

ASSESSING THE READINESS FOR TRANSFORMATION OF GOVERNMENT ORGANIZATIONS USING THE DICE FRAMEWORK (Case at the Center for Mobilizing Teachers in East Java Province)

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Abstract. Bureaucratic reform is one of the government's steps to develop a change strategy for government organizations in providing accountable services to the public with various innovations and creativity through ZI-WBK Development. Government organizations must be able to carry out organizational transformation so that they are able to adapt and become more agile in facing various challenges in the development of technology and information. In carrying out organizational transformation, strategic steps are needed starting from preparation to implementation to achieve organizational transformation success. The readiness of the transformation of government organizations can be seen from the hard side of change and the soft side of change. Government organizations can focus on hard factors of change using the DICE framework. Through this framework, it will be known the possibility of the success of the organizational transformation process carried out and will find various potential obstacles and parts that need to get the focus of attention to be addressed immediately and efforts to improve their handling. By knowing from the start the things that are the main focus of change and various things that are potential obstacles, government organizations can anticipate and develop the right strategy in the process of organizational transformation.

Keywords: organizational transformation; hardside of change; DICE framework

I. INTRODUCTION

Change is a very important part of organizational management. Change is part of the dynamics that must occur in the organization, this change occurs because of external or internal encouragement that becomes the internal needs of the organization. Every organization will inevitably face two choices: change or will die because it is depressed by the power of change. Organizations that are unable to adapt to change, sooner or later will definitely be difficult to develop or even die. Especially with the development of technology and very rapid changes in various fields, an organization is required to adapt and be more agile to face the challenges of these developments [1]. Organizations that do not make changes and still carry out old or traditional patterns will be increasingly left behind and unable to survive because they are no longer able to meet the needs of their customers properly. An organization that is simple, but effective and efficient in providing service and satisfaction to its customers and being able to utilize technology appropriately will be a superior organization [2]. The demand for change that is happening today does not only hit profit organizations, but also in nonprofit organizations, one of which is government organizations [3]. With the era of openness and the spirit of reform that continues to be echoed today, government organizations are expected to become one of the organizations that are able to adapt to the development of the needs of an increasingly modern and increasingly intelligent society in

life [4]. Perceptions and assumptions of government organizations that still provide slow and less agile services, long bureaucracy, and the existence of KKN (Corruption, Collusion, Nepotism) practices in services are still widely encountered or heard in our society [5].

Government organizations are currently focusing on strategies or steps to adapt to various changes as well as to dismiss negative public perceptions or assumptions of government organization services. In order to make this adaptation, several government organizations seek to make various service changes through service innovation and creativity as well as introspection internally on the organization [6]. These changes are contained in one of the 5 visions of the president and vice president for 2019-2024, namely carrying out bureaucratic reforms. Through this bureaucratic reform, various strategies for changes in government organizations are prepared, especially structural changes by cutting bureaucracy in several government organizations [7]. All government organizations are expected to carry out the bureaucratic reform agenda, especially making changes to the old ways of bureaucracy that are considered less supportive of excellent service to their customers. Not all government organizations are ready to make changes, so stages and encouragement are needed to carry out this bureaucratic reform agenda. Some government organizations are ready and starting to make changes. In order to see the readiness of government organizations [8], it is necessary to assess the factors that can affect the success of a

change. These factors are hard side factors and soft side changes. Both of these factors can affect the success of the organizational transformation process, especially if the constraints in these two factors are not addressed seriously and tend to be left unchecked. If the problems that occur are not immediately addressed, it will have an impact on bigger problems and will ultimately hinder the process of organizational transformation [9].

In carrying out the change management process, usually a company emphasizes soft factors without controlling how much time it takes to make changes in accordance with the target results to be obtained in the change. This soft factor can consist of organizational culture, leadership style, and personal motivation, whereas to measure the success of this change should be hard factors that are considered more difficult to handle in this change process must be done first and soft factors will later follow the change. As Sirkin [10] says, "Though these elements (the soft side of change) are critical for success, change projects can't get off the ground unless companies address harder elements first." That element in soft factors is indeed very important for success, but change projects will not succeed if the organization does not address the elements in the hard factors first. This illustrates that the hard factor becomes an important element that ensures the success of the organizational change process.

