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Analysis of Government Management Transformation: Case Study of Position Equalization Program in the Melawi Regency Government

Nurkhamdi¹, Samugyo Ibnu Redjo², Neneng Yani Yuningsih³.

¹Universitas Padjadjaran, Bandung, nurkhamdi23001@mail.unpad.ac.id.

²Universitas Padjadjaran, Bandung, samugyo.ibnuredjo@unpad.ac.id.

³Universitas Padjadjaran, Bandung, neneng.yani@unpad.ac.id.

Corresponding Author: nurkhamdi23001@mail.unpad.ac.id¹.

Abstract: The Indonesian government implements a policy of equalizing position as a simplification of bureaucracy. The policy is seen as the transformation of government management with complex challenges. This article aims to analyze the important aspects of the transformation of government management in equalizing positions in Melawi Regency in 2021-2024. Data is collected from important officials who sit in government and members of parliament, without ignoring the opinions of the public. The results show that (a) reframing aspect is considered good enough in the "Achieve Mobilization" element and needs an increase in the "Creating Vision" and "Build a Measurement System" elements by re-frame programs and fulfillment of performance targets, (b) restructuring aspect in implementation element of "Construction an Economic Model" and "Redesigning The Work Architecture" is good enough and needs an increase in the element of "Configuring the Physical Infrastructure" by immediately forming a public service mall, (c) revitalization aspect is good enough from the three elements described, and (d) renewal aspect is good in the "Create a Reward System" and "Developing The Organization" elements, so it only needs to be improved in "Building Individual Learning" element by adding competency development to the equivalent functional position to improve existing services.

Keyword: Bureaucratic Simplification, Position Equalization Program, Transformation of Government Management.

INTRODUCTION

The bureaucratic simplification policy was revealed by President of the Republic of Indonesia Joko Widodo during his inauguration as President of the Republic of Indonesia for the 2019-2024 period (Maulana et al., 2022; Noermanzah et al., 2019). The bureaucratic simplification policy has the opportunity to restore a slimmer and right-sizing bureaucracy (Drewry & Chan, 2001; Ober, 2015) because it has an impact on organizational arrangements which prioritize expertise (functional positions) in the arrangement of organizational structure and structural

arrangement, namely the transfer of structural positions into functional positions. In other words, simplification of bureaucracy aims to create dynamic and agile bureaucracy, realize the professionalism of state civil apparatus, focus on functional work, accelerate work systems and encourage effectiveness and performance efficiency (Gedeona & Trilestari, 2021; Irwansyah, 2021; Rahmi & Wijaya, 2022). This is expected to have an impact on organizational alignment from the Cascading Strategic Plan (Gandhi et al., 2017), clarity and speed in decision making due to an increase in control range (Sipayung et al., 2022), increased productivity due to lack of management layer (Suprayitno & Abbas, 2024), and customer oriented or focus on public needs rather than bureaucratic internalization processes (Fountain, 2001).

One of the simplification of the bureaucracy is carried out in the form of equalization of positions, in addition to simplifying the structure and adjustment of the work system (Beatrix & Apriyansyah, 2022; Insani et al., 2022; Sangkut et al., 2023). Work procedures after equalization of positions are expected to be more focused on the needs of the public than the bureaucratic internalization process. In the period before the equalization of positions it was seen that in making decisions or in responding to requests for too many stages that must be passed. With the equalization of this position, every type of service should be faster in carrying out disposition/communication and more flexible than the leadership as a decision maker to functional positions that carry out or process services (Tomasouw & Muluk, 2022). The stages that are passed are shorter and effective so that the service is faster and focus on public needs. In the framework of government relations and those who are governed, equalization of positions is intended to accelerate services to the community, so that public services will be easier, faster, agile and of course low-cost (Denning, 2018; Holbeche, 2015). The hope, through simplification of bureaucracy can provide excellent service, one of which is applied by the Agile Governance paradigm. This paradigm encourages the bureaucratic system to work more strategic, flexible, and adaptively to changes in the global era, so that excellent services can be achieved immediately (Janssen & Van Der Voort, 2016; Janssen & Van der Voort, 2020; Wasistiono & Anggraini, 2019).

