



Yogyakarta Mayor Herry Zudianto's Success Strategy (2001-2011) In Implementing Bureaucratic Reforms to Realize Good Governance)

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ARTICLE INFO	ABSTRACT
<p>Article history: Received May 9, 2021 Revised May 20, 2021 Accepted Jun 02, 2021</p>	<p>The purpose of this study was to determine the pattern of movement and regeneration strategies developed by HTI and to find out the symptoms of Islamic fundamentalism at the UIN Jakarta campus. This research was conducted through library research and interviews. The author found that the movement patterns and strategies of HTI regeneration in the UIN Jakarta campus were relatively intense and took several forms, including by utilizing various facilities, both internally owned by the organization and campus facilities, such as using campus media, Radio Da'wah and Communication RDK, Faculty of Da'wah and Communication. , SC Student Center worship facilities, affiliation with the Student Executive Board (BEM) and others. As for the internal means of HTI developing organizational resources such as the development of study groups such as SRIKAYA, Echoes of Liberation, Muslim Science Community MSC, Lisma HTI and others. The coaching process is taken through various stages such as the stage of coaching and cadre (al-tathqif), the stage of interacting with the people (marhalah al-taufiq ma'a al-umam), and the stage of taking power (istilam al-hukm). Furthermore, related to Islamic fundamentalism, the author finds some similarities in the characteristics of HTI with the Islamic fundamentalism movement, such as HTI's attitude in responding to Western ideas, having strong political elements, ways of understanding religious doctrine and others. This argument is formulated through an analysis stage, namely by looking at the symptoms of HTI growth and analyzing the various activities carried out by activists and the HTI regeneration process at the UIN Jakarta campus. Besides that, The author tries to link several indicators attached to HTI with the characteristics of fundamentalism that have been classified by experts. The theoretical framework used in this thesis is Islamic fundamentalism, social movement theory and strategy theory.</p>
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1. INTRODUCTION

In every organization, especially large organizations such as the state, bureaucracy is absolutely necessary so that the rules of the game that have been agreed between the governed (the people)

and the governed (the government), can implement them in order to achieve the goals of the state (Nurdin, 2019). Thus, it can be said that the bureaucracy is the most important thing in an organization (Setiawan, 2016).

The role and position of the bureaucracy in a country is required to be able to carry out missions, carry out functions, and carry out all activities that are their responsibility within the country, with the maximum level of efficiency and effectiveness accompanied by service orientation and not power orientation (Hardiyansyah, 2018). However, in fact, in daily practice in certain fields, the bureaucracy is often convoluted, so that it has implications for inefficiency and ineffectiveness in carrying out certain affairs which will cumulatively hinder the achievement of the goals of the country. Because of this, the term *bureaucratism* emerged, which is defined as a complicated procedure, time-consuming and costly, resulting in a high cost economy (Daraba, 2019).

The bureaucracy plays an important role in the formulation, implementation, and supervision of various public policies, as well as in evaluating their performance, so that in every political development there is always the possibility and effort to attract the bureaucracy to a particular party (Said & Sos, n.d.). Bureaucracy is often used to achieve or maintain power by certain parties or the ruling party. If the behavior of the bureaucracy develops under such political influence and becomes non-neutral, the bureaucracy which should carry out the mission of upholding the quality and efficiency and effectiveness of services in a neutral and optimal manner to the community will be oriented towards the interests of the party so that there will be partiality from the public interest to service to the authorities or parties. - ruling party (Nuraini, 2017).

The portrait of the Indonesian bureaucracy as the executor of state administration is still getting a bleak picture (Karianga & SH, 2015). This can be seen, for example, in services to the community which tend not to get the main attention of bureaucrats. In general, they still don't care about complaints from the public, community service procedures are convoluted, slow and expensive. As a result, the practice of collusion, corruption, and nepotism grows, because they are seen as alternatives that "pave the way" for those who need public services (Hidayat & Widjanarko, 2008).

