

The Impact of Job Alignment Policy on the Performance and Job Satisfaction of Functional Officials

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Abstract

At the beginning of 2021, the government, through the Ministry of Administrative and Bureaucratic Reform, issued a new policy, namely the Regulation of the Minister of Administrative and Bureaucratic Reform Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions. The simplification of bureaucracy through the equalization of positions represents a very fundamental change in the structure of local government, including in Purwakarta Regency. This change is expected not only to have a positive impact on the performance of newly appointed functional officials but also to contribute positively to the performance of the organization. This aligns with the initial spirit of bureaucratic simplification aimed at creating a dynamic, agile, and professional bureaucracy in support of public service performance.

Introduction

Bureaucracy in the contemporary society forms an essential organ, which determines the effectiveness and integrity of operations of the government. Its centrality is based on the fact that it is the primary implementer of public policy – a mechanism that would be charged with converting political decisions into concrete results that touch on the citizens' lives. As Thomas R. Dye expresses, "public policy is whatever government chooses to do or not to do," therefore illustrating both dimensions of policy; active and passive (as cited in Subarsono, 2009). This underscores a profound implication: the bureaucracy is not just a passive messenger of instructions but often dictates the way – or whether – policies arrive at the public.

Crucially, this strategic role leaves the bureaucracy at the center of democratic accountability, efficiency, and trust of the people. Bureaucrats have a lot of discretionary power that is needed for adaptive governance but can create distortions if not properly checked. The assumption that bureaucracy is always in the public interest is increasingly questioned, especially, if the bureaucratic behavior is motivated by self-preservation, politicisation or institutional inertia (Azizy, 2007; Meyers & Nielsen 2012; Adegbite et al, 2022; Monteiro & Adler 2022; Chohan 2023). For example, bureaucracies can become gatekeepers, who whether deliberately or not, can inhibit reform, or reinforce inequalities, by following outdated practices or giving special preference to the elite at the expense of voices of the marginalized.

Further, the contemporary governance calls not only for effective, but also agile, transparent and citizen-centered bureaucracies. However, many bureaucratic systems are still caught in the old hierarchical models of functioning that are difficult to innovate and involve the public participation. This tug-of-war between a stability of bureaucracy and responsiveness formulates an everlasting dilemma. How then do bureaucracies create order and predictability but yet remain connected to the fast shifting needs of society?

Thus, while the bureaucracy's role as policy implementer is undeniably crucial, it must also be viewed with a critical lens. Its performance should not be measured solely by procedural

compliance, but by its capacity to mediate competing interests, uphold democratic values, and deliver public value in complex, pluralistic societies. To fulfill its mandate effectively, the bureaucracy must be continuously reformed—not only in its structures but in its culture and orientation toward the public it is meant to serve.

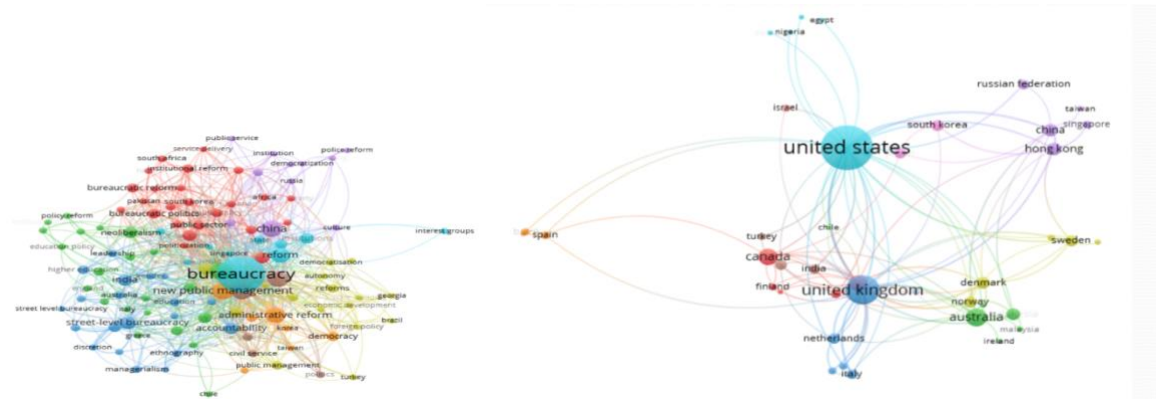


Figure 1. Co Occurrence Author Keywords dan Co Authorship Countries Network Vizualitation Bureaucracy Reform

The results of the visualization related to the topic of bureaucratic reform indicate that several countries also discuss this topic, with the United States being the most active in discussing it between the years 2010 and 2018.