Furthermore, Sirkin [10] argues that handling difficult factors must be done first because this will affect transformation / change initiatives in the organization, the difficult factors in question are hard factors in the organization. If this is not considered then the change process will fail before the soft factor is present and handled by the organization. Sirkin [10] also said that to see the success of the implementation of change programs carried out by organizations can be done by studying four key factors for handling hard organizational change factors abbreviated as DICE, consisting of: Duration, Integrity, Commitment, and Effort. These four factors are used to assess the likelihood of success of the organizational transformation process carried out, including various problems that need attention so as not to become obstacles in the organizational transformation process. Assessment of the success of the organizational transformation process using these four elements is often referred to as the DICE Framework or DICE Framework.

One of the government organizations that became the case study of this research is the East Java Provincial Driving Teacher Center (BBGP Jatim) which is a Technical Implementation Unit (UPT) of the Ministry of Education, Culture, Research, and Technology. BBGP East Java is currently carrying out bureaucratic reforms, both organizationally and structurally. The readiness of the East Java BBGP will be seen through the DICE Framework, assessed the readiness of changes made through the Development of a Zone of Integrity Free from Corruption (ZI-WBK). In the construction of ZI-WBK, it contains six areas of change made by BBGP East Java. This readiness will be assessed for its possible success through hard change factors

consisting of several elements, namely Duration, Integrity, Commitment, and Effort.

II. RESEARCH METHODS

In order to uncover the hard factors of change in the implementation of the organizational transformation process at BBGP East Java, research was conducted using a qualitative approach with a single holistic case study method. This research will reveal fully and comprehensively the readiness to implement the change process in BBGP East Java through assessment using the DICE Framework. While the research design refers to the five design components conveyed by K. Yin [11], starting with 1) research question (composing a number of questions); 2) proposition (conveying propositions); 3) analysis units (units of analysis / determination of research problems); 4) The logic that relates data to propositions; and 5) The criteria for interpretation of findings (criteria for interpreting data findings).

Data collection was carried out by interviewing respondents [12] who were key persons involved in the transformation process at BBGP East Java, including top management who also controlled the transformation process. In addition, direct participatory observations are also carried out to confirm and check the validity of the data obtained [13]. Other supporting secondary data are taken from study documents obtained or read by researchers [14]. Data findings from this method are analyzed descriptively-qualitatively through the stages of collection, categorization, description, to interpretation. The results of the study became a conclusion related to the assessment of the readiness of the East Java BBGP transformation process through the DICE Framework.

III. RESULTS AND DISCUSSION

Bureaucratic reform is a major change in governance in Indonesia. The Grand Design related to bureaucratic reform has been made since 2010 with the issuance of Presidential Regulation number 81 of 2010 [15], this Grand Design is valid from 2010-2025. At every stage of the implementation period, there is always a target to be achieved through this bureaucratic reform, until 2025 it is hoped that good governance has been realized with a professional government bureaucracy, high integrity, and being a public servant and state servant. The implementation of this Grand Design is outlined in the Road Map for Bureaucratic Reform in each stage with a five-year periodization and starting from 2010 to 2025. Each stage has different goals to achieve. Currently, it has entered the third Road Map, namely the 2020-2024 period. In this third period, bureaucratic reform is expected to produce a world-class bureaucracy, with the characteristics of increasingly qualified public services and increasingly effective and efficient governance. In order to realize this expectation, each ministry or government institution is expected to make various changes according to the direction of bureaucratic reform. Every government organization under a ministry/institution is expected to carry

out organizational transformation to realize government bureaucratic reform. The transformation process from the old patterns adopted and even used as guidelines to provide services to the public which leads to customer complaints about slow service, too long bureaucracy, lack of swiftness of service personnel, KKN practices (Corruption, Collusion, and Nepotism), and many more problems that are often faced by the community when they need public services.