The government bureaucracy demands the presence of leaders who are visionary, think and act strategically with high moral integrity (Shihab, 2016). The government bureaucracy must be run with a high spirit of professionalism, namely by people who have reliability in knowledge, skills and commendable attitudes so that the ideals of carrying out bureaucratic reform can be realized. This is in line with the expression that humans are the main supporters of any organization regardless of its form which each individual will bring his abilities, personal beliefs, and experiences into the bureaucratic order (Wijaya, 2017).

One of the duties of government leaders is to reform the bureaucracy. Bureaucratic reform is carried out when there are serious problems that must be solved in a more comprehensive way (Junaedi Iskandar, 2015). A good leader must be a solution in dealing with the condition of a bureaucratic organization which is suspected by many to be suffering from chronic diseases. There is no other choice but that in the face of bureaucratic disease the handling must be placed appropriately within the framework of a comprehensive system of solutions to improve this chronic part of the system. Bureaucracy in most developing countries including Indonesia tends to be inefficient, not objective and even angry when dealing with control and criticism (Alfikri, 2008)..

For a leader who is visionary and willing to be unpopular, the figure of a conventional government bureaucracy that tends to develop a formal institutional structure, has a strict hierarchy, seeks to be improved towards the formation of a public bureaucracy with the appearance of an organizational structure and new behavior that is compatible with the dynamic development of public interests (Hardiyansyah, 2018).

A trustworthy leader is an urgent necessity to be developed at this time. A leader with this kind of character and personality will be committed and *istiqomah* in carrying out all the aspirations and desires of the community. The nobility of a leader who is trustworthy rests on the values of life that upholds the spirit of social asceticism and wisdom in carrying out the people's mandate.

Factually, the actualization of the performance of a trustworthy leader is for example his desire and courage in creating a responsive, open and accountable governance. Conceptually the idea is not something new, it's just that it will look different when there is a leader who dares to be different

from what is practiced in other areas. The various successes shown by a number of regions that are considered successful in implementing good governance are actually not doing something completely new. The reference is certainly universal, that is, it refers to best practices that are adapted appropriately and carefully to produce optimal outputs.

This is what is seen in the current government of the city of Yogyakarta. where the author considers that the city government led by Haryadi Suyuti in the 2011-2016 period is considered successful in carrying out bureaucratic reform in his government (NINGSIH, 2012). The achievement of bureaucratic reform is not a short road and is achieved without a process. During the previous administration, namely in the period 2001-2011 led by Herry Zudianto, he had made plans to improve the bureaucracy, this can be seen by the issuance of the Yogyakarta Mayor's Decree number: 602/KEP/2007 concerning Regional Action Plans: Implementation of Bureaucratic Reforms in Order to Realize Good Governance . In this case, it can be seen that the Yogyakarta city government responded to make significant changes to bureaucratic elements, including institutions (Setiadi, 2015).

2. RESEARCH METHOD

2.1. Research Type

The type of research used in this thesis is a qualitative type. This research procedure produces descriptive data, which describes and describes matters relating to the problem being researched, in this case the success strategy of the Mayor of Yogyakarta in carrying out bureaucratic reform in order to realize good governance.

2.2. Data collection technique

The analytical technique used in this research is descriptive analysis, which is a discussion that aims to create an overview of the data collected and arranged by providing an interpretation of the data. By using this research technique, we hope to provide a systematic, factual, actual, and accurate description of the facts. The data collection techniques used are as follows:

- a. Study of literature and documentation, namely finding and collecting data on the problems concerned through literature, books, newspapers, internet and others related to the object being studied.
- b. Interview, this interview technique is done by collecting data and information through question and answer by asking some unstructured questions to the competent parties regarding this case.

