



ISSN 2809-672X (Online)

YURIS: Journal of Court and Justice

<https://journal.jfpublisher.com/index.php/icj>

Vol. 3 Issue. 3 (2024)

doi.org/10.56943/icj/v3i3.632

Policy Considerations in Providing Performance Allowances for the Process of Examining Disciplinary Violations for Structural Officials within the Ministry of Law and Human Rights in View of Distributive Justice

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ABSTRACT

Performance allowances are one of the incentives often used in public administration to encourage employee performance. However, in the context of examining disciplinary violations against structural officials, careful policy considerations are necessary in order not only to focus on punishment, but also to encourage behavioral improvement. This research adopts the normative juridical method, which refers to regulations on Civil Servant discipline and provisions regarding the provision of performance allowances within the Ministry of Law and Human Rights, as well as other supporting regulations. This analysis aims to examine the considerations of direct superiors in granting performance allowances and the underlying distributive justice mechanism. The research highlights the critical role of direct supervisors in deciding performance allowances for structural officials involved in disciplinary violations. Key considerations include the severity of the violation, corrective actions taken, and the impact on the organization. Decisions should be evidence-based, fair, and aligned with effective personnel management principles, maintaining distributive justice to avoid discrimination or favoritism. Performance allowances should be granted based on objective criteria, such as actual performance and contributions to the organization, to uphold employee trust and morale. Transparent and measurable policies, along with clear communication between supervisors and officials, are essential for fair and sustainable management of performance allowances in the context of disciplinary reviews.

Keywords: *Disciplinary Violations, Performance Allowances, Structural Officials*

INTRODUCTION

The Ministry of Law and Human Rights is one of the executors of government duties that assist the President in carrying out the development of the national legal system. The duties in the field of law are strategic roles in actualizing the function of law, enforcing the law, creating a legal culture, and forming laws and regulations that are fair, consistent, non-discriminatory, non-gender biased, and consider human rights.

Achieving this goal requires the support of human resources (HR), which is the main pillar of governance in facing challenges in accordance with the structuring of institutional structures and tools. In carrying out this duty, it is necessary to establish discipline, ethics and morals at the executive level in order to increase work productivity and realize a government apparatus that is free from Corruption, Collusion and Nepotism (KKN), and more professional.¹ Therefore, the implementation of disciplinary regulations for Civil Servants (PNS) within the Ministry of Law and Human Rights must be carried out strictly and with thorough supervision of any violation of discipline.

As part of bureaucratic reform, improving employee performance within the Ministry of Law and Human Rights is supported through the provision of monthly performance allowances, in addition to other income in accordance with laws and regulations. This performance allowance policy is regulated by Presidential Regulation No. 40/2011 concerning Performance Allowances for Employees within the Ministry of Law and Human Rights, which was later adjusted by Presidential Regulation No. 105/2014 and Presidential Regulation No. 130/2017. The provision of this performance allowance is a form of appreciation for the implementation of bureaucratic reforms and efforts to improve employee performance.²

Performance allowance is given based on bureaucratic reform assessment, organizational performance achievement, and individual performance achievement, as stipulated in Article 2 Paragraph 2 of Presidential Regulation No. 130/2017.³ To ensure the provision of fair, objective, transparent, and consistent performance allowances, the determination of the amount of allowances is determined based on the value or position level in accordance with applicable regulations. However, the amount of allowance received is not absolutely the same as that stipulated in the

¹ Herawaty Herawaty, "Good Governance and Strengthening the Management of Civil Servant Towards to World Class Bureaucracy," *Papua Law Journal* 2, no. 1 (October 25, 2018): 40–51, <https://doi.org/10.31957/plj.v2i1.596>.

² Eko Ady Prabowo et al., "The Implementation of Providing Performance Allowance Policy in the Secretariat of the General Election Commission Kota Ternate, Indonesia," *Jurnal Ilmiah Ilmu Administrasi Publik* 9, no. 2 (February 4, 2020): 137, <https://doi.org/10.26858/jiap.v9i2.11529>.

