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Implementation of Reform Policy: Bureaucracy in Strengthening Resource Shuman Resources in Ternate City

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Abstract: Implementation of Reform Policy: Bureaucracy in Strengthening Resource Shuman Resources in Ternate City. Objective: This study aims to determine the process, identify and analyze aspects that are obstacles in the Implementation of Bureaucratic Reform Policy in Strengthening Human Resources in the Ternate City Inspectorate based on the determining factors for success in the implementation of decentralized policies by G. Shabbir Cheema and Dennis A. Rondinelli. Method: This study was conducted using a qualitative descriptive method to help interpret the phenomena that occur. The theory used is the policy implementation theory according to G. Shabbir Cheema and Dennis A. Rondinelli which consists of environmental conditions, inter-organizational relationships, and characteristics and capabilities of implementing agencies. Results: The results of the study generally indicate that the Implementation of Bureaucratic Reform Policy in Strengthening Human Resources in the Ternate City Inspectorate is running well, but if you look at the impact and performance resulting from bureaucratic reform, it is still slow and not optimal. This is because the overall support for the determining factors for success in policy implementation has not been met, both from environmental conditions, inter-organizational relationships, organizational resources, and characteristics and capabilities of implementing agencies. Conclusion: The suggestion from the research is the need for improvement in work culture commitment, communication, and creating a sense of ongoing involvement, as well as fulfilling the still lacking resources to support effectiveness and smoothness.

Keyword: Implementation, Bureaucratic Reform, Human Resources.

INTRODUCTION

Policy implementation is an activity carried out by individuals or groups of people to achieve policy goals and objectives. Policy in public administration studies can be seen by measuring the implementation of policy programs according to what is determined so that the success of implementation is assessed based on the extent of the process and achievement of policy targets. Udoji expressed how important policy implementation is as quoted by Leo

Agustino where policy implementation is the most important process in the stages of public policy even exceeding the stages of the policy formulation process. This is because implementation is an essential stage in creating the changes that the policy wants to achieve (Winarno, 2004).

In national life, the implementation of effective and efficient bureaucracy is very important. Bureaucracy is the implementer of government administration that has quite large authority in managing public assets, public services, and also determining the direction of development policies. Bureaucracy in government closely related to the systems and procedures carried out by government institutions both at the regional and central levels (Sumantri, 2022). The purpose of bureaucracy is to standardize the systems and procedures used and also as a control over government organizations. So it is not surprising that in every country, in government institutions/agencies there are usually many procedures and rules when doing something.

The bureaucracy in Indonesia today is still not satisfactory (Hidayat, 2019). The bureaucracy still seems inflexible, complicated, and wasteful. The existing bureaucracy has also not been able to stop corruption and has actually increased corruption among bureaucratic officials in Indonesia. This is because officials then take advantage of the bureaucratic convolutedness for personal gain. The implementation of bureaucracy in the Indonesian government has actually reduced public trust in the government (Setiawan, 2021).

This is as stated by Harbani Pasolong (2014: 68), where he stated that the failure of bureaucracy is caused by the human resources serving the community still being infected with the disease of inefficiency when they should be able to eliminate the problem by improving themselves so that they are able to efficiently follow the new public administration values. The disease of inefficiency in human resources in the bureaucracy in Indonesia is related to the behavior of state civil servants who are still unprofessional, rigid, closed, corrupt, and have a bad mentality.