3. RESULTS AND DISCUSSIONS

3.1 Leadership Implementation of Transformational Leadership Patterns in Implementing Bureaucratic Reform

In the reform era, the socio-political conditions in Indonesia have undergone significant changes. The central and local governments are required to be democratic, transparent and accountable and to serve the community as well as possible. This changing situation must be accompanied by a change in the paradigm and working procedures of the government apparatus, so that the pattern of leadership from the government is in accordance with the demands of the community.

Bureaucratic reform is a necessity that must be carried out as soon as possible so that public complaints that think that bureaucracy is a frightening specter begin to turn into an easy and uncomplicated bureaucracy. In reforming the bureaucracy is not an easy thing and easy to realize it. Because to achieve a good government requires a strong commitment, not only the commitment of the leadership but the commitment of the subordinates must also be shown. Leaders are one of the important indicators in an organization. The goodness of an organization can be seen from how the leader carries out his functions and how the leader is able to influence his subordinates to be able to achieve satisfactory work results. Bernard M. Bass suggests that transformational leadership has 4 characteristics which are called the Four I's.

The first character is called idealized influence, which means the leader's behavior that makes his followers admire, respect and trust him at the same time. The second character, namely inspirational motivation, is a leader who is described as a leader who is able to articulate clear

expectations for subordinates' achievements, demonstrates his commitment to all organizational goals, and is able to inspire team spirit in the organization through growing enthusiasm and optimism.

The third character is intellectual stimulation in which transformational leaders must be able to grow new ideas, provide creative solutions to problems faced by their subordinates, and motivate subordinates to seek new approaches in carrying out organizational tasks.

The last character is individualized consideration. In this dimension, transformational leaders are described as leaders who are willing to listen attentively to input from subordinates and specifically want to pay attention to the needs of their subordinates. From the information that has been obtained from informants who work within the Yogyakarta city government, it has been analyzed that the leadership of the Mayor of Yogyakarta for the 2001-2011 term, namely Mr. Herry Zudianto, fulfills four transformative leadership criteria that are able to support morale and the ability to influence the government for the better. .

a. Idealized Influence (ideal influence)

Based on the research that the author has done, the researcher analyzes that Herry Zudianto has an idealized influence character. This first character is described as behavior that makes followers admire, respect and trust him at the same time. Based on the narrative of the Yogyakarta City employee at the time, Herry Zudianto was a leader who had good character, so his staff admired, respected and trusted him. he provides a clear example of the implementation of the principles of transparency, accountability and fairness. This has a big impact on the ideals of building good governance. In addition, be consistent with what he said and committed to realizing what was said. he does not distinguish between status and class and does not consider himself a ruler but considers himself as the head of a public servant who must perform public services as well as possible. His aim is to open the faucet of democracy that opens public communication and direct dialogue with the staff and the community. The implications of this character lead to public participation which has a good effect and provides a view to the community that a leader can be easily invited to dialogue on the problems that arise, and here it is seen that public enthusiasm for leaders increases so that people no longer feel that there is a distance limit when they want to express their opinion directly.

Herry Zudianto is a leader who has a different character from the previous Mayor of Yogyakarta. He cuts bureaucratic procedures, dislikes protocol and always sets an example. As a mayor, he calls himself not the mayor but the head of the public servant, which is reflected in his daily life. At that time there was a program called *Sego Wage* (a bicycle for school and welcoming game), where at that time the Mayor went to the office by bicycle and even opened a cycling event in the Yogyakarta City Government by cycling, the aim of which was to familiarize and to nourish the employees. and reduce emissions that are not healthy for the environment.

Herry Zudianto is also committed to realizing a clean government. He sets an example for being trustworthy in what has been entrusted to him and not committing corruption. This can be seen when the Yogyakarta City government managed to get the Unqualified title from the BPK for four years and also received an award from the Bung Hatta Anti-Corruption Award as an inspirational figure in realizing Clean Government in Indonesia. Government Agency Accountability Award from the Ministry of Administrative Reform and Bureaucratic Reform, as well as anti-corruption research institutes. Transparency International Indonesia as the cleanest city government in 2008/2009.