³ Pemerintah Pusat Indonesia, "Peraturan Presiden (Perpres) Nomor 130 Tahun 2017 Tentang Tunjangan Kinerja Pegawai Di Lingkungan Kementerian Hukum Dan Hak Asasi Manusia," 2017, <https://peraturan.bpk.go.id/Details/73519/perpres-no-130-tahun-2017>.

level, because it is influenced by attendance factors and optimal performance assessment.

Employee discipline, especially regarding attendance and task completion, greatly affects the amount of performance allowance received. Indiscipline can lead to a reduction or termination of the performance allowance. To ensure performance accountability, the Ministry of Law and Human Rights implements information technology-based systems, such as the SIMPEG (Personnel Information and Management System) application, used to record daily activities and employee attendance.⁴

The Regional Office of the Ministry of Law and Human Rights, as a vertical agency under the Ministry of Law and Human Rights, has the responsibility to monitor and enforce employee discipline. In the event that civil servants are disciplined for violations, the purpose of this punishment is to educate and correct the employee concerned, with a punishment commensurate with the offense in accordance with the principles of justice.

Government Regulation No. 94/2021 on Civil Servant Discipline replaces Government Regulation No. 53/2010 as a guideline for officials in implementing disciplinary rules. Based on this regulation, civil servants who are being investigated for alleged disciplinary violations can be temporarily released from their duties by their immediate superiors.

However, there is legal ambiguity regarding the status and performance allowances of structural officials who are undergoing disciplinary proceedings. This includes uncertainty regarding the status of the position and the amount of performance allowance received during the temporary release period. Therefore, this research aims to examine how the consideration of direct superiors on the provision of performance allowances for structural officials who are undergoing disciplinary examination within the Regional Office of the Ministry of Law and Human Rights of East Java, as well as to identify the mechanism of distributive justice in the provision of performance allowances.

RESEARCH METHODOLOGY

This research applies the normative juridical method, by analyzing regulations on Civil Servant discipline and regulations related to the provision of performance allowances within the Ministry of Law and Human Rights, as well as related supporting regulations. The normative juridical method is a legal research approach that focuses on examining laws, regulations, and legal principles as

⁴ Femmy Rismala Dewi et al., "Implementation E-Government in Employment Management Information System in the Regional Office of the Ministry of Law and Human Rights West Java, Indonesia," *International Journal of Social Science (IJSS)* 1, no. 5 (2022): 533–40, <https://doi.org/10.53625/ijss.v1i5.1290>.

written, analyzing their content and coherence within the legal system.⁵ The research was conducted to comprehend the considerations of direct superiors in granting performance allowances as well as the distributive justice mechanism underlying the process.

RESULT AND DISCUSSION

Consideration of Direct Superiors for Granting Performance Allowances in the Process of Examining Disciplinary Violations of Structural Officials

Structural positions in an organization serve an important function and role in organizing tasks, coordination, decision-making, resource management, planning, control, leadership, and motivation.⁶ Structural officials play a key role in running the operational of the organization with optimal efficiency and effectiveness, allowing the organization to achieve its goals. When discussing the significance of structural positions and structural officers, it highlights the extent to which their roles and functions provide important impact and value in an organizational context. In every organization, whether in the public or private sector, structural positions and structural officers play a critical role in managing operations and ensuring the achievement of organizational goals. Structural positions establish hierarchy and authority within the organizational structure, while structural officers fill these positions and are responsible for the performance of their duties.⁷

Structural positions and structural officers also serve to facilitate coordination and collaboration between departments within the organization. Each department or unit has different responsibilities, and often needs to work together to accomplish overall organizational goals. Structural officers act as liaisons between departments, coordinating efforts and ensuring effective communication throughout the organization.

