

Analysis of the Impact of Organizational Structure and Bureaucratic Governance on the Workload of SCA Employees at the Secretariat of the Surabaya City RPRA.

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Abstract

This study aims to analyze the impact of organizational structure and bureaucratic governance on the workload of State Civil Apparatus (SCA) employees at the Secretariat of the Surabaya City RPRA. The workload of SCA employees is a major challenge in maintaining productivity and work balance, especially within a hierarchical organizational structure and suboptimal bureaucratic governance. The implementation of Surabaya Mayor Regulation Number 68 of 2021 has simplified the organizational structure at the RPRA Secretariat from four to three sections: the General Section, the Meeting and Legislation Section, and the Information and Protocol Section. This change has the potential to create workload imbalances and affect employee performance. This study employs a descriptive method with a qualitative approach through observations and document analysis. The results indicate that an overly hierarchical organizational structure slows down coordination and task distribution, while inefficient bureaucratic governance burdens employees with repetitive administrative procedures. The proposed recommendations include organizational restructuring, employee capacity development, and the implementation of digital technology to streamline administrative processes. Bureaucratic reforms focused on efficiency and effectiveness are expected to better manage the workload of SCA employees, create a conducive work environment, enhance productivity, and support the achievement of optimal organizational goals.

Keywords: Bureaucratic Governance; Organizational Structure; State Civil Apparatus Workload

Introduction

Workload is one of the main challenges faced by the State Civil Apparatus (SCA) in carrying out their duties and responsibilities. The ideal workload should be adjusted to the capacity, competence, and availability of employee working time. Many SCA employees face excessive or ineffective workloads due to an imbalance between tasks and available resources. The Secretariat of the Surabaya City RPRA as one of the legislative administrative centers, SCA employees are often faced with complex and dense work demands, especially when the agendas of the session or RPRA activities increase. Based on Permendagri Number 104 of 2016, the Secretariat of the Type A RPRA is divided into four parts to distribute the workload evenly. However, with the enactment of Surabaya Guardian Number 68 of 2021, the Organizational Structure in the Secretariat of the Surabaya RPRA has been simplified into three parts, namely (1) General Section, (2) Meeting and Legislation Section and (3) Information and Protocol Section. This has the potential to interfere with employee productivity and welfare if not handled properly. A disproportionate workload not only impacts the effectiveness of the organization, but also affects individual motivation and performance. For example, repetitive administrative tasks and lack of innovation often make SCA employees experience mental and physical fatigue (Dedeng Yoesoef Maolani, Amalia Purnama Sari, Arindhini Amalia³, & Cyntia Octavelia Sholeha, 2022).



The workload that is too light has the potential to hinder the optimization of employee competencies. Proper evaluation of the workload is an important aspect to ensure that the tasks given are balanced and support the optimal achievement of organizational goals. The workload of State Civil Apparatus (SCA) employees at the Secretariat of the Surabaya City RPRA faces several problems, including the organizational structure and bureaucratic governance that is implemented. Rigid and hierarchical organizational structures are often an obstacle in completing tasks due to the long flow of coordination and communication. Bureaucratic governance that is not fully efficient can lead to an uneven division of tasks among employees, resulting in some individuals getting an excessive workload while others only handle minimal tasks. The problem of this study is the influence of organizational structure on the workload of SCA employees at the Secretariat of the Surabaya City RPRA, bureaucratic governance contributes to the workload of employees. the impact of organizational structure and bureaucratic governance on the efficiency of SCA performance and the right solution to overcome the disproportionate workload within the Secretariat of the Surabaya City RPRA (Rakhmawanto, 2020).

An analysis of the impact of organizational structure and bureaucratic governance on the workload of SCA employees can provide an overview of the extent to which efficiency in assignment and coordination has been implemented. Complex organizational structures often lead to ineffective assignments, where multiple employees have to handle tasks that could otherwise be delegated. As a result, the time to complete the work becomes longer and the workload becomes unbalanced. Lack of flexibility in the organizational structure can hinder employee innovation and initiative in completing work efficiently. Bureaucratic governance also has a significant impact on the distribution of the workload of SCA employees. Inefficiencies in administrative processes, such as convoluted procedures and overlapping tasks, have the potential to disproportionately increase employee workloads. An in-depth analysis of these impacts can help understand the root causes of the problem and provide a basis for designing more effective policies in regulating organizational structures and bureaucratic governance (Sutojo, 2021).

