

## Evaluation of The Preparation at Standard Operating Procedures for Government Administration

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### ABSTRACT

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The Population and Civil Registration Service of the South Tangerang City Government is a public service provider that has the widest range of services and is very susceptible to distortion, so it requires very effective and efficient service procedures. The aim of this research is to determine the results of the evaluation analysis of the process of preparing standard operational procedures for government administration in services at the Population and Civil Registration Service of the South Tangerang City Government. The theory used in this research is William N Dunn's evaluation theory. The research method used is a descriptive research method with a qualitative approach. The informant is an internal employee of the Population and Civil Registration Service of the South Tangerang City Government. The results of this research illustrate that the limited workload of employees to carry out activities is the root of the complexity of problems which results in a decrease in employee understanding of regulations, inefficient use of budgets, obstacles in implementing activities that cannot be properly mitigated to the level of document relevance, but the implementation of orderly service delivery. based on monitoring complaints and increasing perceptions of public satisfaction with service procedures, changing the view of various problems that arise so that the researcher concludes that the AP SOP document which is prepared bottom up does not significantly influence the activity implementation process because the activity implementer does not refer to the AP SOP document in text. book in carrying out tasks.

### INTRODUCTION

Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 35 of 2012 concerning Guidelines for the Preparation of Standard Operating Procedures for Government Administration is stipulated as an effort to perfect the process of governance and ensure order in governance and improve the quality of public service delivery (Ismail, 2021; Mulyadi, 2016). This policy is the dominant supporter of one of the areas of change in the Bureaucratic Reform agenda whose effects can be directly felt by the community, namely the area of administrative change with its very large influence on the regulation of services received by the community.(Andri A. Utama, 2020).

Public services provided by the government are the main benchmark for society to describe government performance (Annisah, 2018; Haning, 2018; Priastuti & Gide, 2017), so service regulations play a very important role in maintaining the consistency of performance and output from these services (Pribadi & Kismartini, 2016; Rakhman, 2023; Rana et al., 2021), therefore the Government Administration Standard Operating Procedure (SOP AP) as a service regulation that must be adhered to by all service providers is one component in the service standards that are required for all public services in compiling, establishing, and implementing them, this is stated in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 15 of 2014 concerning Guidelines for Service Standards. The Government Administration Standard

Operating Procedure (SOP AP) is also closely related to the Public Satisfaction Index as one of the assessment indicators stipulated in the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 14 of 2017 concerning Guidelines for Compiling Public Satisfaction Surveys of Public Service Provider Units (Asmawi et al., 2017; Eldo & Mutiarin, 2019; Hilmi et al., 2024).

The Population and Civil Registration Service of the South Tangerang City Government as a regional apparatus that organizes public services has the widest service coverage with a total of 70 service locations with details of 1 regional apparatus office location, 4 mall locations, 4 campuses and city hall locations, 7 sub-district offices, 54 village offices and with a total of 36 types of services, it is very vulnerable to distortion related to service regulations due to the fairly complex span of control in HR operational management, thus requiring very effective and efficient service procedures.

Based on the researcher's initial observations at the Population and Civil Registration Service of the South Tangerang City Government (Cullen, 2020; Sayed et al., 2020), the implementation of policies in the preparation of the Standard Operating Procedure for Government Administration (SOP AP) has several shortcomings, this will certainly affect the orderliness of service delivery because the assigned human resources will be constrained in implementing applicable procedures and the worst possibility will cause potential losses to the community, some of these shortcomings consist of:

First, the preparation of the Standard Operating Procedure for Government Administration (SOP AP) at the Population and Civil Registration Service of the South Tangerang City Government still uses the services of third parties, supporting evidence is recorded in the document on the implementation of the 2022 regional work unit budget changes in the supporting program for regional government affairs in the Regency/City. The implementation of activities that should be able to be carried out independently requires a budget that should be allocated to improve services for other matters such as the provision of goods to increase customer satisfaction. The use of service providers in this activity is predicted to be due to a lack of employee understanding of the techniques in preparing SOP AP or inaccuracy in calculating the workload of employees who should be able to prepare SOP AP independently because the ideal drafting team is the organizer of the activity in the work unit itself (Zidan & Isbandono, 2024).