In Melawi Regency, the implementation of bureaucratic simplification policies is not as simple as expected. Policy of equalization of positions, especially the policy of transferring administrative positions to functional positions based on Regulation of Minister of State Apparatus Empowerment and Bureaucratic Reform No.17 of 2021 is still not optimal. Data from 2021 to 2022 show that there are 192 positions that have been approved to be used as functional positions according to expertise. Of the total positions, not all of them went smoothly. The reality of the implementation of this delaying policy raises several problems, including: work complexity, authority problems, coordination mechanisms, organizing, position, competency development, to the work system.

The existence of several problems that arise from the policy of equalizing positions, making research on the equalization of positions in Melawi Regency interesting to be examined. Since it was implemented in 2021, whether in its implementation it has made it easier or even raises new obstacles along with the transformation of the position. From this phenomenon, the Melawi Regency Government has tried to make several changes to achieve transformation. Therefore, this research tries to analyze the equalization program of the position in terms of the theory of transformation of government management.

Transformation of Government Management is a transition process that occurs due to new innovations from the government to create changes in the structural fields (changes concerning institutions) and procedural (changes in the field of government mechanism (Redjo, 2009; Widanarto, 2016). Gouillart and Kelly said that there are four dimensions in the transformation of government management that can be used as a reference for analysis, namely reframing (changes in framework), restructuring (changes in structure), revitalization (rearranging development priorities), and renewal (Montheza et al., 2024; Morgan & Page, 2008; Pracoyo

et al., 2022; Saefullah et al., 2019). These four dimensions can be a benchmark whether a particular government management has been transformed or not. From the explanation above, this article aims to analyze and explain the aspects of reframing, restructuring, revitalization, renewal from the transformation of government management in the position of occupation in the Melawi Regency in 2021-2024.

METHOD

This article uses qualitative research methods. This article is focused on the real reality by following the theoretical foundation guidelines. The focus of this article is to understand, describe, and analyze the transformation of government management in the equalization program of positions in the Melawi Regency Government in 2021-2024. Data is collected through interviews, observation, and document studies. Specifically related to the interview, this was done to the temporary official of the Melawi Regent, the Regional Secretary of the Melawi Regency, the Head of the Regional Development Planning Agency, the Secretary of the Regional Financial and Asset Management Agency, the Head of the Human Resources Personnel and Development Agency, the Secretary of the Investment and One Door Integrated Services Office, Functional Position the results of equalization, members of the Melawi parliament from Commission I, II, and III, and elements of society from mass organizations, political parties, and other communities. The data that has been collected is then analyzed using a qualitative data analysis technique for the Miles and Huberman models.

RESULTS AND DISCUSSION

Reframing Aspect From the Transformation of Government Management in the Position Equalization Program in the Melawi Regency Government From 2021 to 2024

This aspect explains three elements. First, the Achieve Mobilization element. Achieve Mobilization includes efforts to spread motivation and commitment to all organizations to gather energy to carry out the change process. A process moves all elements of the organization to support and be actively involved in the ongoing change and other things needed to carry out the transformation process, which includes disseminating motivation and commitment from the individual level to the team level and finally the entire organization. In the context of this element, the Melawi Regency Government involves the community to gather aspirations, harmonize the vision, and build community support for the district development program. Then, the elements of the leadership in Melawi Regency have provided an understanding to always play an active role in the changes that occur. Has involved the community in the preparation of policies while delivering existing programs. Provide motivation for employees both individually and in teams/organizations to develop the organization by relying on competency expertise not to existing structures. But so, it cannot be denied the existence of a bereba understanding so it needs to be improved to individuals who do not understand to do a review to always support and be actively involved in the ongoing change.