The workload of SCA employees can be overcome by the influence of organizational structure and bureaucratic governance, measurable strategic steps are needed. Organizational structure reform needs to be carried out by simplifying the hierarchy and clarifying the description of the duties and functions of each employee. A more flexible structure will facilitate coordination between parts and encourage efficiency in work assignment. In addition, remapping the workload is crucial to ensure that the tasks assigned are in accordance with the capacity and competence of the employees. Improvements in bureaucratic governance need to be directed to the implementation of a more effective and efficient system. Digitization of administrative processes, for example, can reduce the burden of repetitive manual work and minimize unnecessary bureaucracy. In addition, improving employee competencies through training and professional development can support optimizing their performance. With this, it is hoped that the workload of SCA employees at the Secretariat of the Surabaya City RPRA can be managed properly, thereby creating a more productive and conducive work environment (Kartika, 2022)..

Method

This research uses a type of qualitative approach method research. The data is collected in the field, selected and simplified, and then analyzed according to the theory used. This research is a type of descriptive research which is a research method in researching a group of people, an object, a system of thought, a set of conditions, or a class of events in the current period. The purpose of this descriptive research is to make a systematic, factual and accurate description, description or painting about the facts, properties and relationships between the phenomena being investigated. This research uses the theory of Agus Dwiyanto (2008:50-51)

which has indicators of (1) Productivity, (2) Service Quality, (3) Responsiveness, (4) Responsibility and (5) Accountability.

Descriptive research is a research method used to find the widest possible knowledge of the object of research at a certain time. Descriptive research aims to explain or describe an event, situation, object whether a person, or everything related to the object of research can be explained, either using numbers or words. Descriptive research is a form of research that aims to describe existing phenomena, both natural phenomena and man-made phenomena. The phenomenon can be in the form of form, activity, change, characteristics, relationships, similarities, and differences between one phenomenon and another.

Result and Discussion

Analysis of Organizational Structure and Governance on the Workload of SCA Employees at the Secretariat of the Surabaya City RPRA

Organizational structure is a framework that determines how tasks and responsibilities are distributed within an organization. In the Secretariat of the Surabaya City RPRA, the organizational structure plays an important role in regulating the workflow of SCA employees. With a hierarchical organizational structure, the distribution of tasks is arranged based on the level of position, thus creating clarity of tasks. This hierarchical organizational structure has advantages in ensuring control and supervision over the implementation of tasks. However, if not managed properly, this can cause obstacles in completing tasks, especially for SCAs who are at the bottom of the hierarchy. The Secretariat of the Surabaya City RPRA consists of several fields of work that have different task focuses, such as planning, administration, and service. This division aims to ensure work specialization, so that SCA employees can focus on their respective areas of duty. However, problems often arise when there is an imbalance in the workload between parts. For example, administrative departments tend to have a higher workload because they have to cater to various bureaucratic needs that come from all other departments. Bureaucratic governance in the RPRA Secretariat also plays a role in determining the workload of SCA.

Effective governance must include a fair division of tasks, adequate provision of resources, and efficient supervision. However, in some cases, bureaucratic governance in the RPRA Secretariat faces challenges in terms of policy alignment between leaders and task implementers. This can cause duplication of work or unclarity in the implementation of tasks. Another influence of organizational structure on workload is internal communication patterns. A hierarchical organizational structure can slow down the flow of information from the top down, so employees at the executive level often work with incomplete or late information. In addition, the organizational structure also determines the decision-making mechanism. In the RPRA Secretariat, centralistic decision-making can prolong the process of completing tasks, especially if employees have to wait for approval from their superiors before continuing their work.