Second, in the SOP AP Document of the Population and Civil Registration Service of the South Tangerang City Government, there are no monitoring and evaluation stages for the SOP AP which should be fulfilled first before updating the document in accordance with the regulations. The absence of monitoring and evaluation data can lead to a decrease in the accountability of improving the SOP AP to the point where the SOP AP does not match the needs so that the formal document that has been prepared cannot be used and even has to repeat the activity of preparing the document so that it becomes very inefficient (Sopannah, Yuni Kartikasari, 2021).

Third, in the SOP AP document of the Population and Civil Registration Service of the South Tangerang City Government, there are several errors in the technique of pouring the SOP AP flow chart. Fourth, in the Standard Operating Procedure Document for Government Administration (SOP AP) of the Population and Civil Registration Service of the South Tangerang City Government, it was found that several SOP APs were last revised in 2020 and stipulated in 2022, this raises the question of whether the SOP AP is still relevant to be implemented in 2023 with a high level of dynamism in terms of community believe in goods and laws and regulations.

Various errors in the implementation of activity procedures in the AP SOP will result in the implementation of activities that do not meet needs and increase activity inefficiency (Anggriani & Herfianti, 2017; Rahman & Fadillah Nur, 2023), however, if the implementation of activities does not refer to the SOP AP that has been prepared because it prioritizes the implementation of activities that are in accordance with needs, then it can be said that the implementation of activities is not in accordance with procedures and violates administrative provisions, therefore understanding, accuracy and precision in preparing SOP AP are very necessary (Hilmi et al., 2024; Hidayana, 2021).

The policy in the preparation of SOP AP which was set in 2012 raises the question whether the regulation has indeed had a very capable forecasting so that it is still relevant to be used for more than 10 (ten) years or indeed should have entered the updating phase (Mikołajczyk, 2021; Scott & Carrington, 2015). From the description of the problems above and the results of initial observations of the document, it is important to conduct an evaluation study for improvement in implementing the meso level regulation at the regional apparatus level in South Tangerang City, especially at the Population and Civil Registration Service, so with this study it is expected to be able to comprehensively review the

Evaluation of the Preparation of Standard Operating Procedures for Government Administration in Services at the Population and Civil Registration Service of the South Tangerang City Government.

Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 35 of 2012 concerning Guidelines for the Preparation of Standard Operating Procedures for Government Administration is stipulated as a guideline/reference for central government agencies and provincial/district/city governments to prepare Standard Operating Procedures for Government Administration within their respective agencies in the context of implementing Bureaucratic Reform. The purpose of this guideline is to provide guidance for all central and regional government agencies in identifying, compiling, documenting, developing, monitoring and evaluating SOP AP in accordance with the duties and functions of government apparatus. Based on the researcher's initial identification of the implementation of the policy at the Population and Civil Registration Service of the South Tangerang City Government, there were several problems so that the researcher concluded to conduct research with a framework consisting of input, process and output.

## METHOD RESEARCH

The research method used is Descriptive Analysis with a Qualitative approach, The qualitative approach is used by researchers because of the dynamic nature of the existing problems with the assumption that the problems can change along with the course of the research due to the facts obtained. In addition, researchers also need open data results from respondents because several indicators in the study require facts related to the respondent's understanding to be able to provide an assessment of the research object. (Mounsi, 2017)(Sulahudin, 2019) (Albi Anggito, 2018), This research will be conducted at the Population and Civil Registration Service of the South Tangerang City Government located on Jalan Pahlawan Seribu KM.16. Cilenggang Village, Serpong District, South Tangerang City.