Starting from the general view that government bureaucracy is less effective in carrying out its duties and functions, the idea has emerged from various parties regarding the importance of bureaucratic reform as one way to enhance the effectiveness of bureaucracy in line with its intended purpose. In general, bureaucratic reform is the process of reorganizing, changing, improving, and perfecting bureaucracy to make it better (more professional, clean, efficient, and productive).

The simplification of bureaucracy has become one of the prominent issues in the last decade. According to Maulana et al. (2022), the simplification of bureaucratic structures is theoretically necessary because overly bureaucratic characteristics are no longer in line with the current public administration paradigm. This discourse is a response to the numerous complaints from the public regarding the sluggishness of bureaucracy (Baekkeskov et al., 2021; Parker & Stern, 2022). Transforming bureaucracy into two levels is one of the five priority programs of the Indonesia Maju Cabinet until 2024. Following up on this policy, at the beginning of 2021, the government, through the Ministry of Administrative and Bureaucratic Reform, issued a new policy, namely the Regulation of the Minister of Administrative and Bureaucratic Reform Number 17 of 2021 concerning the Equalization of Administrative Positions into Functional Positions, replacing the Regulation of the Minister of Administrative and Bureaucratic Reform Number 28 of 2019 on the Equalization of Administrative Positions into Functional Positions. This is part of the follow-up to the simplification of bureaucracy to meet the needs necessary for creating good governance and addressing the challenges of bureaucratic reform in efforts to enhance government effectiveness and accelerate decision-making to improve public services. The implementation of public policy is an action aimed at achieving the objectives set forth in that policy (Rusli Budiman, 2015; Hill & Varone, 2021). According to George C. Edward III's theory (in Agustino, 2006), policy implementation is influenced by four variables: communication, resources, disposition, and bureaucratic structure.

Table 1. Number of administrative positions equated to functional positions in Purwakarta Regency

Number of Administrative Positions	Alignment	Additional Tasks
271 Supervisory Officer equivalent to level IV.a	Equalized as Functional Junior Expert (Ahli Muda) Official	Additional Tasks as Sub-Coordinator
4 Administrator Officials equivalent to ess III.b	Equalized as Functional Senior Expert (Ahli Madya) Official	Additional Tasks as Coordinator

Source: Attachment to the Minister of Home Affairs Letter Number 800/8572/Otda of 2021 regarding the Approval of Job Alignment in the Purwakarta Regency Government.

Functional positions are expected to be the solution and response of the government to the increasing demands of society in the context of good governance, both at the central and regional levels, particularly for the Purwakarta District Government. In addition, the way a functional official works is expected to be highly relevant to an agile and dynamic organizational structure, so that with the implementation of this position equalization policy, it is also hoped to improve the performance of functional officials resulting from the equalization, which can enhance organizational performance, as well as provide a sense of happiness and satisfaction with the work being done. Job satisfaction can be reflected in the attitudes, behaviors, and work achievements of functional officials resulting from the equalization. Performance is the behavior or activities related to the organization, where the organization is a decision made by the leadership (McCloy et al., 1994; Faulks et al., 2021; Susanto et al., 2023; Nani & Safitri, 2021), while according to (Swanson & Holton, 2021), the concept of organizational performance questions the extent to which the achievement of an organization's goals or missions aligns with the actual conditions. Indicators for measuring individual performance according to Robbins (2016) include five indicators: quality, quantity, timeliness, effectiveness, and independence. Meanwhile, job satisfaction according to the Job Descriptive Index (Luthans and Spector in Robbins: 2006) consists of five indicators: the job itself, income, career opportunities, supervisors, and coworkers.

Based on the description and background above, the existence of the equalization policy raises a hypothesis: "Is there a positive influence of policy implementation on the performance of functional officials resulting from the equalization?" within the Purwakarta district government. This is due to several issues that have arisen in the implementation of this policy, particularly in Purwakarta, including a mismatch between educational qualifications and the functional positions held as a result of the equalization, a negative stigma in the mindset of functional officials resulting from the equalization regarding career development in functional positions, a lack of self-confidence in carrying out their duties and functions as functional officials, and the presence of additional tasks beyond their functions as functional officials.