Herry Zudianto also made various efforts to approach the community informally outside the way the government had been doing so far. This can be seen from the frequent direct dialogue with residents in the local community, in other words, going directly to the place where residents are experiencing problems, which is very different from what has been done in the office environment. However, Herry Zudianto did not do this in the office environment but directly met residents who were having problems.

b. Inspirational Motivation

In this case, transformational leaders are described as leaders who are able to articulate clear expectations for subordinates' achievements, demonstrate their commitment to all organizational

goals and are able to inspire team spirit within the organization through growing enthusiasm and optimism.

Herry Zudianto is a Mayor where when he has determined something, he will try hard to implement it, even though it sometimes seems impossible. He is always passionate about doing his job. For example, regarding the planning of the Regional Revenue and Expenditure Budget (APBD) and the Regional Long-Term Development Plan (RPJPD) which must be carried out consistently so as not to violate existing regional regulations. Seeing from his hard work and enthusiasm in working his staff also shows the same thing with a commitment to hard work and an unusual enthusiasm so that the goals of good governance can be realized.

To realize a government that is transparent, accountable and aspirational. He actually implemented it by creating a Mayor's Greet program through the Mayor's dialogue with the community on the radio on Mondays and Thursdays. The purpose of this dialogue is so that people are free to express their wishes and can also provide criticism and suggestions directly which will be listened to and will be followed up to be studied and then implemented in building the Yogyakarta City government which is coveted by all the people of Yogyakarta. And here Herry Zudianto also invites all his staff to solicit mutual aspirations, listen properly to community complaints and respond to the surrounding conditions which are then implemented into a policy agenda.

Herry Zudianto shows commitment and tries to motivate his staff to also commit to what has been planned. If a plan has been agreed upon and has been written down, he will definitely ask his staff for a promise to realize it, he will ask directly how it was implemented and what obstacles were encountered. And don't forget Herry Zudianto also often gives sudden instructions to check the readiness of his staff so that they must always be ready to answer the questions asked. Thus, the efforts made by Herry Zudianto become motivation to always be ready to work with full professionalism. This professionalism is the main point in carrying out every government agenda and program,

c. Intellectual Stimulation

Transformational leaders must be able to grow new ideas, provide creative solutions to problems faced by their subordinates, and motivate subordinates to seek new approaches in carrying out organizational tasks.¹¹ New ideas are a desire of Herry's figure. Zudianto, he is a person who is thirsty for innovation. However, he also always listens and appreciates every idea conveyed by his staff.

He provides a stimulus to grow new creative ideas to his staff, greets and asks for input from the staff either directly or indirectly. He frequently exchanges ideas and inputs with his staff. It motivates them to look for new approaches to solving problems in society. For example, for the underprivileged the government will provide guarantees in the form of health insurance to relieve it.

Herry Zudianto often involves his staff to be directly involved in the problems faced internally and outside the government, he will not hesitate to instruct his staff to go directly to the field to see any problems that occur, his goal is to map more clearly on these problems so that The solution that will be given is appropriate according to the problem that occurs. The idea to solve a problem he asked one by one from his staff by providing appropriate but creative solutions using the approaches that had been studied earlier. In this case, the community also sees that Herry zudianto also often provides solutions and ideas to the community to solve existing problems.

d. Individual Consideration

A leader who wants to listen with full special, willing to pay attention to the needs of subordinates in particular. Leaders with individualized consideration have a tendency to be friendly, informal, close and treat subordinates equally.

In this case Herry Zudianto as Mayor of Yogyakarta at that time always provided space to continue communicating with staff and even the community, Herry Zudianto tried to build a close distance without feeling that he was a feared figure, according to him to achieve maximum teamwork and mutual respect. trust even though a communication is built that invites all staff and the community to always be open to any obstacles encountered. With the opening of this unlimited communication space, Herry Zudianto wants a comfortable and friendly working environment and to find out any shortcomings in the government and outside the government, it is necessary to

emphasize open communication so that the policies made later do not injure and even make it difficult for the community.