The theory used in this research is the evaluation theory according to William Dunn which consists of: Effectiveness, Efficiency, Adequacy, Equity, Responsiveness, and Accuracy (William N. Dunn, 2016).

The data collection techniques used are interviews, observation and documentation. And the informant selection technique in this study uses a purposive technique. The criteria and informants appointed or selected in this study are informants related to the locus and discussion of the study with the informant criteria in this study including:

1. Internal officials of the Population and Civil Registration Service of the South Tangerang City Government.
2. Implementing or user of the Preparation of Standard Operating Procedures for Government Administration.
3. Knowing about the Preparation of Standard Operating Procedures for Government Administration.
4. Formulator or compiler of Standard Operating Procedures for Government Administration.
5. People who use the service.

## RESULTS AND DISCUSSION

The use of third-party services in preparing standard operating procedure documents for government at the Population and Civil Registration Service of the South Tangerang City Government has been confirmed by previous informants in the internalization indicator and the technical knowledge indicator for preparing SOP AP in the effectiveness dimension. The next indicator to measure efficiency in the analysis of the evaluation of the preparation of SOP AP at the Population and Civil Registration Service of the South Tangerang City Government is the cost incurred to utilize third-party services.

Based on the information provided by the informant, the amount of the budgeted value for utilizing third party services can be seen in the budget implementation document of the Population and Civil Registration Service of the South Tangerang City Government in 2022 which has been implemented and the document in 2023 which will be implemented. Based on the document review conducted by the researcher, it is known that the amount of the budget issued for the utilization of third party services in compiling the SOP AP document in 2022 is IDR 65,924,000 "sixty-five million nine hundred and twenty-four thousand rupiah" while for the implementation of the preparation of the SOP AP in 2023 is IDR 71,654,000 "seventy-one million six hundred and fifty-four thousand rupiah" which activity is carried out simultaneously with the preparation/review of service standards.

### Effectiveness

Standard operating procedures (SOP) are a series of standardized written instructions regarding various processes of organizing organizational activities, how and when they should be carried out, where and by whom they should be carried out. The difference between standard operating procedures (SOP) and standard operating procedures for government administration (SOP AP) is the preparation of procedures using applicable laws and regulations as a reference in compiling the document, both from activity implementation regulations and regulations/policies that have been established in carrying out the procedures in the SOP AP document.

There are two policies that regulate the preparation of SOP AP documents, these policies are the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 35 of 2012 concerning Guidelines for the Preparation of Standard Operating Procedures for Government Administration and Regulation of the Minister of Home Affairs Number 52 of 2011 concerning Standard Operating Procedures in the Provincial and Regency/City Government Environments.

The SOP AP document is a mandatory document that must be available and updated because the document is the commander of every activity implementation and also the document is one of the indicators of various assessments conducted by external and internal agencies such as community satisfaction index assessments, integrity zones, institutional evaluations, bureaucratic reform and other assessments so that knowledge and stakeholder insight related to the policy of preparing SOP AP documents should be a must.

Of the two policies that have been set for the preparation of SOP AP documents, most informants are aware of the policy set by the Ministry of State Apparatus Empowerment and

Bureaucratic Reform because this regulation is used as a reference in preparing SOP AP documents. However, the level of knowledge of officials authorized to implement the preparation of SOP AP, based on information from informants, indicates that knowledge related to the SOP AP preparation policy is limited to the ministry agency that sets the policy and does not include the number, year and title of the policy, so researchers are of the opinion that stakeholders have an inadequate level of knowledge regarding the policy in preparing SOP AP documents.

Inadequate level of knowledge regarding the policy in preparing SOP AP documents has an impact on the understanding and deepening of stakeholders related to the technique of pouring SOP AP in accordance with the established policy, employee understanding of the technique of preparing SOP AP is very important because in order to understand and explain the essence of an SOP AP document, they must understand the technique. Based on the informant's statement that all officials do not know the technique in implementing the preparation of SOP AP documents, this proves that the level of employee capability in preparing SOP AP is very lacking, this opinion is reinforced by information that the work unit that is directly assigned to implement SOP AP does not understand the technique of preparing SOP AP documents because in implementing the activity it uses the services of a third party.