Methods

This study is quantitative in nature and belongs to positivist paradigm, which strives to measure the relations among variables in an objective manner, through use of statistical analysis. Sugiyono (2019) asserts that quantitative research is seen to be a scientific method due to it being empirical measurable, systematic and objective. It aims at testing particular hypotheses using collected and analyzed numerical data to identify patterns and relationships that are applicable to populations.

The scope of this research is to lay out the effect of the job alignment policy implementation, especially the change on the administrative positions into the functional ones on the

performance and job satisfaction of government officials in Purwakarta Regency. The study population consists of civil servants who suffered due to the job equalization policy, that is, civil servants who had administrative jobs that were transformed to functional jobs. A purposive sampling technique was used to purposively select respondents so as to ensure that they directly represented various regional apparatus units which were undertaking the implementation of this policy. A total of 45 functional officials were chosen as respondents, which cut across local government institutions that were most affected by the job alignment.

Operationalization of the key research variables was the basis on which a structured questionnaire through which data collection was carried out was developed for. implementation of policy, performance and job satisfaction. The questionnaire items were anchored to the theoretical frameworks that have been recognized and include the model of policy implementation by George C. Edward III (Agustino, 2006), the indicators of measuring performance by Robbins (2016), and the measures of job satisfaction based on Job Descriptive Index (Robbins, 2006). Various indicators of each dimension and sub-dimension of these variables were developed to have sufficient content validity and constructs' coverage.

In order to guarantee the instrument's validity and reliability, a pilot testing prior to its widespread use was conducted in which changes could be made in terms of providing clarity, relevance, and internal consistency. Composite reliability coefficients were used to measure reliability while convergent validity was calculated by means of Average Variance Extracted (AVE) and loading factor values (threshold being >0.70 and >0.50 respectively being acceptable indicators of robust measurement (Nugroho, 2011).

The analysis of data technique used Structural Equation Modeling (SEM) on the basis of the SmartPLS software that is especially appropriate for studies with less sample size and complicated latent variable relationships. SEM can examine measurement models (which tracks the relation between indicators and their corresponding latent variables) and structural models (which tests the effects that latent constructs have upon one another) concurrently (Bollen, 1989). The use of SEM is supported by multidimensionality of the constructs of interest in the studied and by the interest in both direct and indirect effects between policy implementation, performance, and job satisfaction.

SEM process involved several steps of analysis. First, the outer model (measurement model) was used in order to check the validity and reliability of the indicators. Then, inner model (structural model) was tested to examine the strength and significance of hypothesized relationships through path coefficient and T-statistics, with T-value greater or equal to 1.96 significant at the 5 % level. Bootstrap procedure was used to estimate standard errors and to model stability.

Results and Discussion

Starting from the hypothesis "Is there a positive influence of policy implementation on the performance of functional officials resulting from job equalization?" in the Purwakarta district government, this research employs a quantitative research method, which examines the extent of the influence of independent variables on dependent variables. The quantitative research method is used to study a specific population or sample.

The independent variable in this study relates to the implementation of job equalization policies, where according to George C. Edward III (in Agustino, 2006), policy implementation is influenced by four variables: communication, resources, disposition, and bureaucratic structure.

Communication. The first factor affecting the success of policy implementation, according to George C. Edward III (in Agustino, 2006), is communication. He further states that communication is crucial for achieving the goals of public policy implementation; effective implementation occurs when decision-makers understand what they are supposed to do. There are three indicators that can be used to measure the success of communication, namely: (1) Transmission, (2) Clarity, and (3) Consistency.

Resources. The second factor influencing the success of policy implementation is resources. Resources are another important aspect; according to George C. Edward III (in Agustino, 2006), in implementing policies, resources consist of several elements or indicators, namely: (1) Staff, (2) Information, (3) Authority, and (4) Facilities.

Disposition. The third factor influencing the success of public policy implementation, according to George C. Edward III (in Agustino, 2006), is disposition. Disposition, or the attitude of policy implementers, is a crucial factor in the approach to implementing a public policy. There are two indicators used to measure the success of disposition: (1) Bureaucrat Appointment dan (2) Incentives.