The Indonesian government then determined the need for bureaucratic reform of state institutions and apparatus so that state institutions and apparatus can grow into institutions and apparatus with integrity, can be trusted, and are professional in the future (Djae, Noviyanti, & Rahman, 2023). Because bureaucracy will always be needed in a large government to keep the implementation of government moving towards the desired vision and mission in a country. According to Riyadi, et al. (Hayat, 2020) bureaucratic reform is defined as a change that covers all things (comprehensive) concerning a systematically structured bureaucracy with the aim of creating human resources, institutions, governance, supervision, public services, and accountability systems that are in accordance with the intent of "good governance" or "good governance" (Qodi, 2015). The bureaucratic reform policy in Indonesia is regulated in Presidential Regulation Number 81 of 2010 concerning Grand Design Bureaucratic Reform 2010-2025. Where in accordance with Article 2 it is emphasized that: Grand Design The 2010-2025 Bureaucratic Reform as referred to in Article 1 is a reference for Ministries/Institutions/Regional Governments in carrying out bureaucratic reform in order to realize good governance.”

The aim of bureaucratic reform carried out throughout Indonesia is to give birth to a government bureaucracy where bureaucrats are professional, competent in serving the public, adaptive, have high integrity and performance, are clean and free from corruption, collusion and nepotism, neutral, willing to serve, and consistent in upholding the basic values and code of ethics of ASN (Kristiadi, 1994). In order to realize the objectives of bureaucratic reform, it is necessary to take actions that can make the policy direction a success so that the expected results can be realized. The bureaucratic reform policy is built with the following instructions/directions:

Development of the state apparatus is realized through bureaucratic reform (Holidin, 2016).

The goal is to develop the professionalism of the apparatus and to form a good government system, both at the central and regional levels. The scope of development here is very broad, starting from the development of social, political, economic, infrastructure, defense, institutional, educational, cultural, and technological systems (Irawan & Armadani, 2021).

Development policies, both in the legal and apparatus fields, are demonstrated by improvements to the governance system through strengthening the implementation of bureaucratic reform.

The expected results in the implementation of bureaucratic reform are: (1) Prevent and ultimately eliminate any manipulation of authority by officials in related agencies/institutions; (2) Creating a country that most improved Bureaucracy; (3) Advancing the level of service that can be provided to target groups; (4) Developing quality in policy formulation and implementation in agencies; (5) Making the execution of all organizational tasks efficient, both in terms of cost and reducing the time required; and (6) Realizing an Indonesian bureaucracy that is responsive, continuously innovative, and effective in preparing itself for globalization and environmental changes that occur.

METHOD

The data sources in the study consist of primary data sources and secondary data sources with data collection techniques, observation activities, and documentation. The theory used is the policy implementation theory according to G. Shabbir Cheema and Dennis A. Rondinelli which consists of environmental conditions, relationships between organizations, and characteristics and capabilities of implementing agencies (Wardiono et al., 2024).

Then the focus area that is the target of bureaucratic reform is then determined and consists of all dimensions of governance (Sawir, 2019). The area of change in bureaucratic reform policy then becomes the main element in the renewal that is the core of the action plan in Grand Design Bureaucratic Reform and Road Map Bureaucratic Reform in Indonesia.