The results of the implementation of the SOP AP document preparation activities based on informant information stated that all main activity processes / service activities had their respective SOP AP documents, this was confirmed by a comparison of the number of services of thirty-six (36) services and the number of SOP AP services of eighty-eight (88) SOP AP documents.

### Efficiency

Efficiency in implementing the preparation of SOP AP documents at the Population and Civil Registration Service of the South Tangerang City Government is very important in viewing the selection process of various alternatives as an effort carried out to obtain optimal output. Based on the information provided by the informant, the implementation of the internalization of the preparation of SOP AP documents was not carried out specifically, but the activity was carried out simultaneously with the preparation of SOP AP documents, in addition there was also the implementation of internalization in the preparation of SOP AP documents organized by the Organization and Performance Section of the Regional Secretariat of South Tangerang City. In terms of internalization, the researcher assumes that the activities carried out are very efficient because they do not burden the budget on the service specifically for the implementation of the internalization of the preparation of SOP AP documents.

The implementation of the preparation of SOP AP documents at the Population and Civil Registration Service of the South Tangerang City Government uses the services of third parties / consultants based on information provided by all informants. The use of third party / consultant services in preparing SOP AP documents is due to the insufficient workload of employees to carry out these activities, which makes researchers assume that the implementation of the preparation of SOP AP documents is less efficient due to the bureaucratic process applied through the procurement of goods and services by going through at least six (6) stages based on Presidential Regulation No. 12 of 2021, Concerning



Amendments to Presidential Regulation No. 16 of 2018 Concerning Government Procurement of Goods / Services which consists of:

- 1) Preparation for provider selection.
- 2) Supplier selection planning.
- 3) Implementation of provider selection.
- 4) Execution of procurement contracts.
- 5) Supervision and control of procurement
- 6) Submission of procurement results.

The procurement process for goods and services requires a relatively long time compared to the self-managed preparation of SOP AP documents, this process also indirectly makes the SOP AP document less adaptive because the work unit cannot directly carry out the activity if it requires the preparation/updating of documents immediately.

The preparation of the latest SOP AP document at the Population and Civil Registration Service of the South Tangerang City Government was carried out in 2022 by utilizing the services of a third party/consultant, the activity spent a budget of IDR 65,924,000 "sixty-five million nine hundred and twenty-four thousand rupiah", this makes the researcher assume that the lack of efficiency in using the budget in implementing the preparation of the SOP AP document when compared to other alternatives, namely the implementation of activities independently which only requires a budget for the implementation of FGD (focus group discussion) meetings and also the alternative implementation of the preparation of the SOP AP document with the assistance method which requires a relatively smaller budget for the purpose of inviting resource persons compared to using third party services.

#### Adequacy

Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 1 of 2020 concerning Guidelines for Job Analysis and Workload Analysis requires all government agencies to prepare the needs for the number and types of Civil Servant and Government Employee positions with Work Agreements based on job analysis and workload analysis so that employee working hours in carrying out the preparation of SOP AP documents should have been accommodated in the workload because these activities are routine and incidental activities if they are needed urgently at any time.

Based on the information provided, all informants did not know for sure whether the workload in implementing the preparation of the SOP AP document had been accommodated in the workload analysis document, but based on the researcher's review of the job analysis and workload documents of the Population and Civil Registration Service of the South Tangerang City Government, the workload had been accommodated for the secretary of the service with the wording "Coordinating the formulation and implementation of strategic and technical policies, norms, standards, procedures, and criteria as well as the drafting of Regional legal products within the scope of the secretariat and the Service" the job description has a working time of twelve (12) hours and has a workload calculation of 0.02. Meanwhile, for the position of head of the division recorded in the workload analysis with the wording "formulation of strategic and technical policies and the implementation of norms, standards, procedures, and criteria as well as the drafting of Regional legal products within the scope of the Population Administration Information Management Sector", the job description has a working time of fifty-five (55) hours and has a workload calculation of 0.09.