Bureaucratic Structure. According to George C. Edward III (in Agustino, 2008), even though the resources to implement a policy are available or the policy implementers know what should be done and have the desire to carry out a policy, there is a possibility that the policy may not be implemented or realized due to weaknesses in the bureaucratic structure. Such complex policies require cooperation among many people. Two characteristics that can enhance the performance of the bureaucratic structure/organization towards improvement are: (1) Standard Operating Procedures (SOP) and (2) Fragmentation/Division of Tasks and Responsibilities.

Meanwhile, the dependent variable in this research is related to performance and job satisfaction. The indicators for measuring individual employee performance according to Robbins (2016) are five indicators, namely: 1) Quality: The quality of work is measured by employees' perceptions of the quality of the work produced and the perfection of tasks in relation to the skills and abilities of the employees; 2) Quantity: This refers to the amount produced, expressed in terms such as the number of units or the number of activity cycles completed; 3) Timeliness: This is the level at which activities are completed by the stated deadline, viewed from the perspective of coordination with output results and maximizing the time available for other activities; 4) Effectiveness: This refers to the level of organizational resource utilization (manpower, money, technology, raw materials) maximized with the aim of increasing the output from each unit in resource use; 5) Independence: This is the level at which an employee will be able to perform their job functions. Work commitment refers to the degree to which employees have a commitment to the organization and their responsibilities towards the office.

According to the Job Descriptive Index (Luthans and Spector in Robins: 2006), there are five indicators of job satisfaction: (1) the work itself, (2) income, (3) career opportunities, (4) supervisor dan (5) colleagues.

Table 2. Operational Measurement Tools for Variables X, Y, and Z

Variables	Dimensions	Indicators
Implementation of Policy (X)	Communication	Transmission Clarity Consistency

George C. Edward III (in Agustino, 2006)	Resources	Human Resources Information Resources Authority Facilities Budget
	Disposition	Selection and appointment of policy implementation personnel Incentives
	Bureaucratic Structure	SOP and Fragmentation
Performance (Y) (Robbins (2016)).	Quality	Skills Abilities
	Quantity	Activities Workload
	Timeliness	Work output Time efficiency
	Effectiveness	Resource utilization
	Independence	Commitment Responsibility
Job Satisfaction (Z) Job Descriptive Index (Luthan and Spector in Robin, 2006)	The work itself	a. Rights in the workplace b. Job opportunities
	Income	a. Salary amount
	Career opportunities	a. Career path b. Recognition c. Rewards
	Supervisor	a. Communication b. Interaction
	Colleagues	a. Relationships b. Working environment conditions

Source: Researcher's Processing, 2024,

From the operationalization of the research variables, the study came up with a series of questions that parallel the indicators under each dimension of the specified variables. Although this framework demonstrates a systematic approach in formulating the research tool, this move generates serious questions on the level of focus and strength of the data collection process. The use of the questionnaire as the only form of data collection might sacrifice the quality of the insights provided due to the sophistication and politicality of job equivalency policies in local settings. The spreading of this questionnaire among only 45 functional officials, chosen on the basis of the results of the job-equivalency assessment, creates problems with the quality of the universe by incorporating the issues of representativeness and response bias. It is not clear if such a sample size is representative of the diversity of experiences and opinions of a broader pool of affected civil servants in the Purwakarta Regency. Besides, the choice to select functional officials only possibly omits the opinion of structural officials or administrative employees who might also feel rather strong implications of the policy but do not fall into the sample frame. Without triangulation of data, i.e., in-depth interviews, focus group discussions, or document analysis, the study will have a narrow or excessively clean version of the events of the policy's implementation and consequences. Therefore, although the research instantiates the procedural rigor by bringing the questions and notions of theoretical constructs together, a

more critical perspective would have allowed for the justification of the selected methods and their impracticability to grasp the intricacies of bureaucratic restructuring at the local level.

Table 3. Respondent Profile Data

Profile		Frequency	Percentage
Gender	Man	24	53.33%
	Women	21	46.67%
Age	35-40 Th	5	11.11%
	41-45 Th	16	35.56%
	46-50 Th	8	17.78%
	51-55 Th	12	26.67%
	56-60 Th	4	8.89%
Amount		45	100.00%

Next, the researcher conducted a correlation test on the characteristics of the respondents and the dimensions of the study. This correlation test was performed to determine the relationships among the respondents' characteristics, the relationship between these characteristics and the respondents' answers, and the extent of the relationships among the research dimensions in measuring the impact of the policy implementation structure on the performance and job satisfaction of functional officials resulting from the equivalency process.

