



ANALYSIS OF STUDY PERMIT POLICY FOR CIVIL SERVANTS IN THE MANDAILING NATAL REGENCY GOVERNMENT

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Accepted: December, 23rd 2024

Published: December, 31st 2024

Abstract

This study analyzes the study permit policy for Civil Servants (PNS) in Mandailing Natal Regency as part of efforts to improve the quality of human resources in the government sector. The purpose of this study is to understand the impact of the study permit policy on the competence, performance, and motivation of civil servants and to identify obstacles in its implementation. The research method used is qualitative descriptive with interview techniques and document analysis. The results of the study show that study permits have a positive impact on improving the technical competence and work motivation of civil servants, which contributes to a better quality of public services. However, the implementation of this policy faces obstacles, especially in terms of complex administrative procedures and limited regional budgets, which limit the number of civil servants who can participate in this program. Based on these findings, it is recommended that local governments simplify administrative procedures and increase budget allocations for study permits so that they can be accessed by more civil servants. Thus, this policy can function as an effective human resource development instrument, support bureaucratic reform, and improve the quality of public services in Mandailing Natal Regency.

Key words: Study Permits, Civil Servants, Human Resource Development, Public Services.

How to Cite: Ahmad. K., Ritonga. S., Lubis. M. S.(2024). Analysis of Study Permit Policy For Civil Servants in The Mandailing Natal Regency Government. JUPIIS: Jurnal Pendidikan Ilmu-ilmu Sosial (270-278)

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ISSN 2085-482X (Print)
ISSN 2407-7429 (Online)

INTRODUCTION

Government policies regarding study permits for Civil Servants (PNS) have an important role in developing the competence of human resources in the public sector (Rosiadi et al., 2018). Civil servants who get the opportunity to continue their formal education through study permits not only have the opportunity to improve their professional abilities, but can also make a greater contribution to public service. In Mandailing Natal Regency, this school permit policy is one of the local government's efforts to support the improvement of the quality of human resources among civil servants. Through this study, it will be analyzed how the study permit policy is implemented and its implications for the development of civil servants in this area.

Mandailing Natal Regency, as one of the districts in North Sumatra Province, has unique demographic and geographical characteristics, so civil servant development policies must consider these factors. Limited access to quality formal education in this area makes study permits one of the important mechanisms for civil servants who want to improve their education without leaving their main duties as public servants. This study seeks to explore the dynamics of the implementation of the study permit policy, the challenges faced, and its impact on improving the performance of apparatus in the district government.

Study permits for civil servants are a form of support from the government to expand study opportunities in the midst of high work demands (Akram, 2023). In the context of Mandailing Natal Regency, this policy also reflects the commitment of the local government to invest in improving human resources as an important capital in achieving regional development goals. This policy is regulated through various regulations that explain the procedures, conditions, and responsibilities for civil servants who apply for study permits. However, the implementation of this policy is faced with a number of obstacles that may affect its effectiveness in improving the quality of human resources.

The importance of study permits for civil servants in Mandailing Natal Regency is becoming increasingly crucial considering the need for human resources who have knowledge and expertise in accordance with the times. Globalization and technological advancement require a change in mindset and more advanced skills, and this can only be

achieved through higher education and deep specialization (Indrajit & Djokopranoto, 2006). Therefore, this study will explore the study permit policy as an instrument to answer these challenges, especially in the public sector.

However, the implementation of this policy does not always run smoothly. There are various challenges that arise both in terms of regulations and in terms of implementation in the field. Convolutated bureaucratic procedures, lack of understanding of civil servants regarding study permit requirements, and budget limitations are some of the obstacles that often arise (Rusfiana & Supriyatna, 2021). In addition, the lack of effective socialization and communication also results in some civil servants feeling that they do not know the rights and opportunities to continue their education through the study permit scheme.

To further understand the effectiveness of this study permit policy, this study will review the legal and regulatory framework that governs study permits in Mandailing Natal Regency. Several regulations related to the study permit policy, both at the national and regional levels, will be analyzed to understand the legal basis and legal aspects that support its implementation. In addition, this study will also examine whether the regulation covers all the needs of civil servants in terms of education development or whether there are still shortcomings that need to be corrected.