Violation of discipline by structural officers refers to actions or behaviors that violate the rules, norms, or provisions governing their responsibilities, ethics, and duties within an organization or agency. These disciplinary violations can occur in both administrative and non-administrative contexts, and can include various types of offenses. For ease of determining the type of punishment based on violations of obligations and prohibitions and the negative impact caused, it can be seen in the table below:

⁵ Endah Triwulandari and Edy Tarsono, "Socio-Juridic Analysis of Abortion According to Article 75 of Law Number 36/2009 Concerning on Health and Law Number 35/2014 Concerning on Child Protection," *IUS POSITUM (Journal of Law Theory and Law Enforcement)* 1, no. 2 (2022): 43–59, <https://journal.jfpublisher.com/index.php/jlte/article/view/68>.

⁶ Ikhah Malikhah, "An Effect of Planning, Organizing, Staffing, Leading and Controlling of Operational Leadership," *Budapest International Research and Critics Institute-Journal (BIRCI-Journal)* 4, no. 9 (2021), <https://doi.org/10.33258/birci.v4i3.2247>.

⁷ Alan Gutterman, *Organizational Structure*, 2023.

Table 1. Types of Punishment based on Violations of Obligations and Prohibitions and Negative Impacts Caused

No.	OBLIGATIONS	NEGATIVE IMPACTS	TYPES OF PUNISHMENT
1	Loyal and obedient to the Five Principles (Pancasila), the 1945 Constitution of the Republic of Indonesia, the Unitary State of the Republic of Indonesia, and the Government	Work Unit/Institution/Country	Severe
2	Maintain national unity and integrity	Work Unit/Institution	Moderate
		Country	Severe
3	Implement policies stipulated by authorized government officials	Work Unit	Minor
		Institution	Moderate
		Country	Severe
4	Comply with the provisions of laws and regulations	Work Unit	Minor
		Institution	Moderate
		Country	Severe
5	Perform official duties with full devotion, honesty, awareness, and responsibility	Work Unit	Minor
		Institution	Moderate
		Country	Severe
6	Exhibit integrity and exemplary in attitudes, behavior, speech, and actions to everyone, both inside and outside the workplace	Work Unit	Minor
		Institution	Moderate
		Country	Severe
7	Keep the secrets of office and can only disclose the secrets of office in accordance with the provisions of laws and regulations	Work Unit	Minor
		Institution	Moderate
		Country	Severe
8	Willing to be placed throughout the territory of the Unitary State of the Republic of Indonesia	Work Unit	Minor
		Institution	Moderate
		Country	Severe
9	Attend and take the oath/pledge of office	Institution	Moderate

10	Prioritizing the interests of the state over personal, individual, and or group interests	Institution		Moderate	
		Country and/or Government		Severe	
11	Report immediately to their superiors if they are aware of anything that could jeopardize state security or harm state finances	Institution		Moderate	
		Country and/or Government		Severe	
12	Report assets to authorized officials in accordance with the provisions of laws and regulations	Administrator Officials and Functional Officials		Moderate	
		Senior Executive Officials and Other Officials		Severe	
13	Attend work and comply with working hours	Work unit, absent from work with no legitimate reason, cumulatively within 1 year		Minor	
		1	3 working days	1	Oral reprimand
		2	4 - 6 working days	2	Written reprimand
		3	7-10 working days	3	Written statement of dissatisfaction
		Deduction of performance allowance, cumulative absence from work for 1 year		Moderate	
		1	11-13 working days	1	25% for 6 months
		2	14-16 working days	2	25% for 9 months
		3	17-20 working days	3	25% for 1 year
		Position and Dismissal		Severe	
		1	21-24 working days	1	Demotion to a lower position for 12 months
		2	25-27 working days	2	Temporary discharge from the position to an extern position for 12 months
		3	28 working days or more than 1 year	3	Dismissal with honor not at own request as a civil servant