This study utilized the SmartPLS program to assist in testing the validity and reliability of the data through outer model testing. Through this testing, it can be ensured that the measurements used are suitable for assessment (valid and reliable). The outer model is the model that connects latent variables with their indicators. Conventionally, the term validity can be understood as an empirical measure that reflects the true meaning of the concept being studied. Validity is more abstract and harder to measure compared to reliability; in reliability, we look at the characteristics of the measuring instrument, while in validity, we assess the content and usefulness of the measuring instrument. Therefore, a measuring instrument may be appropriate for one purpose but not necessarily suitable for another purpose.

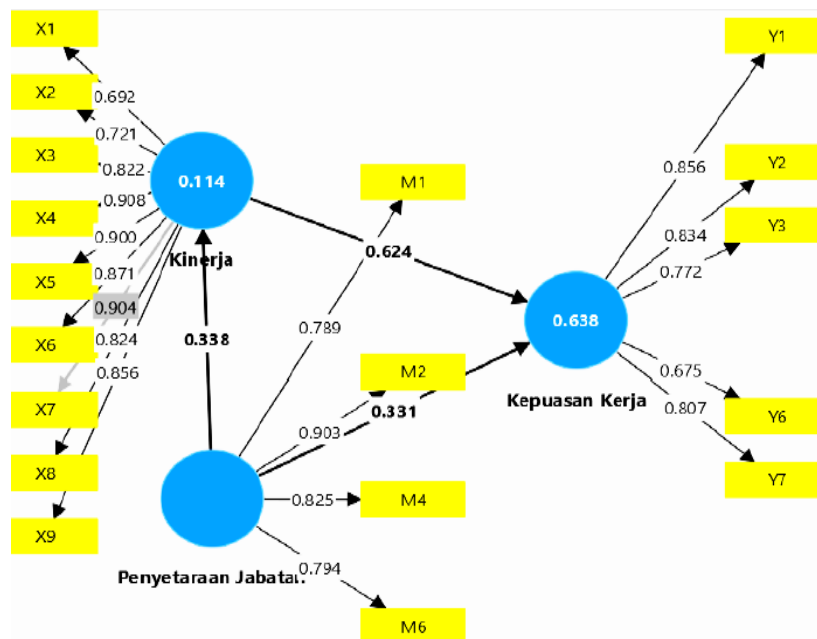


Figure 2. Results of Validity and Reliability Testing using Smart PLS

This testing is conducted to determine whether the measurement tool used measures what needs to be measured. A measurement tool with high validity will have a low error rate, resulting in adequate data collection. Validity indicates how well a measurement tool measures what it is intended to measure.

The data analysis in this study uses the SmartPLS program. Data is considered valid if the loading factor results of the data used are above 0.70. Additionally, convergent validity can also be assessed from the Average Variance Extracted (AVE) value. Constructs or variables are considered valid if they have an AVE value above 0.50. To ensure that there are no issues with the measurement, the final step in the outer model evaluation is to test reliability by examining composite reliability. The composite reliability results will show good or satisfactory outcomes if the results are above 0.80. Reliability is a term used to indicate how consistently a measurement result can be obtained if measurements are made at different times (Nugroho, 2011). Reliability indicates the ability of a research instrument to reveal trustworthy data. According to Sugiono (2010:183), to determine whether the data being tested for reliability is very high, high, sufficient, moderate, or low can be determined from:

- 0,0 – 0,19 =indicates low reliability
- 0,2 – 0,39 =indicates moderate reliability
- 0,4 – 0,59 =indicates sufficient reliability
- 0,6 – 0,79 =indicates high reliability
- 0,8 – 1,00 =indicates very high reliability

Based on the data processing results for the 30 indicators used as the basis for the questionnaire with 45 predetermined samples or respondents, it was found that based on the validity test of the measurement model, there were 4 valid indicators out of 11 indicators for the job alignment policy variable (independent variable X), 9 valid indicators out of 9 indicators for the performance variable (dependent variable Y), and 5 valid indicators out of 10 indicators for the job satisfaction variable (dependent variable Z). Furthermore, the results of the reliability test of the measurement model showed high reliability as all four components were above the minimum value.