The job description is taken from the tasks and functions of the structural position which have not actually been described into activities so that the calculation of the workload is not based on actual activities in the field, in addition to the number of effective working hours allocated in the workload is very limited, around two (2) days for the secretary of the service and five (5) days for the head of the division in one year where the effective time does not include other activities based on the tasks and functions that have not been described, therefore the researcher assumes that there is a lack of adequate workload for employees in implementing the preparation of SOP AP documents, this is confirmed by the statement of the informant who stated that the use of third party services in preparing SOP AP documents was due to the workload being insufficient to carry out these activities independently.

In the implementation of each activity, there must be obstacles/problems depending on the type of activity being carried out, including the activity of compiling SOP AP documents, so that efforts to find alternative solutions are a consequence of the implementer, especially the person in charge of the activity. Based on the informant's statement, there were no obstacles/problems in implementing the pouring of the activity process into the SOP AP document because the process utilized the services of a third party that was already capable, but there were two (2) main obstacles/problems in implementing the collection of data for compiling SOP AP documents as an activity that must be carried out internally, the two (2) main obstacles/problems are: 1) Limited workload in collecting data as material for compiling AP SOP documents, so that if employees focus on collecting data as material for compiling AP SOP documents, it will risk hampering the implementation of services to the community. 2) Tasks and functions that have not been formally described in documents, especially tasks and functions of a managerial nature, so that work units other than the secretariat do not yet have AP SOP documents for managerial activities.

The implementation of the preparation of SOP AP documents that risk hampering the provision of services to the community and also the unavailability of SOP AP documents for managerial activities in service work units makes researchers assume that there is a lack of adequate efforts made by internal parties in overcoming problems/obstacles in order to carry out the preparation of SOP AP documents, this is confirmed in the activity risk assessment document which has not been described in detail so that not all activity risks have been followed up which have actually been accommodated for the first problem in risk identification with the wording "Non-implementation of population administration and civil registration services" and for the second problem with the wording "Not getting the latest information regarding population administration and civil registration regulations and policies".

#### Equality

The distribution of the number of employees assigned to carry out the activities of preparing SOP AP documents greatly affects the quality of the activity, this is in accordance with the Pareto principle by prioritizing the use of the best assets in an entity efficiently to provide maximum value through input with a small percentage will affect most of the output with a comparison figure of 20/80. Based on information obtained from informants, four (4) employees were assigned from the work unit supporting the activity and three (3) people from each of the other four (4) work units so that the total number

of employees assigned was sixteen (16) people. Therefore, the distribution of employee assignments is considered sufficient because the percentage of employees assigned is 38.10% of the total number of employees totaling forty-two (42) people based on employee bezzeting documents has met the Pareto principle with a threshold of 20%. This is proven by the preparation of one hundred and seventeen SOP AP documents for fifty-three (53) descriptions of the main business sub-processes and also thirty-six (36) types of services provided by the Population and Civil Registration Service of the South Tangerang City Government and can be seen in table number twenty-seven (27).

The completeness of the SOP AP documents for all activities does not necessarily give rise to an assessment that the even distribution of the preparation of SOP AP is running well, the completeness of the SOP AP documents must be in line with their relevance to existing conditions in order to be implemented. The relevance of the procedural flow in the SOP AP document can only be confirmed by the implementer (actor) from within the regional apparatus, based on information obtained from most informants as well as activity implementers stating that all SOP AP documents are still relevant to date and there is only one informant who has not been able to confirm the relevance of the SOP AP documents that have been prepared, but from the results of the analysis carried out by the researcher on the relevance of the SOP AP document based on the implementing nomenclature, there are ninety-nine (99) SOP AP documents that are not relevant according to the change in nomenclature with the stipulation of South Tangerang City Regional Regulation Number 1 of 2022 concerning Amendments to Regional Regulation Number 8 of 2016 concerning the Formation and Composition of Regional Apparatus.