RESULTS AND DISCUSSION

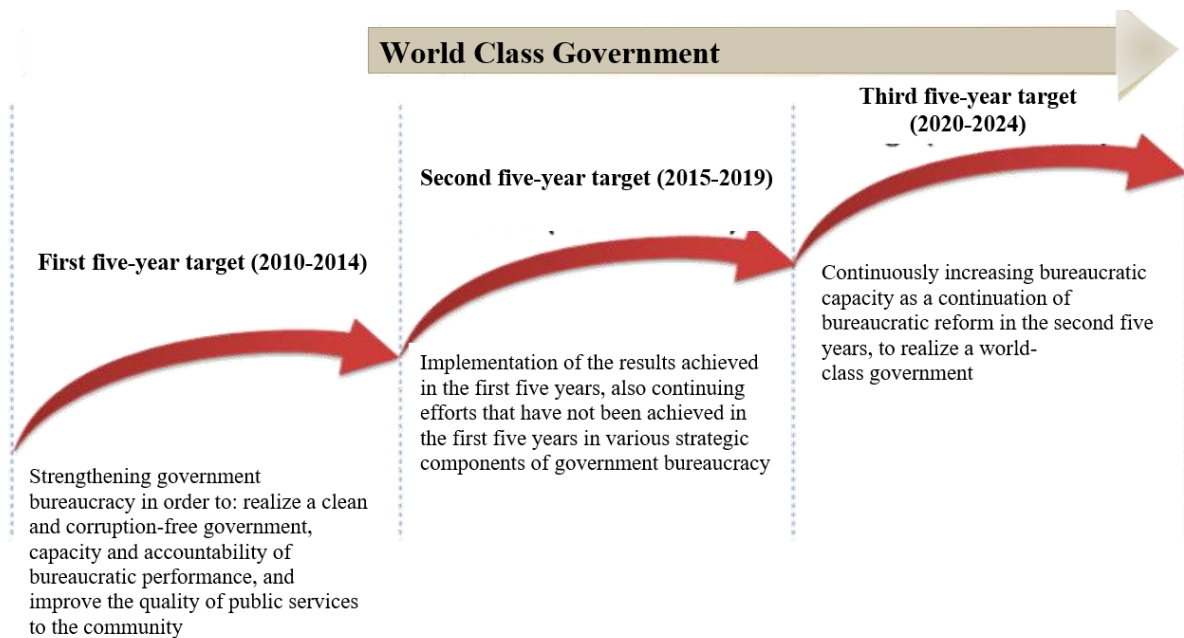
The areas of change in bureaucratic reform are divided into 8 main areas with the expected results as follows:.

Table 1. Areas of Bureaucratic Reform Change and Expected Results

Area	Expected Results
Organization	Proper organization of functions and right size (right sizing)
Governance	Clear, effective, efficient, measurable work systems, processes and procedures in accordance with principles good governance
Legislation	More orderly regulation, no overlapping and conducive
Human resources of the apparatus	Human resources of the apparatus who have integrity, are neutral, competent, professional, high performing and prosperous
Supervision	Increasing the implementation of clean government that is free from corruption, collusion and nepotism (KKN)
Accountability	Increased capacity and accountability bureaucratic performance
Public service	Excellent service according to your needs and the hopes of the community
Mindset (mind set and Work Culture (culture set apparatus	Bureaucracy with integrity and high performance

Source: Hayat (2020)

For support Grand Design Reformation Bureaucracy Year 2010-2025, the operational form was made in the form of Road Map Bureaucratic Reform that contains a five-year bureaucratic reform action plan with targets and objectives perclear year, as in the picture below.



Source: Presidential Regulation No. 81 of 2010 concerning Grand Design for Bureaucratic Reform 2010-2025, page 17

Figure 1. Stages of Achieving Five-Year Targets

From the image, the policy document Road Map Bureaucratic Reform was then made into three according to the first five-year target (for 2010-2014), the second five-year target (for 2015-2019), and the third five-year target (for 2020-2024) and has been regulated through the PermenPAN-RB. Determination of the regulation Road Map by the Ministry of Empowerment of State Civil Apparatus and Bureaucratic Reform was carried out because it is a provision of Presidential Regulation Number 81 of 2010, Article 4 paragraph 2.

Currently, the Policy Road Map Bureaucratic Reform in Indonesia is heading towards its third five-year target and has been regulated in the Regulation of the Minister of Empowerment of State Civil Apparatus and Bureaucratic Reform Number 25 of 2020 concerning Road Map Bureaucratic Reform 2020-2024. The target of the Bureaucratic Reform Road Map for 2020-2024 is to continue to consistently improve bureaucratic capacity as a commitment to continue the target of bureaucratic reform in the second five years to realize a world-class government (Bale, Rompas, & Tampongangoy, 2022).

roadmap Bureaucratic Reform is a further depiction of Grand Design Bureaucratic Reform 2010-2025 by stating various activities in implementing changes in 8 aspects of the desired bureaucratic reform change area. The implementation of bureaucratic reform policies for the Ternate City Government is then regulated in Mayor Regulation Number 62 A of 2017 concerning Road Map Bureaucratic Reform of Ternate City Government.