Second, the Creating Vision element. Mobilization creates organizational potential and prepares the future of the organization, the Creating Vision element includes actions to re-adjust the vision and purpose. The vision of Development of Melawi Regency is a translation of the vision of the elected regent and deputy regent and is the basis for the formulation of the priority of the Melawi Regency development. The statement of the vision of the period 2021-2026 is the direction for development until the next 5 (five) years. The vision of Melawi Regency is "Creating Melawi Regency Fair--appropriate--great and based on mutual cooperation". The vision is synergistic with the vision of the Melawi Regency regional development plan in 2005-2025 namely "Melawi Regency is safe, peaceful, advanced and prosperous with democratic and just governance in 2025." However, the vision and mission of Melawi Regency has not fully accommodated the potential for equalization of positions, this

is because the preparation is carried out before equalization or is still in the period of the process of equalizing positions. But later if there is a change in the regional development plan document, the potential for the expertise results of equalization can be input to be considered. Third, the Build a Measurement System element. In organizations that have been mobilized and have a vision, organizational leaders must interpret the vision in a series of benchmarks and targets and also determine the actions needed to achieve the targets. The range of people's satisfaction index values in the good category is at the value of 76.61 - 88.30. Based on these targets when juxtaposed with values in the previous chapter in 2021 - 2023 namely 81.23, 82.76 and 82.18 included in the good category. So the target is achieved or fulfilled. There is an upward trend but insignificant. The value of compliance with public services in 2022 is 58.85 included in the yellow zone or c category, while in 2023 is 62.72 still in the yellow zone or category C. The value shows that the target listed in the 2021-2026 regional development plan has not been achieved namely 70 in 2023. Thus, the Build A Measurement System element shows that a series of benchmarks and targets that also determine the actions needed to achieve it have been determined, but not too serious in its fulfillment. The commitment of the leadership and concrete steps is needed so that the target can be achieved according to what has been set.

Restructuring Aspect From the Transformation of Government Management In the Position Equalization Program in the Melawi Regency Government From 2021 to 2024

This aspect explains three elements. First, construction elements an economic model. Construction an economic model includes efforts to design economic models that will increase administrative efficiency, reduce waste, and increase the value of public services that will be given to the public. The proportion of financing is needed as a picture of the government's partisanship towards the people. The proportion is calculated based on the ratio between employee expenditure and other spending. By comparing employee spending in 2021, amounting to Rp.410,521,829,000,- compared to the total expenditure of Rp.1,115,508,493,000, then the proportion of employee expenditure financing with overall expenditure was 36.80%. And this continues to decline from year to year. Based on the results of the interviews conducted, the Construction and Economic Model element illustrates that financial management to improve administrative efficiency, reduce waste, and increase the value of public services to the public has been carried out since the time before the equalization of positions. There has been no new breakthrough after equalization of positions, tends to be the same and no special innovations have arisen due to the impact of equalization of positions. Second, the element configuring the physical infrastructure. Preparing organizational infrastructure to implement the strategies that have been set. Collect and integrate physical components and major supporters to strengthen the organization. Organizational leaders must formulate organizational goals, strategies and policies and be able to unite the organization's strategic objectives and their physical components into a unity that strengthens the organization. One thing that needs to be done is to form a public service mall. With the existence of a public service mall can make it easier for the community to be easier, faster and effective. However, there is no available public service mall in Melawi Regency.

Third, the Redesigning Element The Work Architecture. Each unit in the organization is interconnected and always adapts to needs. In the process the organization has a networking system where if there is a change in policy or form of work units it will affect the efficiency of the organization in achieving its goals and objectives. With a new work system pattern, of course, the understanding of functional officials who have been equated are very necessary. In addition to the understanding of the functional positions of the equalization, of course, demanding the understanding of the performance appraisers, echelon III and echelon II to play an active role and observant of sorting out the task to be disposed to their subordinates. In the redesigning element the work architecture can be concluded that the Melawi Regency

Government has formed a multi-functional team or task force to deal with certain problems across sectors. Understanding of this has also been given. But in the conditions of subordinates and superiors who experience fundamental changes in their work system, then understanding this must be carried out by both parties so that the main objectives of equalization of positions can be achieved.

Revitalization Aspect From the Transformation of Government Management in the Position Equalization Program in the Melawi Regency Government From 2021 to 2024

In this aspect explains three elements. First, the Achieving Market Focus element. The Achieving Market Focus element makes services a priority in transforming, by paying more attention to the needs of customers / community, it is hoped that the pattern of service will also adjust to the needs of service recipients. Closely related to government responsibility, the ability to provide what is needed by the community. It can be seen from the results of interviews related to the Achieving Market Focus element that the government has accommodated the needs of the community as customers / service recipients. Programs that are the biggest service needs have also been used as priority programs, receiving more attention in its implementation. Furthermore, other administrative services have also paid attention to the needs and desires of the community. The government is present to help the recipients of service so that community trust can be created for the development of the existing Melawi Regency.

