam, the temporary capital of the Kepulauan Riau Province. However, with the relocation of the provincial capital to Tanjungpinang in 2006, the office's operational base also moved, signifying the broader administrative shift in the provincial government. This relocation was not merely symbolic; it also affected the operations of various maritime services, including shipping and fisheries. Despite being a newly established agency with limited staff and office space, the Maritime and Fisheries Office managed to perform its duties effectively, demonstrating resilience in the face of infrastructural and human resource constraints. This early phase of the agency's existence laid the foundation for its growth and development in the subsequent years, adapting to the evolving needs of the province's maritime and fisheries sectors.

In 2017, the Provincial Governor of the Kepulauan Riau issued Regulation No. 64, which led to the establishment of three Technical Implementation Units (UPTD) under the Maritime and Fisheries Office. These units were specifically created to enhance the operational capacity of the office in line with its expanding responsibilities. The UPTDs include the Coastal Fishery Port Unit (BP3), the Marine and Fisheries Product Quality Testing Unit (BPMP2KP), and the Fish Seed Unit (BBI). The formation of these units was a strategic decision to decentralize certain operational tasks and improve service delivery, enabling the office to address the growing complexity of fisheries management, quality control, and fishery resource conservation. The establishment of these UPTDs reflects the government's recognition of the importance of specialized, localized efforts in managing the diverse challenges faced by the province's maritime and fisheries sectors.

Simultaneously, the Kepulauan Riau Province's government continued to expand the Maritime and Fisheries Office's administrative capacity by creating regional branches. According to Regional Regulation No. 75 of 2017, five new branch offices were formed, located

in Batam, Karimun, Natuna, Anambas, and Lingga. These branch offices serve as extensions of the provincial office, ensuring that the management of marine and fisheries resources is conducted at the grassroots level, closer to the communities directly impacted by these resources. This decentralized approach aims to enhance responsiveness to local needs, streamline decision-making, and improve coordination between the provincial office and local stakeholders, including fisherfolk, local governments, and other relevant entities.

The Maritime and Fisheries Office of the Kepulauan Riau Province is structured into several key divisions, each focusing on specific aspects of maritime and fisheries governance. These divisions include the Secretariat, the Marine and Coastal Protection and Control Division, the Aquaculture Division, the Capture Fisheries Division, and the Processing and Marketing Division, along with various service units and functional job groups. This organizational structure reflects the multifaceted nature of the office's responsibilities, which encompass a wide range of activities from coastal protection and fisheries management to market development and fish product quality assurance. The office is led by the Head of the Maritime and Fisheries Office, Dr. H.T.S. Arif Fadillah, who provides strategic oversight and leadership in driving the office's mission of promoting sustainable maritime and fisheries development in the province.

The establishment of the Maritime and Fisheries Office and its organizational evolution highlights the provincial government's recognition of the importance of the maritime and fisheries sectors in the Kepulauan Riau's economy. The strategic formation of technical units and regional branches demonstrates an adaptive governance model aimed at improving service delivery, enhancing local engagement, and ensuring that maritime and fisheries resources are managed effectively. However, the challenges faced during the initial years, such as limited staffing and infrastructure, underscore the importance of long-term investment in human resources and operational capacity to ensure the agency's sustainability. The decentralization efforts, while beneficial in terms of proximity to local communities, also pose challenges in terms of coordination and resource allocation across multiple offices. Therefore, continued efforts to streamline communication, optimize resource distribution, and ensure that each unit and branch operates within a coherent, well-structured framework will be essential for the office's continued success.

2. Career Development and Competency Challenges for Functional Officers at the Department of Marine Affairs and Fisheries Kepulauan Riau Province

The career development and competency challenges for functional officers at the Department of Marine Affairs and Fisheries in Kepulauan Riau Province stem from limited training opportunities, resource constraints, and geographical barriers due to its archipelagic nature. Additionally, rapid technological advancements, frequent policy changes, unclear career paths, and heavy workloads hinder their ability to enhance skills and adapt to evolving demands. These challenges are further compounded by high stakeholder expectations and limited collaboration opportunities, emphasizing the need for strategic capacity-building and better support systems to ensure professional growth and effectiveness in the sector.

- a. Qualification Requirements for Functional Officers; The qualification requirements set by the Department of Marine Affairs and Fisheries (DKP) of the Riau Islands Province (Kepri) vary according to the different levels of positions. These qualifications are essential to ensure that functional officers possess the necessary knowledge, skills, and expertise to perform their duties effectively. However, there are significant challenges related to meeting these qualifications due to limited budget allocations. As a result, the collection of essential data and information for enhancing the qualifications of functional officers is hindered. The need for specialized training programs and access to relevant resources requires considerable financial support, which is currently constrained by budget limitations. The insufficiency of budget hampers the effectiveness of qualification

programs, which could potentially impact the overall performance of the functional officers in fulfilling their tasks within the department.