In Mayor Regulation Number 62 A of 2017 concerning Road Map Bureaucratic Reform of the Ternate City Government, explained in article 4 that related to the scope of implementation of bureaucratic reform in Ternate City, it consists of:

1. that as a follow-up to Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 and Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform Number 11 of 2015 concerning the Road Map of Bureaucratic Reform 2015-2019, Ministries/Institutions and Regional Governments are required to create a road map for bureaucratic reform;
2. that in order to realize good and clean governance, and to improve the professionalism of the apparatus in the administration of government, it is deemed necessary to implement bureaucratic reform within the Ternate City Government;

3. that in order to accelerate the implementation of bureaucratic reform as referred to in letters a and b, there needs to be guidelines for the implementation of bureaucratic reform in the Ternate City Government;
4. that based on the considerations as referred to in letters a, b and c, it is necessary to stipulate the Mayor's Regulation concerning Guidelines for the Implementation of Bureaucratic Reform of the Ternate City Government for 2016-2021.

The Ternate City Inspectorate as one of the government's internal supervisory institutions also cannot avoid implementing bureaucratic reform policies. In carrying out its duties, the Ternate City Inspectorate is known to have functions in the preparation of supervisory programs/activities, policy making and supervisory facilities, investigations, investigations, audits and evaluations of supervisory activities, inspections and other tasks given by the regional head during the scope of supervision. The Inspectorate then also takes care of matters related to complaints that can be handled internally in all regional apparatus organizations under the scope of the Ternate City Inspectorate. This is done because the form of public service from the Ternate City Inspectorate is to provide proper certainty to the public regarding compliance, efficiency and effectiveness/capacity as well as providing reprimands and building successful risk management to create a good and anti-misappropriation government system.

Furthermore, the arrangement to improve services at the Regional Inspectorate is then also regulated in a recommendation letter from the Corruption Eradication Commission to the President of the Republic of Indonesia with the number: B/5200/KSP.00/01-15/10/2020 which discusses Strengthening Human Resources for Government Internal Supervisory Apparatus. The Government Internal Supervisory Apparatus or APIP is the term for employees at the Provincial Inspectorate who are tasked with supervising all activities in the provincial regional apparatus organization funded by the APBD (Bunga, 2020).

The Corruption Eradication Commission's recommendation letter discusses the Strengthening of Human Resources for Government Internal Supervisory Apparatus by improving 3 important aspects which according to the Corruption Eradication Commission have problems and need to be resolved further to optimize management, services, or implementation of effective and efficient supervision in the vision of creating a good governance system (Good Governance), namely in terms of organizational aspects, budget aspects, and human resource aspects, both in terms of quantity and technical competence (Robial, Tarandung, Patiro, & Wangania, 2023).

As an act of renewal in an effort to improve the government system to a better position, it can be said that the contents of the recommendation letter from the Corruption Eradication Commission are related to bureaucratic reform. Because if we look at the aspects in the recommendation letter from the Corruption Eradication Commission, it can be found that the aspects that need to be implemented to achieve strengthening of human resources of the apparatus in the internal government supervisory apparatus in the Inspectorate are related to the area of bureaucratic reform changes, namely the organizational area and the ASN human resource area. Bureaucratic reform institutionally at the North Maluku Provincial Inspectorate can be achieved by building an accountable and transparent institution at all levels to prevent and reduce all forms of bribery and corruption that can occur within the scope of control of the North Maluku Provincial Inspectorate (Lubis, Dhevi, & Yasid, 2020).

In the North Maluku Provincial Inspectorate, it is known that there are challenges in developing the services of the North Maluku Provincial Inspectorate in terms of implementing tasks in the supervision and internal control section in implementing regional head policies. This is as stated in the Revised Renstra of the North Maluku Provincial Inspectorate for 2019-2023, where the challenges currently faced by the North Maluku Provincial Inspectorate are still in the form of demands from the community for the implementation of bureaucratic reform in the area supervision.