Second, the Element of Invest New Business. Element of New Business Inventory is creating innovations or new things, by taking opportunities from the transformation process that occurs. Innovation is related to changes in transformation, innovation is also needed to open new potential in public services. The government can take advantage of opportunities such as collaboration with the private sector, digitalization of services, or policy development that responds to the needs of citizens innovatively. In creating innovation, in addition to creating and replicating, the government can also work with other parties to provide services that do not yet exist or increase service accessibility for the community. Cooperation refers to voluntary support and mutual support (reciprocity) between two or more different public sector bodies. From the data obtained, the New Business Invest Element shows that its actualization has been carried out by the Melawi Regency Government but has not been maximized. Innovation must continue to be improved especially with the increase in expertise thanks to the equalization of positions that must be utilized as well as possible. Cooperation must also continue to be coupled with various other types of organizations, both the private sector, universities and existing community groups.

Third, the element of Changing the Rules through Information Technology. The Changing The Rules Through Information Technology element is a change in implementation rules through technology. In the current digital era, many implementation rules are carried out by utilizing information technology. With information technology is also expected to cut bureaucracy to be faster, reduce time and face to face so that services can be more intensive and flexible. From the data obtained, the element of Changing The Rules Through Information Technology shows that it has been applied by the Melawi Regency Government such as e-permission, e-budgeting, or e-planning and so forth. But the existing application is not evenly distributed to all service sectors, and also not evenly distributed to all regional apparatuses. In addition to improving public services directly through digitalization of licensing, budgeting and planning, Melawi Regency also requires good assessment from the Indonesian Ombudsman in order to improve the image of good and quality service in the eyes of the wider community.

Renewal Aspect From the Transformation of Government Management in the Position Equalization Program in the Melawi Regency Government From 2021 to 2024

This aspect explains three elements. First, the Create A Reward System element. Create a reward system elements not only act as motivation for humans to work better, but also have an impact on the mechanism of work as a whole. If the reward system is not in line with organizational goals, the system can be unproductive in efforts to improve organizational performance and productivity. The reward system is certainly integrated with performance management. If the performance achievement of the organization is good, a reward will be given in the form of an increase in income and/or career of the position. Likewise, if the performance achievement of the organization is categorized as bad, it will receive punishment in the form of a decline in income and/or career of positions. The reward and punishment will certainly affect the attitudes and behavior of performance in the future.

The Melawi Regency Government has basically implemented a presence application, namely Nyagam. Where every employee will be monitored to come to work at what time, what time comes home. It must also be done in the office, it cannot be outside, the map sensor in the application will refuse if it is not in the office environment. Then, in addition to providing additional employee income, there is a reward system that can be a clear career pattern through talent management. Employees with superior talents, think and work above the average other employees, have an important contribution to the organization and are able to face complex challenges, must be considered and managed very well.

Based on the data obtained, the Create A Reward System element shows that in the context of providing additional employee income to the position of equalization results have been carried out in accordance with the provisions (not down). Giving to other employees is also in accordance with the provisions, it's just that it is only based on the working hours inputted. In terms of career reward position in Melawi Regency has not been fully based on talent management. Although it still has to go through a decision made by the Agency for Job Advisory and Rank, but the management of talents is felt appropriate to be applied to the post-equalization system that prioritizes expertise.

Second, individual learning building elements. Individual learning building elements that are building learning for individuals. Surely it will be difficult for the government to transform if individuals do not learn towards previously planned changes. Learning to individuals who are in accordance with their expertise will later be able to place government human resources in accordance with competence. Functional positions require the active role of each individual to conduct learning. Individuals must often check related to socialization or technical learning such as the competency development training in each supervisor, especially from their social media channels. But the Melawi Regency Government must also participate in developing existing employee competencies, especially in the position of expertise.