The unbalanced division of labor between senior and junior staff is also one of the challenges. Junior staff tend to be burdened with routine but time-consuming administrative tasks, while senior staff are more focused on strategic tasks. An inflexible organizational structure can also be an obstacle in responding to dynamic work needs. In certain situations, SCA employees in the RPRA Secretariat often have to work outside of their main duties due to a lack of flexibility in the division of labor. An ideal organizational structure must be able to provide clarity of roles to each individual while allowing cross-functional cooperation. This is important to reduce the excessive workload on certain individuals. The use of information technology in bureaucratic governance also has an important role in reducing the workload of civil servants.

An integrated digital system can create an automated workflow, thereby reducing manual workload which has been a major problem. However, the application of this information technology has not been fully optimal at the RPRA Secretariat. Many SCA employees still rely on manual processes, so the workload remains high. The effectiveness of organizational structure and governance also depends on the ability of leaders to delegate tasks. A good delegation can ease an individual's workload and ensure that all tasks can be completed on time. In addition, training and capacity building for SCA employees is also an important part of governance. Employees who have adequate skills will be better able to complete tasks efficiently, thereby reducing work pressure. Further analysis shows that bureaucratic governance in the RPRA Secretariat tends to be less adaptive to change. This causes employees to have to work harder to meet the new work demands. This condition is exacerbated by the lack of a comprehensive workload evaluation system. Without a good evaluation, leaders find it difficult to know which parts require workload adjustments.

Workload evaluation also embraces performance-based reward and incentive mechanisms. This is important to increase employee motivation and reduce stress levels due to high workloads. Overall, the analysis of the organizational structure and bureaucratic governance shows that there is a close relationship between the two and the workload of SCA employees at the Secretariat of the Surabaya City RPRA. Alignment between organizational structure and governance is necessary to optimize workloads. Recommended improvement measures include simplifying organizational structure, increasing employee capacity, using information technology, and strengthening data-based governance. Thus, the workload can be distributed more evenly and efficiently. Analysis Based on Performance Indicators (Agus Dwiyanto, 2008: 50-51)

1. Productivity

SCA Employee Performance Input: The organizational structure implemented at the Secretariat of the Surabaya City RPRA is divided into three main parts: the General Section, the Meeting and Legislation Section, and the Information and Protocol Section. Each section has specific duties and responsibilities. However, with only three parts, there is a considerable workload because the number of SCA employees is limited.

Table 1
Workload Distribution at the Secretariat of the Surabaya City RPRA

Section	Number of Employees	Main Workload
General Section	15	General administration, logistics, and financial management
Meeting and Legislation Section	12	Preparation of meeting schedules, preparation of legal documents
Bagian Informasi dan Protokoler	20	Management of media, events and public communication

Source: Processed by Researcher

Output shows that there is a disparity in the allocation of labor. The Meetings and Legislation Section has a higher administrative burden than other sections, while the Information and Protocol Section faces challenges in terms of information and event sustainability. With heavy workloads, the output in each section tends to meet the target, but sometimes at the expense of work quality due to human resource limitations.

Table 2
Indicators of Work Productivity of Employees
of the Secretariat of the Surabaya RPRA

Respondent's Answer	Frequency	Number of Average Scores	Presented
Very High	18	90	27%
High	36	144	44%
sufficient	8	24	7%
Low	32	64	20%
Very Low	6	6	2%
Sum	100	328	100%

Source: processed by researchers

Based on the table above regarding productivity indicators, the percentage of respondents who answered Very High 27%, those who answered High 44%, those who answered Sufficient 7%, those who answered Low 20% and those who answered Very Low 2%. It can be concluded that the response of the RPRA Secretariat employees to the Productivity indicator with the most respondents, namely 44% answering High, so that governance in the Surabaya City RPRA needs to be evaluated on the division of tasks to be more productive. The average percentage with a total of 66% is classified as Adequate. Therefore, there needs to be a further increase in work productivity and there needs to be an evaluation of the performance load per part at the RPRA secretariat

2. Quality of Service

The quality of service which is divided into only 3 parts at the Secretariat of the Surabaya City RPRA is considered ineffective. The service quality assessment shows that:

1. The General Section is often overwhelmed handling urgent administrative requests because harus membagi waktu antara logistik dan administrasi keuangan.
2. The Meeting and Legislation Section has challenges in compiling meeting agendas that are often congested.
3. The Information and Protocol section performed well, but the response to the media and the public was sometimes delayed.