This is a result of several provisions in Government Regulation Number 18 of 2016 concerning Regional Apparatus is less effective in organizing institutional areas in provincial regional apparatus (Regional Secretary, Secretary of the Regional People's Representative Council, Inspectorate, Services, and Agencies) and district/city regional apparatus (consisting of Regional Secretary, Secretary of the Regional People's Representative Council, Inspectorate, Services, Agencies, and Sub-districts) (Susila, 2003).

As an institution that is demanded by society to be able to commit to implementing bureaucratic reform in the supervision area within the South Sumatra Provincial Government, the North Maluku Provincial Inspectorate, especially Ternate City, has an important role in supervising the implementation of bureaucratic reform policies carried out by regional apparatus organizations within the scope.

The North Maluku Provincial Inspectorate must remain on track and far from fraudulent acts, such as corruption, manipulation, and so on. But in reality, the Regional Inspectorate is still having difficulty and has not been able to be independent and objective, as evidenced by the high number of corruption acts in the Regional Government environment. Thus, Government Regulation Number 18 of 2016 concerning Regional Apparatus is then further regulated in Government Regulation Number 72 of 2019 concerning Amendments to Government Regulation Number 18 of 2016 concerning Regional Apparatus. Changes in policies related to regional apparatus are made so that the role and capacity of the regional inspectorate become stronger, which is marked by an inspectorate that is increasingly independent and objective and can produce clean and corruption-free regional government administration and improve capabilities, professional work attitudes, and good service performance achievements (Karim, Supriatna, & Pitono, 2020).

In the area of human resources for civil servants, the Inspectorate of North Maluku Province requires human resources for internal government supervisory officers with good qualifications with the hope that during the organization and in the management process they will be able to carry out tasks with good performance and results. In the scientific dimension with a strategic management approach, human resources are not merely tool of management but it is also a source of strength and the key to achieving organizational goals (Widanti, 2022).

For that reason, it is important to carry out bureaucratic reform in the arrangement of human resources of the apparatus. The actualization activities of bureaucratic reform in the arrangement of human resources of the apparatus can be divided into three main activities, namely:

- (1) human resource provision activities,
- (2) human resource development activities, and
- (3) human resource utilization.

Resource provision activities are related to the recruitment and placement of employees, resource development activities are related to efforts to improve knowledge, skills and attitudes, and resource utilization activities are related to dismissal, retirement and motivation (Waliulu, Lukman, & Kusworo, 2021).

Given the importance of the role and dharma of the government's internal supervisory apparatus in the implementation of strengthening and supervision around local governments, including efforts to prevent corruption, the fulfillment of human resource adequacy in terms of quantity and technical competence is an absolute prerequisite. However, in the field related to the fulfillment of human resource adequacy in terms of quantity and technical competence still has problems (Sudarmanto, 2009).

In terms of quantity/amount fulfillment, the North Maluku Provincial Inspectorate still lacks human resources, which in this case are related to functional positions, both auditor positions, regional government affairs supervisor positions (PPUPD) (Thoha, 2006), and especially auditor positions. Auditors are state civil servants whose main tasks are to carry out financial report reviews, internal control governance assessments, systematic audit

organization, organization related to compiling supervisory policies such as regulations, organizing supervisory programs/activities, assistance, and supervisory facilitators, and compiling Audit Result Reports (LHP).

After validating the functional auditor position needs, the North Maluku Provincial Inspectorate requires quite a lot of human resources, as can be seen in the following table.