From the data obtained, individual learning building elements show that competency development still needs to be improved. The Melawi Regency Government must create a conducive environment for individuals to learn, improve competence and expertise. Potential employees who are not developed can later trigger placement of positions not in accordance with qualifications, and the implementation of education and training has not yet answered the needs of the organization.

Third, the element of developing the organization. Element of developing the organization is the development and improvement of the structure, process, and organizational culture that is carried out to support and strengthen transformation. In this development element this time will be closely related to the improvement of organizational or work procedures, as well as changing the work system. That with changes in structure will strengthen organizational performance. The governance of the post -equalization organization will turn into a working group that

supports each other based on networking related to their competencies and expertise, no longer hierarchical relationships.

Most functional positions are still working on the same task before the equalization period. On the other hand the equalization is also carried out without going through the process of structuring the position first so that the functional position is filled by employees who are not in accordance with their educational qualifications. This educational qualification is also a consideration to fill the current vacancy through an increase in the level of position.

Based on the data obtained, in this element of developing the organization of the Melawi Regency Government has carried out organizational development carried out with bureaucratic reform, such as simplification of bureaucracy and merging regional apparatus. With this step, the structure of government is expected to be more flexible and responsive to change, the community can feel the ease and speed of managing administration so as to improve public services.

CONCLUSION

In the reframing aspect, overall the reframing aspect is not perfect. In the Achieve Mobilization element the leadership element has provided an understanding to support change or transformation through the delivery of apples or other agenda meetings and has been actively involving the community in change. In the Creating Vision element, the regional development plan that has been prepared before the equalization period has not yet accommodated the potential for equalizing positions to improve public services, but existing programs can be a guide for every regional apparatus in providing services and increasing community satisfaction. As for the Build a Measurement System element, a series of benchmarks and targets of the value of public services that also determine the actions to achieve it have been determined in the regional development plan, but the results have not been able to show the success of achieving existing targets.

In the restructuring aspect, the Construction and Economic Model element has been carried out in a budget savings through limiting employee expenditure provisions a maximum of 30% of the total regional budget. In the configuring element the physical infrastructure means integrating physical components and major supporters to strengthen services such as the formation of a public service mall which until this study was conducted not yet formed. Efforts continue to be made so that it is immediately formed. In the redesigning element of the work architecture, the Melawi Regency Government has implemented a new work system pattern after equalization of positions, although in the end the leadership as a performance appraisal unit still needs to adjust to the division of tasks to his subordinates.

In the revitalization aspect, the Achieving Market Focus element shows that the Melawi Regency Government has made the programs that are the greatest service needs as a priority program. Good feedback is also always given to people who need service assistance. In the Element of New Business Inveain, cooperation with various parties has been carried out in order to provide services that do not yet exist or increase service accessibility for the community. But the existing cooperation needs to be improved both from the private sector, universities and other community groups if needed. In the element of Changing The Rules Through Information Technology has been applied such as e-permission, e-budgeting, and e-planning. However, the use of technology needs to be disseminated to all regional apparatuses in Melawi Regency to support the assessment of public services carried out.

In the renewal aspect, the Create a Reward System element explains that there has been an additional income without anyone going down, adjusting the existing regional financial capabilities. But related to the career reward of positions has not fully used the talent management system. In the building elements of individual learning, education and training in Melawi Regency there are more in leadership training. Increasing the competency of the results

of equalization of positions still requires the active role of individuals to carry out self-development. In the developing element of the organization, the Melawi Regency Government has carried out organizational development such as simplification of bureaucracy and merging regional apparatuses.

From the four aspects of the transformation of government management, the following conclusions can be drawn. In the reframing aspect it is considered good enough to the Achieve Mobilization element and needs an increase in the Creating Vision element and the Build a Measurement System element by re-frame programs fulfillment of performance targets. Restructuring aspects show the elements implementation of Construction an Economic Model and the Redesigning of the Work Architecture is good enough and needs an increase in the element of Configuring the Physical Infrastructure by immediately forming a public service mall. The revitalization aspect is good enough from the three elements. As well as renewal aspects are good in the Create a Reward System element and Developing the Organization element, it only needs to improve in the Building Individual Learning elements by adding training and competency development to the equal functional position in order to improve existing services.

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