- b. **Competency Development Challenges;** Competency development for functional officers in DKP Provinsi Kepri faces substantial barriers, primarily due to budget constraints. A significant portion of functional officers have not yet participated in basic functional training (diklat), which is crucial for their professional growth and the enhancement of their skills. This gap in training has emerged as a result of limited financial resources allocated to professional development programs. Consequently, many officers have had to fund their own participation in training, workshops, seminars, and other competency-building activities, which are often conducted online or organized by the central government. This reliance on personal funds for skill development places a heavy burden on the officers, and highlights the systemic issue of insufficient financial support for competency-building initiatives. A lack of structured and government-sponsored training further exacerbates the challenges of ensuring that officers are well-equipped to handle their roles efficiently.
- c. **Performance Appraisal System;** The performance evaluation of functional officers at DKP Provinsi Kepri is carried out by the Ministry of Marine Affairs and Fisheries, as the existing performance appraisal team is located at the national level rather than within the provincial department. The assessment process is based on several criteria, such as the completion of tasks, educational background, and professional experience in specific areas. The results of these evaluations are then communicated to DKP Provinsi Kepri in the form of a credit score evaluation sheet (PAK). While this system allows for a comprehensive assessment of the officers' performance, it also reveals the lack of a localized and immediate performance evaluation framework within the province. As a result, there is a delay in feedback, which may limit the timely identification of areas where functional officers need further support or development. Additionally, the absence of a performance evaluation team at the provincial level hinders the ability of the local department to address issues in real-time and to implement improvement measures promptly.
- d. **Institutional Support and Development Needs;** Although DKP Provinsi Kepri has undertaken some efforts in fostering the development of its functional officers, these initiatives have been sporadic and not systematically planned. This lack of a structured, long-term development strategy has led to suboptimal results in terms of increasing the competency of functional officers. It is evident that there is a need for continuous and structured development programs, particularly for the functional officers, which are supported by the institution in terms of budget allocations. Moreover, the current career development framework for functional officers is not entirely aligned with the evolving needs of DKP Provinsi Kepri. While some progress has been made, it is clear that the career development process is still far from being maximized. This is primarily due to the limited budget available for functional activities, as well as the lack of proper coordination and communication between the functional roles and the department's operational requirements.
- e. **Implementation of Career Development and Limitations;** Based on the findings, it can be concluded that the career development process at DKP Provinsi Kepri is in accordance with the guidelines outlined in Law No. 5 of 2014 concerning Civil Servants. However, the execution of this process has not been fully effective due to the persistent issue of limited financial resources. The inadequate funding has directly impacted the ability of functional officers to carry out essential fieldwork, such as data collection and research, which is crucial for their professional growth and the department's overall success. Furthermore, there remains a subset of functional officers who have not participated in essential functional training programs, thus hampering their ability to enhance their skills. The absence of a local Performance Credit Evaluation (PAK) team within the province further complicates the career development process. The lack of regular and structured training

sessions and performance evaluations points to significant gaps in the overall development strategy, which needs to be addressed to ensure more effective career progression for functional officers.

- f. Recommendations for Improved Development and Performance Evaluation; To address the challenges outlined, several recommendations can be made for DKP Provinsi Kepri. First and foremost, it is crucial to allocate a dedicated budget to support the training and development of functional officers. This would ensure that officers are adequately trained and equipped to handle their responsibilities effectively. Furthermore, the establishment of a local team for the Performance Credit Evaluation (PAK) should be prioritized to facilitate more timely and localized performance assessments. This would enable the department to provide immediate feedback and make necessary adjustments to improve the performance of its officers. In addition, DKP Provinsi Kepri should implement a structured and continuous professional development program, with regular training sessions, workshops, and seminars, to keep officers updated on the latest industry practices and standards. Finally, it is essential to foster better communication and coordination between functional roles and the department's operational requirements, ensuring that the career development of officers aligns with the evolving needs of the organization. By addressing these issues, DKP Provinsi Kepri can enhance the competency and performance of its functional officers, leading to better outcomes in the department's overall operations.

CONCLUSION

The establishment and organizational development of the Maritime and Fisheries Office of Kepulauan Riau Province reflect a strategic effort by the provincial government to address the critical importance of maritime and fisheries sectors to the region's economy. Since its inception in 2004, the office has evolved structurally, adopting a decentralized model through the formation of technical implementation units (UPTD) and regional branch offices. This evolution has enhanced service delivery, localized resource management, and improved engagement with communities directly impacted by maritime and fisheries policies. Despite early challenges, such as limited staffing and infrastructure, the office has demonstrated resilience, gradually strengthening its administrative and operational capacity to meet the dynamic needs of the province's maritime sector. However, these efforts also underscore the necessity of continuous investment in human resources, infrastructure, and coordination mechanisms to ensure sustainable development.

The challenges faced by functional officers at DKP Provinsi Kepulauan Riau highlight significant gaps in career development and competency-building frameworks. Limited financial resources have constrained the department's ability to provide essential training and structured professional development programs. Many officers lack access to basic functional training and rely on personal funds to participate in competency-enhancing activities. Furthermore, the absence of a localized performance appraisal system delays feedback and limits the department's ability to address issues promptly. These challenges indicate the need for a more robust and systematic approach to career development, supported by adequate budget allocations, effective coordination, and the establishment of local performance evaluation mechanisms.

To enhance the effectiveness of DKP Provinsi Kepulauan Riau, it is imperative to address the current limitations in training, performance evaluation, and institutional support. Prioritizing a dedicated budget for professional development, establishing a local performance evaluation team, and implementing structured, continuous training programs are essential steps toward improving the competency and career progression of functional officers. Additionally, fostering better communication between functional roles and the department's operational requirements will align career development with organizational goals. By

addressing these systemic issues, the Maritime and Fisheries Office can strengthen its capacity to manage maritime and fisheries resources sustainably, contributing to the welfare and economic development of Kepulauan Riau Province.

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