This shows that services to the community can run, but not optimally. An organizational structure consisting of only three parts limits the ability to respond to more specific needs.

Table 3
Performance Indicators on Service Quality
at the Secretariat of the Surabaya City RPRA

Respondent's Answer	Frequency	Number of Average Scores	Presented
Strongly Agree	19	95	27%
Agree	20	40	11%
Neutral	19	57	16%

Disagree	41	164	46%
Very inappropriate	1	1	0%
Sum	100	357	100%

Source: Processed by researchers

Based on the results of the questionnaire filled out by the employees at the RPRA Secretariat, it can be concluded that the majority of respondents to the quality of service as seen from the percentage of employees who gave a score of 4 (Appropriate) and 5 (Perfect) in each statement, especially in the statement regarding the organizational structure that supports the provision of quality services to the community, with a total percentage of 11% (Agree) and 27% (Strongly Agree). This shows that most employees feel that the existing organizational structure will affect public service. In addition, statements about bureaucratic governance that ensure public services are provided to the community are also 16% neutral, Disagree 46% of employees voted Inappropriate. This indicates that some employees feel that bureaucratic governance is quite good, there are still most who feel that there needs to be an improvement or have a more neutral view of the effectiveness of the bureaucracy.

As for workload, some employees feel that the workload does not reduce the quality of the services they provide, with 11% of employees Agree and 27% Strongly Agree. However, there are still 16% of employees who choose neutral and 46% do Disagree. This shows that the majority feel that workload is an obstacle, but there are a small number who feel the opposite, which can be a concern for management in managing the distribution of tasks.

3. Responsiveness

On the Responsiveness indicator question: "Type A which should be divided into 4 parts but in the Secretariat of the Surabaya City RPRA is only divided into 3 parts, can it be divided fairly and in harmony with the needs of the community?". The division into three parts in the Secretariat of the Surabaya City RPRA presents challenges:

- Workload Imbalance: The workload is not evenly distributed, especially in the Meeting and Legislation Sections.
- Alignment with Needs: Responses to society tend to be slower due to a lack of focus on specific issues that require more specific divisions.

While the response to society continues, the ability to respond to more complex needs is often hampered by organizational structures that do not conform to the Type A typology.

If according to the questionnaire that has been distributed to employees at the Secretariat of the Surabaya City RPRA, the results are:

Table 4
Performance Indicators on Responsiveness
at the Secretariat of the Surabaya City RPRA

Respondent's Answer	Frequency	Number of Average Scores	Presented
Strongly Agree	19	95	27%
Agree	17	51	15%
Neutral	38	152	44%
Disagree	24	48	14%
Strongly disagree	2	2	1%
Sum	100	348	100%

Source: Processed by researchers

Based on the results of the questionnaire filled out by the RPRA Secretariat employees, several important findings can be obtained that reflect their perception of organizational

performance, bureaucratic governance, workload, and decision-making process. Organizational Structure allows for quick response to the needs of the community. Most respondents assessed that the organizational structure would immediately respond to the needs of the community. This can be seen from 15% of respondents who voted "Agree" and 27% who voted "Strongly Agree". There were respondents who voted "Strongly disagree" even though only 1% of respondents voted "Strongly disagree". But there are 44% of respondents who feel "Neutral". This shows that although some people rate it positively, there are most employees who feel that the organizational structure can still be improved to increase the responsibility of their respective divisions.

4. Responsibility

In the Responsibility indicator question, there is a question: "Is the distribution of Type A in the Secretariat of the Surabaya City RPRA in accordance with the correct administrative principles and in accordance with organizational policies?". The principles of ideal administration require that the organizational structure has flexibility and efficiency. In this case:

- a. Efficiency: Not fully achieved due to the division of tasks too wide for three parts.
- b. Policy Conformity: This division does not fully reflect local needs, which should pay attention to the workload of each part. Recommendations for bureaucratic management include the establishment of additional sections to accommodate more specific tasks.