The unfavorable perception of some people about government bureaucracy, especially related to public services, is now time to be changed to excellent service and accountable, effective, and efficient bureaucratic performance. Through a touch of technology, creativity, and various innovations, it is hoped that bureaucratic reform in government organizations can be carried out, so that the hope of the Grand Design of Bureaucratic Reform at every stage can be realized and can have an impact on society. The bureaucratic reform that has been launched requires government organizations to make various changes in various areas of change that focus on six areas of change, namely change management, structuring governance, managing apparatus human resources, strengthening accountability, strengthening supervision, and improving the quality of public services. With the demands of development in various fields that are very rapid and complex as today, inevitably government organizations must make changes by transforming their organizations in order to adapt and follow the acceleration of development that occurs. To carry out transformation, readiness is needed for government organizations to make changes. A change will certainly have an impact internally or externally. This impact can be a beneficial impact or a less favorable impact, which is expected to be a beneficial impact in accordance with the target target of bureaucratic reform [16]. Readiness is needed for government organizations to make changes, starting from planning, forming change teams, determining strategies, preparing facilities and infrastructure, and including changing the mindset and culture set of change actors in the organization. The readiness of the organization in making changes will affect the success of the change process carried out by the organization.

In this research, one of the government organizations will be seen as a case study that is also carrying out organizational transformation, namely the East Java Provincial Driving Teacher Center (BBGP East Java) as one of the Technical Implementation Units of the Ministry of Education, Culture, Research, and Technology. In order to find out the possibility of success of this organizational transformation process, it is necessary to assess the efforts that have been made by the organization. In this assessment there are two factors that can affect the success of the change process, namely the hard side of change and the soft side of change. The hard change factor is a priority factor to be addressed first because this factor will affect the transformation process initiative in the organization. These hard change factors consist of four elements abbreviated as DICE (Duration, Integrity, Commitment, and Effort). These four elements become the framework that will be used to

assess the readiness of the transformation process at BBGP East Java. This framework is called the DICE Framework. Based on the methods and propositions used in this research design, several assessment results using the DICE Framework were obtained on the readiness of the transformation process carried out by BBGP East Java. The data findings and their analysis refer to all four elements of the hard factor of change [17]. The four assessments using the DICE Framework will also be summed with the formula for calculating the hard factor of this change as presented by Sirkin [10]. This assessment in the DICE Framework uses scores with indicators in each element. Sirkin uses a score of 1 – 4, the lower the score means the better it means that the hard factor of this change is likely to have a major contribution to the success of the change process. Conversely, the higher the score given means that this factor is less likely to contribute to the success of the change process.

Duration (D)

The hard factor of this Duration change is related to the duration of the review time for target achievement in the implementation of the transformation process. Sirkin [10] suggests that long projects that are reviewed frequently are more likely to succeed than short projects that are not reviewed often. The organizational transformation process at BBGP East Java is carried out through the development of ZI-WBK, data findings show that the stages of the change process have been shown by the existence of a timeline that is the target of change. This timeline is a reference for the implementation of the transformation process and based on the findings of the data obtained by the change team and the management team always reviews the targets on this timeline at least once every 1 month. This duration is recognized by the leadership as well as members of the change team or from the management team. This review is conducted in the form of a formal meeting attended by all members of the change team and discusses various matters regarding the achievement of targets according to the timeline, obstacles faced, and strategies to be taken to deal with problems in the implementation of the change process.