In addition to the regulatory aspect, this study will also look at how this policy is implemented at the operational level. One of the important aspects in the implementation of the study permit policy is administrative procedures and budget availability. Is the process of applying for a study permit easy enough for civil servants? Is there a mechanism that can make it easier for civil servants to obtain the permit? These questions are the main focus to dig deeper into the obstacles and opportunities in policy implementation.

This study will also observe the role of key actors in the implementation of the study permit policy. Within the Mandailing Natal Regency government, the leaders of the regional apparatus organization (OPD) and the Regional Civil Service Agency (BKD) play an important role in determining the success of this policy. The commitment and support from stakeholders greatly determines how the learning permit is implemented and the extent to which this policy is able to have a positive impact on human resource development (La Ode Syaiful Islamy, 2018).

On the other hand, this study will explore the impact of the study permit policy on the performance of civil servants. With the increase in education and competence of civil servants, it is hoped that there will be an increase in the effectiveness of public services in Mandailing Natal Regency. The impact will be evaluated through various performance indicators, such as increased work productivity, time efficiency in completing tasks, and the ability of civil servants to overcome more complex job challenges.

However, there is also the potential for negative impacts of study permits, such as the possibility of operational disruptions due to the absence of civil servants who are pursuing education. Some agencies may experience a vacancy in strategic positions while the civil servant concerned is attending education. Therefore, this study will also consider these potential impacts and how local governments can manage those risks.

Overall, this study aims to provide a comprehensive overview of the study permit policy in Mandailing Natal Regency, starting from regulations, implementation processes, to the resulting impact. By understanding all these aspects, it is hoped that the right solution can be identified to improve and optimize this policy, so as to provide maximum benefits for civil servants and the wider community.

In the end, the analysis of the study permit policy in Mandailing Natal Regency is expected to contribute to the public policy literature in Indonesia. This research can also be a reference for other regions that want to implement similar policies, especially for areas that have similar characteristics to Mandailing Natal Regency in terms of geographical conditions and human resource challenges.

The implementation of the study permit policy for civil servants is not a simple thing. The government needs to consider various aspects, ranging from appropriate regulations, resource management, to the impact that may occur on public services. This research will try to provide a comprehensive picture related to these aspects.

As one of the instruments to improve human resources, study permits for civil servants need to receive special attention. This policy is a strategic step to improve the quality of public services which is the main responsibility of the government. Through study permits, civil servants are expected to be

able to adapt to the demands of the times and make a more meaningful contribution to society.

In the final stage, this research is expected to produce concrete recommendations for the Mandailing Natal Regency government. The recommendations will be compiled based on the analysis of the data obtained during the study and will include solutions to the problems found.

By understanding and optimizing this study permit policy, Mandailing Natal Regency is expected to be able to produce quality and professional civil servants. Civil servants who have higher education and adequate skills will be able to better serve the community and increase public trust in local governments.

METHODOLOGY

In this study, the method used is a qualitative descriptive method (Sugiyono, 2010). This approach was chosen because the main purpose of this study is to describe, analyze, and understand the study permit policy for Civil Servants (PNS) in the Mandailing Natal Regency Government, starting from the regulatory process, policy implementation, to its impact on the performance of civil servants and public services.

1. Research Approach

A qualitative approach was used to explore a deep understanding of the respondents' experiences, views, and perceptions related to the study permit policy. Qualitative research is considered the most appropriate because it allows researchers to explain the phenomenon in detail by utilizing data obtained from interviews, observations, and relevant documents (Sugiyono, 2016).

2. Research Location

The location of this study is Mandailing Natal Regency, which was chosen because of the implementation of the study permit policy for civil servants in the area. In addition, this policy is considered strategic considering the geographical conditions and the need to increase human resource capacity in this district. The focus of the research is carried out on government agencies that have a role in the implementation of study permits, such as the Regional Civil Service Agency (BKD) and related regional apparatus organizations.