The loss of relevance is due to the fact that the implementation of the activity description can only be carried out by the implementers listed in the AP SOP document so that the entire flow is automatically no longer appropriate and cannot be implemented by the relevant work unit.

#### Responsiveness

The responsiveness of SOP AP can be assessed from the adaptability of the implementation of SOP AP to the latest laws and community needs, in order to accommodate such adaptability, Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 35 of 2012 concerning Guidelines for the Preparation of Standard Operating Procedures for Government Administration mandates the implementation of regular monitoring every 6 (six) months while the implementation of monitoring in general is attached when SOP AP is implemented by its implementers. While for regular evaluations, they are carried out within a period of 1 (one) year and can be carried out incidentally according to the needs of the organization concerned.

Based on information obtained from informants, monitoring is carried out in line with the activity process so that if there is a discrepancy it will be reported by the procedure implementer, while evaluation activities are carried out once a year along with the implementation of the preparation of the SOP AP document, but based on the researcher's review, no official documents were found on the implementation of monitoring and/or evaluation carried out by the work unit, this was confirmed by the informant that the implementation of monitoring and/or evaluation had never been carried out formally and in writing so that the researcher assumed that the level of responsiveness in the preparation of the SOP AP

document was lacking, this assumption was also reinforced by the nomenclature of implementers which had changed based on the Regional Regulation of South Tangerang City Number 1 of 2022 concerning Amendments to Regional Regulation Number 8 of 2016 concerning the Formation and Composition of Regional Apparatus so that most of the SOP AP documents were no longer relevant.

#### Accuracy

Orderliness in the provision of services is one of the impacts resulting from the preparation of appropriate and functional SOP AP documents. Based on information obtained from informants, orderliness in the provision of services is hampered by the uneven level of capability of service provider HR so that they have not been able to implement SOP AP comprehensively, this factor is also exacerbated by the budget that supports the implementation of employee competency improvement, but these obstacles have not had a significant effect on orderliness in the provision of services when compared to the number of complaints related to procedures received by the Population and Civil Registration Service of the South Tangerang City Government.

Complaints related to procedures based on monitoring and evaluation data of complaints amounted to 573 (five hundred and seventy three) complaints with a percentage of 13.89% of the total complaints amounting to 4,124 (four thousand one hundred and twenty four) complaints, based on informant information, complaints about procedures were caused by the lack of effort made by prospective service recipients in reading the service flow in the service standards that have been published by service providers online and offline, therefore the researcher concluded that order in the provision of services has been running quite well.

#### CONCLUSIONS

Analysis of the preparation of the Standard Operating Procedure (SOP) for Population Administration (Adminduk) at the Population and Civil Registration Service (Dukcapil) of South Tangerang City shows several weaknesses, namely:

Effectiveness: Poor understanding of regulations means that existing SOPs do not always comply with applicable regulations. Efficiency: The use of external consultants makes the SOP preparation process less efficient in terms of time and cost. Adequacy: Limited employee workload and poorly resolved problems make the number of existing SOPs insufficient and not all SOPs are in accordance with established policies. Equity: The distribution of SOP preparation tasks is quite even, but still does not accommodate the needs of SOPs for managerial activities. In addition, many SOPs are no longer relevant. Responsiveness: The absence of a formal monitoring and evaluation system makes existing SOPs less responsive to changes and needs. Accuracy: Despite some minor complaints, overall the public is still satisfied with the service. This indicates that the existing SOP may not have much effect on changing the service process. Overall, the preparation of the SOP for Adminduk at the Dukcapil Office of South Tangerang City still has many shortcomings, especially in terms of effectiveness, efficiency, adequacy, equity, and responsiveness. However, services to the public in general are still running well.

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