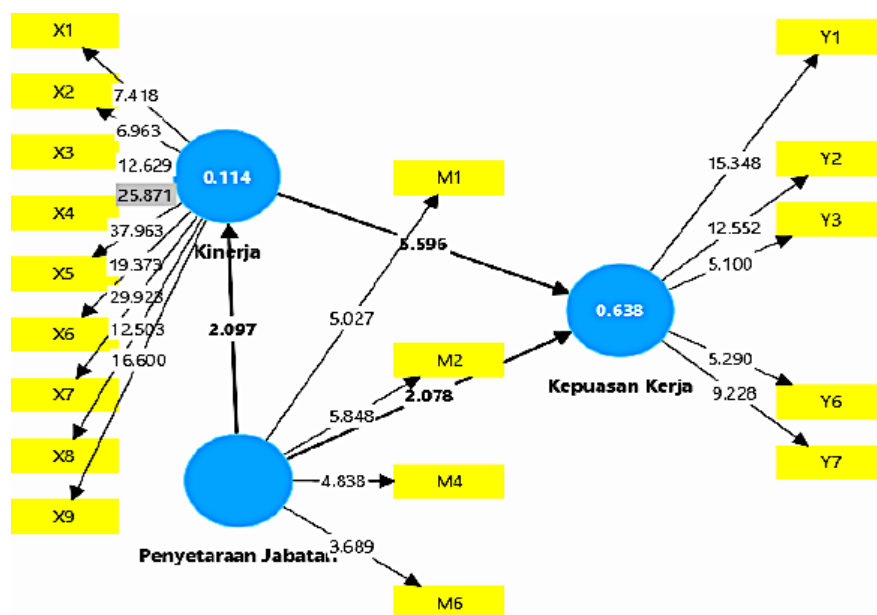


Figure 3. Model Structure Test using Smart PLS

Claiming that the model is valid, based on the results of the structural model test, it is implied that all the values of T-statistic are larger than 1.96, thus indicating statistical significance at the level of 5%. Although this result formally confirms the acceptance of the proposed hypotheses, the critical analysis shows that there are a number of issues that lay below. The first point is the fact that statistical significance is not equal to practical or substantive significance. The meaning that the conversion of administrative to functional positions influences job satisfaction and performance can be statistically true, but without the presence of an effect size analysis and contextual discussion, the actual strength and practical applicability of this effect are uncertain. Further, narrow reliance on values of T-statistic to accept hypotheses indicates a concentration on numerical scores and ignoring the theoretical indices pertaining to the fit of the model or quality of the underlying measurement model. There is also something of interest to ask whether control was exercised on other confounding variables so that omitted variables bias may not be skewing the relations that are identified in the structural model. In addition, although Sujarweni & Utami (2019) are correct to detail the role of the t-test in evaluating individual regression coefficients, this in itself is not a strong basis from which to draw conclusions regarding the overall policy impact unless and until this is triangulated with qualitative data or analysed longitudinally. Therefore, despite the fact that the structural model satisfies minimum statistical requirements, its interpretation should be used with caution, given its methodological limits and the necessity to conduct more validations of the policy's implications in the field.

The results of this review highlight a continued and systematic marginalization of marginal voices in Indonesia's academic knowledge production and specifically within Native populations, rural inhabitants, and women. In all the studies chosen (Rumpia, 2024; McGregor, 2023). This exemplifies the continued ascendancy of hegemonic paradigms in Indonesian academia that marginalizes lived experiences of the marginalized population by favouring Westernized male, urban and elite discourses.

Gough (2002) and Elmhirst & Resurrección (2025) draw our attention to the epistemic exclusion which occurs whenever the indigenous knowledge system and the traditional ecological wisdom are ignored, and replaced by standardized modern scientific discourses. Such studies show that knowledge validation procedures are a political enterprise that tends to embed colonial and capital legacies in the learning environments. The sidelining of adat (customary) knowledge and its reduction to the "folk" or "unscientific" talk reflects the epistemic violence that is in action. This exclusion does not only weaken the indigenous perspective's legitimacy but also challenges its sustainability and applicability to the development practice on the ground.