Table 5
Performance Indicators on Responsibility
at the Secretariat of the Surabaya City RPRA

Respondent's Answer	Frequency	Number of Average Scores	Presented
Strongly Agree	23	115	32%
Agree	42	168	47%
Neutral	9	27	8%
Disagree	23	46	13%
Strongly disagree	3	3	1%
Sum	100	359	100%

Source: Processed by researchers

Based on the table above regarding the Responsibility indicator, the percentage of respondents who answered Very High was 32%, who answered High 47%, who answered Moderate 8%, who answered Low 13% and who answered Very Low 1%. It can be concluded that the response of RPRA Secretariat employees to the Responsibility indicator with the most respondents, namely 47% answering High, so that governance in the Surabaya City RPRA shows that although the majority feel that workload is not an obstacle to responsibility, there are a small number who feel the opposite, which can be a concern for management in managing the distribution of tasks.

5. Accountability

In the Accountability indicator question, there is a question: "How appropriate is the distribution of Type A in the Secretariat of the Surabaya City RPRA with what is needed by the community?". Bureaucratic accountability is measured by how this organizational structure is able to meet the needs of the community:

- a. General Section: There are complaints related to delays in administrative management.
- b. Meetings and Legislation Sections: Legal documentation often takes longer than expected.
- c. Information and Protocol Section: Public information services are doing well, but limited personnel hinder innovation.

The existing structure is not fully accountable because it is not able to answer the needs of the community optimally. More specific resource additions and division of tasks are needed to increase accountability.

Table 6
Performance Indicators on Accountability
at the Secretariat of the Surabaya City RPRA

Respondent's Answer	Frequency	Number of Average Scores	Presented
Strongly Agree	20	100	30%
Agree	34	136	40%
Neutral	11	33	10%
Disagree	33	66	20%
Strongly disagree	2	2	1%
Sum	100	337	100%

Source: Processed by researchers

The majority of respondents have a positive perception of accountability indicators in their work environment. This shows that the reporting system, individual responsibility, and evaluation mechanism are considered to be running well. A small percentage of respondents chose neutral, which could mean that they felt doubtful or did not have enough experience to assess accountability clearly. There were 21% of respondents who were dissatisfied with the implementation of accountability. This signals the need for further evaluation regarding transparency, reporting, or distribution of responsibilities in the agency.

In the questions and explanations above, it can be concluded that overall, the impact of organizational structure and governance on the workload of SCA employees at the Secretariat of the Surabaya City RPRA shows some of the main weaknesses are the organizational structure that is not in accordance with the Type A typology, uneven workload and services to the community that are running well, but not optimal.

Table 7
Summary of Analysis

INDICATOR	CURRENT CONDITIONS	RECOMMENDATIONS
Productivity	Output is achieved, but quality is sometimes overlooked	Addition of employees and equal division of duties

Quality Of Service	Service is good, but often slow	Optimization of work processes and staff training
Responsiveness	Limited response by less flexible structures	Addition of a special section to address specific issues
Responsibility	Not entirely efficient	Reorganization of the structure according to administrative principles
Accountability	Not in accordance with the needs of the community	Increased transparency and workload distribution

Source: Processed by researchers

This analysis shows the importance of organizational restructuring in the Secretariat of the Surabaya City RPRA to achieve better performance and more optimal public services. Restructuring can be done by forming an additional section, such as the public communication section, to balance the workload and increase bureaucratic accountability.

The Impact of Organizational Structure and Governance on the Workload of SCA Employees at the Secretariat of the Surabaya City RPRA

The direct impact of the organizational structure on the workload of SCA employees at the Secretariat of the Surabaya City RPRA is the imbalance of duties. Certain parts often face higher working pressure than others. A rigid organizational structure can exacerbate this situation. When civil servants do not have the flexibility to share tasks, they tend to feel overwhelmed by the ever-increasing workload. In addition, hierarchical organizational structures can create excessive dependence on leaders in decision-making. This slows down the completion of tasks and increases the workload of employees who have to wait for directions. Ineffective governance also has a negative impact on workload. For example, a bureaucratic system that is too complex often causes employees to spend more time completing administrative tasks. This condition can lead to a decrease in productivity and an increase in stress levels among SCA employees. A poorly managed workload can have an impact on employees' physical and mental health. In addition to the direct impact on employees, an inefficient organizational structure can affect the overall performance of the organization. Work targets that are not achieved can lower the reputation of the institution and affect public trust.