In addition to regular meetings every year, incidental meetings are also held several times, if there are problems that are very urgent and need to be addressed immediately and the risk can be sustained. However, there are data findings related to the consistency of meetings to review targets once a month, that in the last months of June and July, the change team and management team did not conduct these regular meetings. Some of the information obtained is because the main program schedule of the institution is quite tight and many members who do service out of town. In addition to reviewing the achievement of the change process target, BBGP East Java also evaluates the implementation of the change process carried out by a specially appointed supervisory team. This evaluation is conducted quarterly and reported to the change team to get attention and improvement from each area of change. From the records of the supervisory team, it was found that some problems have been resolved, but there are still some of the same problems that reappeared

in the next quarter. This means that the problem appears repeatedly and is not resolved until the next quarterly evaluation. In the DICE Framework assessment, Sirkin [10] conveyed an indicator or scale for this Duration element, that the main focus is on the duration of the review time on the achievement of the change process target. The more often reviewed with a limit of less than two months, a score of 1 will be given, if reviewed between 2 to 4 months the score is 2, if reviewed between 4 to 8 months the score is 3, and if it is above 8 months the score is 4. BBGP East Java held a meeting to review the achievement of the target change process with a duration of once every 1 month. Based on these findings, the score that can be given for the hard factor of change is 1 because the review is conducted under 2 months.

Integrity (I)

The Hard Factor of Change Integrity is related to the quality of the change team formed by the management team. The focus of this factor is on the legality of the change team, the balance of key workloads and workloads on the change team, the rewards earned by the change team, and the evaluation of the change team's performance. The findings of the data and the results of the analysis show that the change team at BBGP East Java has been formed and has been legalized with the Decree of the Head of BBGP East Java and in it has also contained the organizational structure, tasks that must be done, and the tenure of the change team. The Decree on the formation of the change team is important as a legal force for the implementation of programs carried out by the change team at BBGP East Java.

The tasks given to the change team are additional tasks in addition to their main duties according to the personnel position at BBGP East Java. The change team must be able to balance the key performance load and the additional performance load that must be equally resolved. The data findings and analysis obtained that the selected change team members are indeed employees who have good competence in their fields, high loyalty to the institution, experience, and high commitment to the institution. At BBGP East Java it was also found that most of the members of this change team were also members of the management team. If analyzed, of course, there are advantages and disadvantages, the advantages are in support and access for change team members that are easier and the process of handling problems can be faster because they know the area. While the disadvantage is in the balance of workload, the management team certainly has quite heavy tasks and responsibilities in carrying out the main tasks and main functions of BBGP East Java, then given additional tasks again in the change team. Between time travel, there will definitely be obstacles related to activities or programs that must both run at the same time. If this happens, of course, a strategy is needed to live it, one of the strategies used is to set a schedule of activities that coincide [18].

Leaders also pay attention to the change team in the form of rewards for their performance [19]. Recognition from the leadership and also confirmation from employees who become the change team and also confirmed in documents related to employee performance appraisal, the leader gives

awards in the form of increasing the intensity of employee assignments out of town which will certainly have implications for increasing income for employees. In addition, awards are also given in the form of additional employee performance appraisals higher than other employees. The performance of this change team is also evaluated at any time by the management team to see the quality of performance of additional tasks assigned. In addition, it is also to see the role and intensity of its involvement in the change process. The results of this evaluation become recommendations for leaders for their assignment in the following change teams. Assessment of the hard factors of change Integrity, especially on the change team that carries out the agenda of the change process [20]. Assessments are provided with indicators that change leaders and team members have the competencies, skills, and motivation to complete the change process; and management assigns at least 50% of its time to performing tasks in the change process. If this is the case, a score of 1 will be given; But if the change team's competency indicators are not met and the assignment is not up to 50% of the time to complete the change process task, then the score will be given 4. If these two components are somewhere in between, it can be given a score of 2 or 3.

When viewed from their competence, almost all members of the change team are employees who are competent in their fields and the coordinator of each change area also comes from the management team whose change area tasks are not far from their main tasks in the management team. The head of the change team is the Head of the General Section of BBGP East Java who has the authority and is also competent to lead the transformation process at BBGP East Java. In the next indicator, it turns out that the dual role of the management team as well as the change team brings losses because the additional workload in the change process will not be possible until 50% of the time to take care of the change process. The main tasks, especially in the management team as the main task, are also heavier and also need attention. So from the description of the facts of the findings of this data, the assessment on the hard factor of Integrity change is given a score of 2.