In a similar vein, the scholarly work of Külcür et al. (2024) critically discusses gendered aspects of discourse in academic space, demonstrating how women's voices are systematically suppressed or co-opted in production of knowledge. Their research shows that even if women are involved in scholarly activities, their involvement is often hindered by patriarchal norms that prescribe right topics, methods, and styles of communicating. This echoes results of Muntaha (2024) where it is argued that the feminist view perspective still exists in the margin of Indonesian academia where it is confined to so-called "soft" disciplines or perceived as a peripheral or supporting rather than a core enterprise of the mainstream scholarly agendas.

Šumane et al. (2022) give specific instances of how rural knowledge and experiences (particularly those of agrarian communities) are 'de-legitimated' in policy-relevant studies. These pieces of work highlight the need to recognize the epistemological agency of rural actors with rich experiential knowledge on topics such as land, ecology, and strategies on livelihood. Nevertheless, rural communities are often appropriated, instrumented, or not considered at all

by the metropolitan scholars and development experts, who cast rural communities as passive subjects rather than active producers of knowledge. This emulates the rural-urban split and sustains a technocratic, top-down development.

In relation to environmental and cultural understanding, Pranskūnienė & Zabulionienė (2023) (2023) discuss how the indigenous self-understanding of existence is increasingly being erased or commodified through mechanisms of heritage tourism, conservation and urban planning. These research works explain how when local narratives are incorporated, they are usually depoliticized to suit commercial needs or the agenda for the government; thereby losing their critical essence. This is part of a wider trend of “epistemicide”, the elimination of other knowledges in the name of modernization or inclusion.

Tong & Yuen (2021) attends youth and student activism as venues of resistive knowledge production. These studies are significant for pointing out emergent epistemic spaces wherein alternative narratives and especially intersectional, environmental justice, and decolonial thinking is actively developed. However, both authors caution that the spaces are fragile and most of the time, they lack institutional support, which hinders their ability to achieve a pronounced impact. However, they are essential in providing essential hope for the democratization of knowledge creation in Indonesia, implying the demands for reforms in the institutions of education and research.

Collected, these studies show that exclusion of marginalized knowledge is not a matter of oversight but is the result of systemic power relations in the Indonesian academic space. The propensity toward valorizing scientific rationalism, usefulness of policy, and global measures above local, bodily, and experiential knowledges reveals wider process of neoliberalization and globalization of higher education. It is not enough to advocate for methodological pluralism, but well-chosen arguments should be consistent with epistemological humility: the validity of differing forms of knowing and being. In a practical sense, this entails moving back from the curriculum, from research funding, from the way academics get published, from impact metrics to accommodate alternative epistemologies. It refers to institutional dedication to co-creators-based participatory research methodologies where those de-centering voices become subjects of knowledge. It also calls for critical reflexivity by scholars especially those, who are privileged in making them reflect on their own accounts of perpetuating epistemic injustice.

Conclusion

Considering the results of the research and the discussion above, it can be concluded that the policy of converting administrative positions into functional positions according to the Regulation of the Minister of Administrative and Bureaucratic Reform number 17 of 2021, especially within the Purwakarta Regency Government, affects the performance and job satisfaction of functional officials resulting from the conversion. This is based on the data obtained from the research conducted, as well as the data processing and analysis performed, indicating that: Based on the results of the hypothesis testing, it was found that H1, H2, and H3 can be accepted. This means that the job alignment policy (independent variable) affects the performance of functional officials resulting from the alignment, as evidenced by the path coefficient T statistic value of 2.097. Additionally, the policy also affects the job satisfaction of functional officials resulting from the alignment, with a path coefficient T statistic value of 2.078 (dependent variable).

Performance also affects job satisfaction, with a path coefficient T statistic value of 5.596, where a T statistic value of 1.96 or higher ($t\text{-statistic} \geq 1.96$) indicates that a variable is significant. According to Sujarweni & Utami (2019), the t-test is an individual partial regression coefficient test used to determine whether independent variables individually affect

dependent variables. However, there are still some indicators with lower validity levels, which should be improved in the future. Based on the existing research results, it can also be concluded that the objective of simplifying bureaucracy through the job alignment policy, especially within the Purwakarta Regency Government, has a positive impact on employee performance, particularly the performance of functional officials resulting from the alignment. It is also expected to contribute positively to organizational performance. This aligns with the initial spirit of simplifying bureaucracy to create a dynamic, agile, and professional bureaucracy that supports public service performance.

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