The psychological impact is also an important concern. SCA employees who are constantly under high work pressure tend to face problems such as burnout, mental fatigue, and lack of work motivation. Additionally, the lack of clarity of tasks in the organizational structure can create confusion and internal conflict among employees. This hinders teamwork and creates an unproductive work environment. Bureaucratic governance that is not responsive to employee needs can reduce operational efficiency. For example, lengthy approval processes often hinder the timely completion of tasks. However, this impact can be minimized through improvements in organizational structure and governance. Simplifying the bureaucratic process can reduce the administrative burden and allow employees to focus on their core tasks. One of the solutions that can be applied is to increase leadership capacity in organizations. Leaders who are able to provide clear direction and support employees will create a healthier work environment.

The development of information technology also has a positive impact on governance. A digital-based work management system allows employees to manage their tasks more efficiently. The implementation of periodic work evaluations is also important to identify potential problems in the division of tasks. With accurate data, leaders can make better decisions regarding human resource allocation. Improving internal communication is also an

important step. An organizational structure that supports cross-section communication can reduce misunderstandings and speed up problem solving. Another positive impact of a good organizational structure is increased work motivation. Employees who feel valued and have clarity in their duties tend to be more productive and committed to their work. However, without corrective action, the negative impact of poor organizational structure and governance will continue to be felt. This includes high employee turnover rates and decreased organizational efficiency. Therefore, it is important for the Secretariat of the Surabaya City RPRA to continue to evaluate and improve their organizational structure and bureaucratic governance. This step not only reduces the workload of employees but also improves the overall performance of the organization.

The impact of organizational structure and governance is very large on the welfare of SCA employees. Focusing on task balance, role clarity, and work efficiency must be a priority in bureaucratic reform. With a more flexible organizational structure and adaptive governance, the Secretariat of the Surabaya City RPRA can create a more productive and conducive work environment. Strategic measures involving technology, communication, and employee training will be key in creating sustainable change. Thus, the negative impact can be minimized and the workload of SCA employees can be managed optimally..

Conclusion

Organizational structure and bureaucratic governance have a significant influence on the workload of State Civil Apparatus (SCA) employees at the Secretariat of the Surabaya City RPRA. The simplification of the organizational structure from four to three parts based on Surabaya Mayor Regulation Number 68 of 2021 has created several challenges, especially in terms of workload distribution. The imbalance of workload between sections is one of the main problems in the Meeting and Legislation Section because it often faces greater pressure than other sections due to the demands of complex administrative tasks and high work volume. Bureaucratic governance at the RPRA Secretariat also shows that efficiency is not optimal. Convolutioned administrative procedures, lack of flexibility in the work process, and uneven distribution of tasks add to the workload of employees. This has an impact on employee productivity, motivation, and well-being. In some cases, employees experience mental and physical fatigue due to disproportionate workload. A hierarchical organizational structure also limits the ability of employees to take initiative and innovate in completing tasks. The proposed solution involves strategic measures that include organizational restructuring, digitization of work processes, and capacity building of employees. Organizational restructuring can be done by simplifying hierarchies, clarifying the roles and responsibilities of each employee, and facilitating cross-sectional cooperation. Digitization of administrative processes is believed to be able to reduce repetitive manual workloads, so that employees can focus more on core tasks that support organizational goals. In addition, employee competency training and development are important elements to improve their ability to complete tasks efficiently. With the implementation of more adaptive and responsive bureaucratic governance policies, the Secretariat of the Surabaya City RPRA is expected to be able to create a more productive and conducive work environment. This reform will not only improve the welfare of employees, but also support the optimal achievement of organizational goals. This study emphasizes the importance of continuous evaluation of organizational structure and bureaucratic governance to ensure a balanced workload, fair distribution of tasks, and increased work efficiency.

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