Commitment (C1 and C2)

Commitment is the main focus of this factor on employee support and alignment with the change process, providing access and resources, and handling complaints/inputs for improvement [21]. The commitment in this study is divided into two groups, namely the commitment of the leadership / management team and the commitment of all employees. Based on the data findings, almost all respondents questioned said that leaders have been able to become role models and always communicate well with all employees. The leadership and management team strongly support the change process by providing access in each area of change, providing facilities and infrastructure, budget support, and facilitation for socialization or transformation programs at BBGP East Java. In addition to this support, the leadership and management team are also very responsive to inputs / complaints submitted by internal and external parties

of the institution. Even leaders often hold incidental meetings to respond to various complaints / inputs for institutional improvement. Support and partiality from employees can also be seen from the involvement of all employees in several socialization activities and internalization of the change process at BBGP East Java. Whether it is related to signing joint commitments, capacity building, and implementation of programs planned by the change team. From several respondents who came from staff, also said that there were still some employees who still had doubts regarding the change process at BBGP East Java. After searching to deepen the data findings, it turned out that the cause was still a lack of understanding of the new objectives of the institution and understanding of the business flows and procedures in BBGP East Java. Respondents also said that there is still a need to add the intensity of socialization and internalization of the change process in BBGP East Java.

Assessment of the hard factors of Commitment change can be seen from two points of view, namely the point of view of the commitment of the leader / management team (C1 / Senior management Commitment) and the point of view of staff / employees (C2 / Local Level Commitment). This commitment assessment indicator from the leader's point of view focuses on the leader's actions and communication in conveying his support for the change process is always intense and shown and can ensure his support for all employees can be given a score of 1. If the support is neutral, it can be given a score of 2 or 3. While the score is 4 for leaders / management who seem reluctant with the process of change in their institution. When viewed from the data findings and analysis, the leadership and management team are very supportive and can even be role models in carrying out the change process, so the score that can be given for this factor (C1) is 1.

The assessment of the Commitment factor from an employee's point of view focuses more on the enthusiasm and support of all employees and they believe that this change process will bring benefits to them. If they have initiative related to the change process, then they can be given a score of 1. If they only want to follow, then a score of 2 is given. Whereas if they seem reluctant or even in the way, can be given a score of 3 or 4. Looking at the data findings and analysis, all employees support the change process, but there are still some employees who have doubts about the changes made, one of which is because there is still a lack of understanding of the change process. The support of the employee is seen from the participation of all activities with activities related to the change process. So the right assessment for this factor (C2) is a score of 2.

Effort (E)

The hard factor of change This effort is an effort made by employees, especially the change team in carrying out the change process while still carrying out its main duties related to the institution's business processes. The focus of this factor is on the distribution of performance and effort running of the main workload and additional workloads. From the findings of data both through interviews and document studies, it was

obtained that in BBGP East Java related to the distribution of the main performance of institutions has been divided starting from the main performance of institutions included in the performance of top leaders to the performance of staff at the lowest level. All the main performance of this institution supports the main business processes of the institution. From the performance agreement document, it can be seen that starting from the Head of BBGP East Java to the staff employees already have a performance agreement derived from performance targets in one budget.

This second focus is a priority in assessing the hard factors of this change effort, namely related to the efforts made by employees, especially the change team who get additional tasks in the change team, in carrying out the change process at BBGP East Java while also continuing to carry out its main tasks to run the main business processes of the institution. Sirkin [10] said that ideally the employee's workload should not increase by more than 10%, if this happens then the employee's initiative will have problems. Based on a study of workload analysis documents and simulations of several employee position samples with their workload calculated and compared with the workload on the change team, it was found that there was an increased performance load that exceeded 10%, but also less than 10%. Employees with high workloads must have increased their workload further above 10%. From sampling several employee positions after being calculated and on average, the increase in workload reached 12%. This is noted as a recommendation to reduce the percentage increase in workload by increasing employees with lower workloads or replacing change team members from the management team with potential employees and competencies as expected.