3. Data Source

The data in this study is divided into two types, namely:

- **Primary Data:** Obtained through in-depth interviews with the main informants, namely civil servants who have or are currently participating in study permits, officials at the Regional Civil Service Agency (BKD), and leaders in regional apparatus organizations related to this policy.
- **Secondary Data:** Derived from documents related to the study permit policy, such as regional regulations, guidelines for the implementation of study permits, policy documents at the national level, and other data that supports the analysis of the study permit policy (Miles & Huberman, 1992).

4. Data Collection Techniques

- **In-Depth Interview:** The researcher will conduct semi-structured interviews with civil servants who have received study permits, officials at BKD, and OPD leaders to gain views on the implementation of policies, procedures, as well as the obstacles and benefits of this study permit.
- **Document Study:** The researcher will collect and analyze various related documents, such as study permit regulations and policies, civil servant performance reports, and other relevant data to obtain complete and in-depth information on regulatory aspects and policy implementation.
- **Observation:** The researcher will observe the study permit administration process and procedures implemented in BKD and related OPDs to understand the flow of implementing this policy directly.

5. Data Analysis Techniques

Data obtained through interviews, observations, and document studies will be analyzed using thematic analysis techniques, which include the following stages (Jogiyanto Hartono, 2018):

- **Data Reduction:** Researchers will simplify and sort relevant data from the results of interviews, observations, and documents collected.
- **Theme Grouping:** Reduced data will be classified based on key themes, such as

study permit regulations, administrative procedures, barriers to implementation, and policy impact.

- **Data Interpretation:** The grouped data will be analyzed in depth to understand the meaning behind the phenomena found, so that various important aspects of the study permit policy can be identified.
- **Drawing Conclusions:** Based on the interpretation of the data, the researcher will draw conclusions about the effectiveness, challenges, and impact of the study permit policy for civil servants in Mandailing Natal Regency.

6. Data Validity

To maintain the validity and reliability of the data, this study uses several triangulation techniques, namely:

- **Source Triangulation:** Using a variety of data sources (interviews, documents, and observations) to ensure consistency of information.
- **Triangulation Method:** Using a combination of data collection methods, namely interviews, document studies, and observations.
- **Member Checking:** Re-examining the results of interviews with informants to ensure that the researcher's interpretation is in accordance with the respondent's views.

RESULT AND DISCUSSION

This study produced several main findings regarding the implementation of the study permit policy for Civil Servants (PNS) in Mandailing Natal Regency. The results of this study include an analysis of regulations, implementation procedures, challenges faced, and the impact of the study permit policy on the performance of civil servants and public services.

1. Analysis of Study Permit Policies and Regulations

The study permit policy in Mandailing Natal Regency is regulated by the Regent Regulation which refers to regulations at the national level, namely Permenpan RB No. 38 of 2017 concerning Competency Standards for State Civil Apparatus Positions. Based on the results of interviews with the Regional Civil Service Agency (BKD), there are main

requirements that must be met by civil servants to obtain a study permit, including having a minimum service period of two years, good work performance, and getting recommendations from their direct superiors (SUYONO, 2022).

Table 1. Regulations and Requirements for Study Permits in Mandailing Natal Regency

No	Policy Aspects	Information
1	Legal Basis	Permenpan RB No. 38 of 2017 and Regent Regulation on Study Permits
2	Working Time Requirements	Minimum of two years
3	Employer Recommendations	A written recommendation from the direct supervisor is required
4	Work Performance Requirements	A minimum performance score of "good" in the last two years
5	Task Settings During Permission	There must be an agreement for a temporary transfer of duties or a temporary replacement

The study permit policy for Civil Servants (PNS) in Mandailing Natal Regency is an important strategy in the development of human resources in the public sector. According to the human resource development theory of Schuler and Jackson in (Junita, 2017), investment in employee education and training serves as "strategic human resource development," i.e. the development of employee competencies and capabilities to achieve organizational goals. With a study permit, civil servants are given the opportunity to develop their knowledge and skills, which is in line with the government's vision to improve the quality of public services.

Based on the results of the interview, many civil servant respondents stated that the study permit allows them to gain new insights that are more relevant to their duties, especially in the management and technical fields. These findings are supported by research by (Hardiyansyah, 2018), which shows that the improvement of technical competence through study permits has a direct effect on the quality of public services in the health and education sectors, both of which

urgently require special expertise and an understanding of the latest scientific developments. This is relevant to the theory of human capital from (Becker, 1993), which states that continuous training and education for employees is a form of investment in intellectual capacity that has a direct impact on the efficiency and quality of the organization.