		4	10 consecutive working days of unexplained absence	4	Dismissal with honor not at own request as a civil servant
14	Use and maintain state property to the best of their ability	Work Unit		Minor	
		Institution		Moderate	
15	Provide opportunities for subordinates to develop competencies	Work Unit		Minor	
		Institution		Moderate	
16	Refuse any kind of reward related to duties and functions except for income in accordance with the provisions of laws and regulations	Country and/or Government		Severe	
No.	PROHIBITIONS	NEGATIVE IMPACTS		TYPES OF PUNISHMENT	
1	Abuse of authority	Work Unit/Institution/Country		Severe	
2	Becoming an intermediary to obtain personal and/or other people's benefits by using the authority of other people suspected of a conflict of interest with the position	Work Unit/Institution/Country		Severe	
3	Being an employee or working for another country	Work Unit/Institution/Country		Severe	
4	Work at an international institution or organization without permission or without being assigned by the Personnel Supervisory Officer	Work Unit/Institution/Country		Severe	
5	Work for a foreign company, foreign consultant, or foreign non-governmental organization unless assigned by the Civil Service Supervisory Officer	Work Unit/Institution/Country		Severe	

6	Unauthorized possession, sale, purchase, mortgage, lease, or loan of movable or immovable property, documents, or securities belonging to the country	Work Unit	Minor
		Institution	Moderate
		Country and/or Government	Severe
7	Making levies outside the provisions	Work Unit and/or Institution	Moderate
		Country and/or Government	Severe
8	Conducting activities that harm the country	Work Unit	Minor
		Institution	Moderate
9	Acting arbitrarily towards subordinates	Work Unit	Minor
		Institution	Moderate
10	Obstructing the performance of official duties	Work Unit	Minor
		Institution	Moderate
11	Receiving gifts related to position and/or work	Work Unit/Institution/Country	Severe
12	Asking for something related to the position	Work Unit/Institution/Country	Severe
13	Taking actions or not taking actions that may result in harm to those served	Institution	Moderate
14	Providing support to candidates for President/Vice President, candidates for Regional Head/Vice Regional Head, candidates for members of the House of Representatives, candidates for members of the Regional Representative Council, or candidates for members of the Regional People's	Work Unit/Institution	Moderate

	Representative Council by conducting the following ways:		
1	Participate in the campaign	Moderate	
2	Becoming a campaign participant by using party attributes or civil servant attributes	Moderate	
3	As a campaign participant by mobilizing other civil servants	Severe	
4	As a campaign participant using state facilities	Severe	
5	Make decisions and/or actions that are favorable or detrimental to one of the candidate pairs before, during, and after the campaign period	Severe	
6	Conducting activities that lead to favoritism towards candidate pairs participating in the election before, during, and after the campaign period including meetings, invitations, appeals, calls, or providing goods to civil servants within their work units, family members, and the community	Severe	

	7	Provide a letter of support accompanied by a photocopy of the identity card or identity certificate.	Severe
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Source: Processed Data by Researchers

Internal supervision and control of the examination process of disciplinary violations within the Ministry of Law and Human Rights is carried out by the Inspectorate General. The Inspectorate is responsible for conducting internal supervision over the implementation of the duties and functions of the Ministry of Law and Human Rights.

The provision of performance allowances is regulated by Minister of Law and Human Rights Regulation No. 21/2022 concerning Positions and Position Levels, and Minister of Law and Human Rights Regulation No. 22/2022, which regulates the criteria, amount, mechanism, and evaluation of performance allowances for civil servants and state officials within the Ministry of Law and Human Rights.

Performance allowances are given to employees who meet the requirements, such as not serving a medium or severe disciplinary penalty, not being in the process of examining a medium or severe disciplinary penalty, not being in the process of examining a criminal offense, and not being in the process of being investigated by law enforcement officials. Deductions or termination of performance allowances can be made if employees do not meet these conditions or if they do not carry out their duties and responsibilities properly. The consideration of direct superiors in providing performance allowances to structural officials who are undergoing a disciplinary violation examination process includes determining the position level after the official is temporarily released from their duties. The amount of performance allowance at the Ministry of Law and Human Rights is determined based on the employee's job class, and further discussion of job classes will be explained in the next sub-chapter.

The outline of the direct supervisor's consideration of the provision of performance allowances for structural officials at the East Java Regional Office of the Ministry of Law and Human Rights during the disciplinary violation examination process includes:

1. During the process of examination and disciplinary punishment, a letter of duty at the East Java Regional Office and a letter of temporary discharge from office are issued, signed by the Head of the Regional Office.
2. The Head of the Regional Office issues a decree stipulating the names and levels of general functional positions.
3. Determination of the name and class of positions in general functional positions must be carried out fairly, objectively, transparently, and

consistently, above personal or group interests, with consideration of the new duties and responsibilities that will be carried out.