Table 2. Number of Functional Auditor Position Needs at the North Maluku Provincial Inspectorate in 2020

No	Civil Service Position Levels	Amount Needed
1.	Principal Auditor	3
2.	Middle Auditor	7
3.	Young Auditor	21
4.	First Auditor	62
5.	Supervisory Auditor	1
	Total	94

Source: Regional Inspectorate of North Maluku Province

Meanwhile, the number of functional auditor positions in the North Maluku Provincial Inspectorate who are on duty until the end of 2021 is only 35 employees. The number of functional auditor positions in the North Maluku Provincial Inspectorate in 2021 can be seen in the table below (Suleman, 2018).

Table 3. Number of Auditor Functional Positions at the North Maluku Provincial Inspectorate

No.	Job Level Apparatus	Amount Apparatus
1.	Principal Auditor	0
2.	Middle Auditor	8
3.	Young Auditor	19
4.	First Auditor	7
5.	Supervisory Auditor	1
	Total	35

Source: Regional Inspectorate of North Maluku Province

In addition to auditors, the number of other functional positions such as auditor positions and supervisory positions for the implementation of regional government affairs (PPUPD) is also small when compared to the number of needs for functional positions, both auditors, auditors, and supervisory positions for the implementation of regional government affairs (PPUPD) as stated in Attachment-1 of the Letter of the Head of the Financial and Development Supervisory Agency Number: S-861/K/JF/2020 dated June 10, 2020 as follows (Suwatno & Yuniarsih, 2013).

Table 4. Provisions on the Number of Functional Positions in the Inspectorate According to Level

Government Area	Maximum Number of Functional Positions		
	Auditor	Auditor	P2UPD
Province	80	9	60
Regency/City	60	5	48

Source: Regional Inspectorate of North Maluku Province

Audiwan is an abbreviation of personnel auditor. Apparatus with the position of auditor have the task of carrying out supervision and control of the implementation of regulations such as laws related to the personnel dimension in the North Maluku Provincial Inspectorate. The number of auditors in the North Maluku Provincial Inspectorate until April 2021 is known to

be only 1 employee from the number of functional auditor positions needed at the provincial level Inspectorate, which is 9 auditors (Wardiono, 2019).

For the position of Supervisor of the Implementation of Regional Government Affairs (PPUPD), the state civil apparatus has full duties, authorities, and rights to carry out supervisory activities in the management of regional and village government affairs. The number of Supervisors of the Implementation of Regional Government Affairs (PPUPD) in the North Maluku Provincial Inspectorate is 39 people from the total number of positions needed for Supervisors of the Implementation of Regional Government Affairs (PPUPD) in the Inspectorate at the provincial level, which is 60 employees (Irfan, 1999).

This then becomes one of the factors causing the suboptimal quality of supervision by human resources in the North Maluku Provincial Inspectorate. Given the vastness of the supervisory tasks that must be carried out, the composition of the number of existing internal government supervisory officers is still considered inadequate to support the improvement of the performance of the North Maluku Provincial Inspectorate (Erlanda & Puspaningtyas, 2023).

CONCLUSION

From the explanation above, it can be concluded that many state civil servants are found to be carrying out their work slowly and inefficiently in carrying out the duties of the North Maluku Provincial Inspectorate because the number of employees is insufficient, so that the work is deadline which is quite fast, makes the government's internal supervisory apparatus need to work harder and in a hurry. This is exacerbated by changes that occur in the existing environment, the need for increased use e-government, and the need for up-to-date knowledge.

So it can be concluded from the data that the number of existing government internal supervisory officers is still inadequate to meet existing needs. The North Maluku Provincial Inspectorate is not yet sufficiently supported by adequate human resources, so that in addition to being poor in quantity, it also has the potential to reduce the quality of supervision results.

Strengthening human resources in the North Maluku Provincial Inspectorate is then deemed necessary to advance the performance of public services that can be provided through supervisory activities in the implementation of regional government, increasing independence, objectivity, and supporting the achievement of the success of the bureaucratic reform vision to create a zone that is free from corruption, collusion, and nepotism, as well as effective and efficient in bureaucracy.

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