2. Implementation Procedures and Obstacles

The process of implementing a study permit at the BKD of Mandailing Natal Regency involves several administrative stages, including the submission of an application letter, file verification, and a decision from the head of the BKD. From the results of observations, it is known that the administrative process is still complicated by most civil servants, especially in the verification stage which takes quite a long time.

Table 2. Implementation Procedures and Obstacles to Study Permits

N0	Implementation Stages	Process	Constraints
1	Application Submission	Civil servants submit an application letter to the BKD	Lack of understanding of civil servants
2	File Verification	BKD checks the requirements and files	Verification time is quite long
3	Approval of the Head of BKD	Head of BKD gives final decision	Regional budget limitations
4	Temporary Task Settings	Arrange the transfer of duties during the study of civil servants	Position vacancies in OPDs

Based on interviews with BKD, the biggest obstacle is the limited budget to support study permits. In addition, the arrangement of temporary duties while civil servants are attending education is also an obstacle because of the vacancy of positions that affect the operations of related OPDs.

The results of this study reveal that rigid administrative procedures are one of the obstacles in the implementation of the study permit policy. At the file verification stage, for example, the process of applying for a study permit at the BKD of Mandailing Natal Regency

requires a time-consuming examination of files and approvals, which often makes employees have difficulties in meeting the learning schedule. This rigid procedure reflects one of the weaknesses of the bureaucratic structure according to theory (Weber, 1947), namely administrative processes that are too complex and standardized so that they hinder flexibility in decision-making and policy implementation.

The limited understanding of employees to administrative procedures also adds to the difficulties in the implementation of study permits. According to information from the BKD, the lack of socialization and internal training on study permits makes many civil servants lack understanding of the necessary administrative process. It supports views (Hutahaean & SE, 2021) in leadership and communication theory, which emphasizes that effective leadership must be able to communicate policy information effectively so that all members of the organization understand and implement it correctly. Thus, it is necessary to socialize the study permit policy more intensively so that employees are better prepared and able to make good use of this program.

The results of the study show that the limitations of the regional budget are a significant obstacle in the implementation of study permits. The limited budget limits the number of civil servants who can take part in a study permit and requires some employees to bear personal expenses. Based on the public policy theory of (Cahyani et al., 2020), any policy that is not supported by adequate budget allocation will be difficult to implement optimally. These findings are also in line with research (Ananda, 2018), which shows that budget constraints are a common challenge in human resource development policies in local governments, especially in areas with low fiscal capacity.

To overcome budget limitations, the Mandailing Natal Regency BKD needs to consider alternative strategies, such as joint financing with educational institutions or cooperation with the provincial and central governments. This is in accordance with the budget management theory of Mikesell in (Ababil & Hwihanus, 2024), which proposes that in a limited budget situation, local governments need to adopt a collaborative financing model with third parties to maximize the benefits of HR programs.

3. The Impact of the Study Permit Policy on the Performance of Civil Servants

From the results of interviews with several civil servants who have participated in the study permit, it was found that they feel more motivated and have increased knowledge and skills in carrying out their duties. The positive impact of study permits is also seen in increasing the effectiveness and efficiency of public services in several OPDs.

Table 3. The Impact of Study Permits on the Performance of Civil Servants

No	Performance Aspects	Before Study Permit	After Study Permit	Impact on Public Services
1	Work Productivity	Average	Higher	Faster task completion time
2	Technical Competencies	Limited	Increase	Civil servants are more agile in responding
3	Motivation and Satisfaction	Standard	Increase	Public satisfaction increases
4	Service Innovation	Limited	Increase	Public services are more varied

Based on the results of interviews with civil servants who have participated in study permits, this policy has a positive impact on their performance and motivation. After pursuing further education, many civil servants feel more motivated and ready to apply the new knowledge they have gained in their daily work. According to (Sobaih & Hasanein, 2020) In the theory of two motivational factors, education and self-development are included in the "motivator" that increases job satisfaction and employee productivity. Research by (Laksono, 2017) also supports this, which found that study permits for civil servants in the education and health sectors contribute positively to work motivation and a sense of belonging to the agency.