Assessment on the hard factor of change Effort is given according to Sirkin's [10] suggestion, namely if the percentage increase in employee performance load, especially the change team, does not exceed 10%, it will be given a score of 1. If the addition of performance load is between 10% - 20%, a score of 2 is given. If the increase in performance load is between 20% - 40%, a score of 3 will be given. Meanwhile, if the increase in performance load is above 40%, then a score of 4 is given. Assessment of the hard factors of change effort in employees who become the change team at BBGP East Java, their main workload when compared to their additional workload in the change team, there is an average workload increase of 12%. This means that from the indicators submitted, this is included in the second group, which is in the range of 10% - 20%, so the score obtained is 2.

Each of the hard factors of change has been assessed according to the framework in the DICE Framework. This assessment shows that each of these factors has been measured to show the readiness of BBGP East Java in carrying out the organizational transformation process. This assessment in addition to showing the achievement score according to the indicators in the DICE Framework, also provides several important notes for the management team and the change team regarding several elements that must get attention and focus to be improved on the four DICE factors, if the success of the transformation process at BBGP East Java

is to be successful. Some of them are related to consistency in duration to review target achievement, balance of main tasks and additional tasks of the change team, there are still some employees who have doubts due to lack of understanding related to the change process, an increase in the workload of the change team to 12% of the main workload exceeding the limit of the indicator of additional performance load.

To calculate the success of the change project in BBGP East Java as a whole, you can use the formula submitted by Sirkin [10], namely

$$\text{Skor DICE} = D + (2 \times I) + (2 \times C1) + C2 + E$$

If calculated using this formula it is obtained as follows:

Assessment score for each factor:

$$\begin{aligned} \text{Skor DICE} &= D + (2 \times I) + (2 \times C1) + C2 + E \\ &= 1 + (2 \times 2) + (2 \times 1) + 2 + 2 \\ &= 1 + 4 + 2 + 2 + 2 \\ &= 11 \end{aligned}$$

Duration = 1

Integrity = 2

Commitment 1 = 1

Commitment 2 = 2

Effort = 2

The results of this calculation show that the readiness for the success of the change project at BBGP East Java with a score of 11, is included in zone 1 and is included in the Win Zone category. As the range conveyed by Sirkin [10], namely zone 1 with a score of 7 – 14 including the win zone (win) with the category of change projects is very likely to succeed; Zone 2 with a score above 14 and less than 17 is a worry zone with an increased risk category of change project success; and zone 3 with a score above 17 is a wretched zone (woe).

BBGP East Java is included in the winning zone, which can be interpreted that BBGP East Java is in the category of changes that are very likely to succeed. The transformation process that is being carried out at BBGP East Java based on the DICE Framework assessment has the possibility to succeed with the implementation of the change process implemented today. However, there are several notes and problems that must immediately get attention to be corrected so that the sustainability of the transformation process can continue.

IV. CONCLUSION

The results of this study show that BBGP East Java has the readiness to carry out organizational transformation and has the potential to succeed in its change process. However, there are several notes that must be a concern for BBGP East Java on each hard factor of change that must be corrected

immediately, so as not to become an obstacle that can hinder the transformation process. The winning zone category obtained by BBGP East Java from the assessment using the DICE Framework needs to be strengthened again and even improved the assessment results by reviewing the programs and strategies that have been prepared to achieve the success of the organizational transformation process. Every employee involved in the organizational transformation process at BBGP East Java should be given an understanding of the steps of the change process that is being carried out by BBGP East Java. Socialization, internalization, and involvement of all employees in building the transformation process of the institution are expected to be increased and strengthened so that the support and trust of all employees with the success of this change process is stronger so that the change process at BBGP East Java can run well.

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