4. Payment of performance allowances is given based on the name and level of general functional positions, rather than structural positions. This payment is effective on the 1st day of the month following the signing of the examination order and temporary release from position by the Head of the Regional Office.
5. If the administrative appeal filed by the employee is accepted by the Personnel Advisory Board and the disciplinary punishment is changed to light or canceled, the performance allowance will be paid again since the employee is allowed to resume carrying out duties as a structural official.

Mechanisms of Distributive Justice in the Granting of Performance Allowances in the Process of Examining Disciplinary Offenses of Structural Officials

Distributive justice is a concept of justice that emphasizes the distribution of rights, wealth, and other resources fairly and equitably to all entitled parties.⁸ Performance allowances are usually given as a reward for the good performance of structural officials.⁹ However, how is distributive justice applied if a structural official who is undergoing a disciplinary violation examination process, and has been temporarily released from the position, is also entitled to receive a performance allowance? Could the principle of distributive justice still be applied in this situation?

In the case of payment of performance allowances for structural officials being examined for disciplinary violations, these officials must be temporarily released from their duties from the time the examination process begins until the decision on disciplinary punishment is made. This release is necessary to ensure the continuity of the examination process.¹⁰

Employees within the Ministry of Law and Human Rights receive a performance allowance based on a nominal amount determined by the name of the position and position level in accordance with Minister of Law and Human Rights Regulation No. 21/2022 concerning Position Names and Position Levels. Under the regulation, the amount of performance allowance for structural officials at the regional office level ranges from IDR 5,079,200 for position level 9 to IDR

⁸ Melissa S. Creary, "Bounded Justice and the Limits of Health Equity," *Journal of Law, Medicine & Ethics* 49, no. 2 (June 29, 2021): 241–56, <https://doi.org/10.1017/jme.2021.34>.

⁹ Iryani, Harry Yulianto, and Lili Nurpadilah, "Pengaruh Tunjangan Kinerja Terhadap Kinerja Pegawai Melalui Kepuasan Kinerja Sebagai Variabel Mediasi," *SEIKO: Journal of Management & Business* 5, no. 1 (2022): 343–54, <https://doi.org/10.37531/sejaman.v5i1.1651>.

¹⁰ Pemerintah Pusat Indonesia, "Peraturan Pemerintah (PP) Nomor 94 Tahun 2021 Tentang Disiplin Pegawai Negeri Sipil" (Jakarta, 2021), <https://peraturan.bpk.go.id/Details/177031/pp-no-94-tahun-2021>.

19,280,000 for position level 15. The principle of distributive justice must still be maintained in this process, considering the status of the official under review.

Table 2. Employee Performance Allowance within the Ministry of Law and Human Rights according to Minister of Law and Human Rights Regulation No. 21/2022

Employee Performance Allowance within the Ministry of Law and Human Rights		
No.	Position Level	Performance Allowance per Position Level
1	17	33,240,000
2	16	27,577,500
3	15	19,280,000
4	14	17,064,000
5	13	10,936,000
6	12	9,896,000
7	11	8,757,600
8	10	5,979,200
9	9	5,079,200
10	8	4,595,150
11	7	3,915,950
12	6	3,510,400
13	5	3,134,250
14	4	2,985,000
15	3	2,898,000

Source: Regulation of the Minister of Law and Human Rights No. 21/2022

The role of position level is very important in determining the amount of performance allowance because it reflects the level of responsibility and complexity of the work carried out by an employee. The higher the position level, the greater the performance allowance received.

When a structural official undergoes a disciplinary violation examination process, their status and position may vary depending on the agency's policy. In general, officials who are suspected of being subject to moderate or severe disciplinary punishment may be temporarily released from their duties to ensure the smooth running of the examination process until a decision on disciplinary punishment is issued (Article 31 Paragraphs 1 and 2).¹¹ This step is taken to avoid any conflict of interest or influence that the official may have on the organization or the community.