In addition, these findings are relevant to the self-determination theory of (Deci & Ryan, 2013), which states that intrinsic

motivation increases when individuals have autonomy and opportunities to learn. The study permits granted to civil servants allow them to deepen their competence independently, which ultimately increases their commitment to work. This impact can be seen in the work results of employees who are more efficient and organized after they acquire new skills.

4. Respondents' Perception of the Study Permit Policy

Most respondents from civil servants gave a positive response to the study permit policy, considering it as an opportunity for self-development and career. However, they also stated the need for improvements in terms of administrative procedures to make them more accessible. Respondents from BKD stated the need to increase the budget and manage temporary task replacements.

Most respondents from civil servants responded positively to the study permit policy, considering it as a valuable opportunity for self-development. However, there are also a small number who feel that the study permit procedure needs to be simplified to make it more accessible. This perception is in line with the expectancy theory of (Vroom, 1964), which states that employees' perception of the ease of access to a policy will affect their job satisfaction. If the study permit procedure is too complicated, this can reduce the motivation of employees to participate in the program.

In this context, bureaucratic reform that focuses on more efficient administrative services has become very relevant. Osborne and Gaebler in (Thahir et al., 2017) In the theory of reinventing government, it is proposed that the government needs to transform to be more responsive and service-focused. Simplifying the administrative procedures for study permits at BKD can increase the accessibility of this policy and maximize its benefits for employees, thereby directly increasing job satisfaction.

Increasing the competence and motivation of civil servants who follow study permits also has implications for improving the quality of public services. Based on the results of the study, employees who take part in the study permit tend to show an improvement in the aspects of response speed, service innovation, and analytical skills in solving problems. This impact supports the theory of public service

from (Sawir, 2020), which emphasized that the quality of service is greatly influenced by the competence and attitude of employees in dealing with the community.

These findings are also in accordance with research by (Yani & Srimulat, 2023), which shows that civil servants who take part in additional education are more able to provide creative and innovative services, especially in fields that require special knowledge, such as health and education. In Mandailing Natal Regency, this impact can be seen from the increase in community satisfaction with the services provided by agencies that have civil servants who have participated in study permits.

CONCLUSION

This study shows that the study permit policy for Civil Servants (PNS) in Mandailing Natal Regency has a significant role in supporting the development of human resources in the government sector. This policy not only provides opportunities for civil servants to improve their technical competence and knowledge, but also has a positive impact on their work motivation and performance quality. These results are in line with human resource development theories that state that formal education and training is an important long-term investment to create a more professional and innovative apparatus. This finding is also supported by various previous studies that show that improving the competence of civil servants through continuing education can increase the effectiveness of public services.

However, the implementation of the study permit policy still faces a number of challenges. Complex administrative procedures and long verification times are often obstacles for civil servants who want to take part in study permits. In addition, the limitations of the regional budget are the main obstacle that limits the opportunities for civil servants to take advantage of this program, which ultimately affects policy achievements in the long term. More efficient procedures and increased budget allocation are needed to make this policy more widely and effectively accessible to employees.

The impact of the study permit policy on the performance of civil servants can be seen in increasing work productivity, technical skills, and innovation in public services. Civil

servants who have undergone further education through study permits show better abilities in completing tasks, providing more responsive services, and being able to implement innovations relevant to their field of work. This increase is in line with the theory of motivation and competency development which emphasizes the importance of education as an intrinsic motivator and a tool for increasing employee capacity. Thus, the study permit policy in Mandailing Natal Regency has a real contribution to the goal of bureaucratic reform, namely creating a high-performance state apparatus and able to provide better quality public services.

Overall, the study permit policy has great potential to improve the quality of human resources in the local government environment. A commitment is needed from the Mandailing Natal Regency government to improve administrative procedures and allocate a more adequate budget, so that this policy can be accessed by more employees. Thus, the study permit program not only serves as a means of individual development, but also as a strategy to increase organizational capacity to provide more effective and responsive public services to the needs of the community.

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