During the examination, the official must provide testimony or evidence that supports their statements. This process must be conducted thoroughly and objectively to avoid fraud or injustice. If found guilty, the official may be dismissed or sanctioned in accordance with applicable regulations.

¹¹ Indonesia.

The status and position of an investigated official may vary depending on the level of misconduct, the impact of the violation on the organization or community, and agency policy. For instance, minor offenses may not significantly affect an official's status, while serious offenses may lead to dismissal from office or even criminal sanctions.

Every employee under investigation has their employment rights restricted. To ensure the organization will continue to function, the civil service supervisor at the East Java Regional Office should implement the following steps:

1. The immediate superior or authorized official issues a warrant for the examination and guidance of the employee until the disciplinary decision letter is issued.
2. The examined structural official is temporarily relieved of their duties, and daily duties are carried out by the Daily Executive (PLH) in accordance with applicable regulations.
3. The Head of the Regional Office issues a decree stipulating the name of the position and general functional position level related to the official's performance allowance.
4. The performance allowance is given based on the general functional position, rather than the structural position, effective from the following month upon the issuance of the inspection and temporary release order.
5. When the administrative appeal filed by the employee is accepted and the disciplinary punishment is modified or canceled, the performance allowance is paid again since the employee is allowed to carry out duties as a structural official.

The elimination of performance allowances for structural officials who are under investigation for moderate or severe disciplinary violations is applied due to actions that are detrimental to the agency, government, and the state. Performance allowance cannot be paid in accordance with the position level when the official still holds a structural position.¹²

CONCLUSION AND SUGGESTION

Conclusion

Based on Government Regulation No. 94/2021 on civil servant discipline, structural officials suspected of committing disciplinary violations and potentially subject to moderate or severe punishment will be examined. During the examination process, the official may be temporarily released from their duties by their respective superiors until a decision on disciplinary punishment is issued (Article 31 Paragraph 1). While being temporarily discharged, performance

¹² Sugandi and Yogi Suprayogi, "Varieties of Civil Servants Remuneration Policy Reform: A Scenario Planning Analysis," *BISNIS & BIROKRASI: Jurnal Ilmu Administrasi Dan Organisasi* 24, no. 1 (2018), <https://doi.org/10.20476/jbb.v24i1.9477>.

allowances are still given, based on general functional positions, instead of structural positions. This is regulated through a decree stipulated by the Head of the Regional Office. Payment of performance allowances is based on the name and level of general functional positions in accordance with applicable regulations at the Ministry of Law and Human Rights, specifically Ministerial Regulations No. 21 and 22 of 2022.

The principle of distributive justice must be applied fairly and transparently in the provision of performance allowances, without discrimination. In order to keep the organization running, several steps must be taken, including direct superiors or authorized officials issuing warrants for employee inspection and guidance. Structural officials who are examined are temporarily discharged, with daily duties carried out by the Daily Executive (PLH). The Head of the Regional Office then issues a decision letter stipulating the name and classification of general functional positions as the basis for payment of performance allowances. The performance allowance is given based on the general functional position, effective one month after the inspection and temporary release order is issued.

Suggestion

Sanctions for disciplinary violations must be applied strictly and indiscriminately. The role of the leadership is important to create a deterrent effect and ensure employee discipline, as well as strengthen the authority of direct supervisors in enforcing rules and providing administrative sanctions. The granting and removal of performance allowances for structural officials under review must be conducted fairly, focusing on organizational needs, instead of personal or group interests.

Government Regulation No. 94/2021 on Civil Servant Discipline and Minister of Law and Human Rights Regulation No. 22/2022 on Performance Allowance must be implemented to achieve the desired goals. For the purpose of promoting fairness and transparency, the performance allowance system can be integrated through data synchronization between the SIMPEG (Personnel Information and Management System) and SIMWAS (Supervisory Information System) applications. The merging of these two systems, with the addition of relevant features, would allow for more effective and efficient data management, as well as improve data security by setting different user access rights.

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