To support this open communication, during the reign of Herry Zudianto, he always held meetings with his subordinates such as the lurah and sub-district heads to listen to complaints and find alternative solutions. According to Herry Zudianto, the meaning of government performance is not only a worldly meaning, but also means worship which involves the implementation of the human relationship with God in order to work as well as possible.

How to apply the government leadership model is an important key to creating a good government. From the results of the author's research, one of the factors that affect the performance of the government bureaucracy in the city of Yogyakarta is caused by the influence of its leaders and is supported by the government system and the expertise of its human resources.

3.2 Yogyakarta Mayor's Success Strategy in Implementing Bureaucratic Reform

The Yogyakarta City Government is one of the local governments that has succeeded in implementing bureaucratic reform. Bureaucratic reform is the answer to complaints from the public who think that bureaucracy is a very difficult thing related to the convolutedness of public services, arrogant apparatus and KKN.

Bureaucratic Reform in Yogyakarta City is a planned and sustainable process. Bureaucratic reform in the City of Yogyakarta has been going on since the 1990s, marked by the establishment of the licensing service in 1996. Then during the Yogyakarta City government Herry Zudianto, efforts to reform the bureaucracy in the City of Yogyakarta were reaffirmed by making the bureaucratic reform agenda a vision of the City of Yogyakarta, namely realizing The City of Yogyakarta which is GoodGovernance. In addition, the bureaucratic reform that has been carried out by the Yogyakarta City Government is also in line with the draft road map and grand design of bureaucratic reform that has been set by the central government.

The success of the Yogyakarta City government in carrying out bureaucratic reform was inseparable from the innovations made by the government at that time. In essence, innovation is an effort to reform the paradigm in government implementation. The paradigm in question is a paradigm within the bureaucracy that replaces the old paradigm. The old paradigm indicates that the bureaucracy in local government is an arena of power where when exercising its authority a bureaucrat is a local ruler. He can act anything without understanding the context of the political dynamics around him.

The success of the Yogyakarta City Government in implementing bureaucratic reform is not an easy road, the journey in implementing bureaucratic reform in the Yogyakarta city government has experienced many improvements and changes which include organization, management, legislation, strengthening supervision, strengthening accountability, human resources. apparatus, public services and mindset.

However, before making these changes, the Yogyakarta City Government, in this case Herry Zudianto, took steps to form a bureaucratic reform implementation team, but under Mayor Haryadi Suyuti, the implementing team was renamed the alignment team. This assigned alignment team includes government assistants, economic and development assistants and general administrative assistants. The purpose of forming this team is to formulate a strategy for the steps to be taken as well as to conduct an analysis to find out the strengths and weaknesses, opportunities and threats.

The results of the monitoring of bureaucratic reform programs will then be taken into consideration in the evaluation process. The evaluation of the Yogyakarta City Government's bureaucratic reform was carried out through the application of the Bureaucratic Reform Implementation Self-Assessment stem (PMPRB) using outcome indicators and indicators of bureaucratic reform levers.

a. Strategic Evaluation

From the strategic formulation and implementation that has been carried out by the Yogyakarta City Government in carrying out bureaucratic reform, it can be seen that bureaucratic reform in the Yogyakarta City Government is running as desired, this can be seen from the evaluation and assessment of the alignment team formed by the Yogyakarta City Government with reference to the size of the success of bureaucratic reform. issued by the Ministry of Administrative Reform. Based on the self-assessment of the implementation of bureaucratic reform using the main

performance appraisal indicators, the Yogyakarta City Government got a score, with a bureaucratic reform index of 73.95%. The following is the complete assessment table of the Yogyakarta City Government alignment team:

Table 1.Results of the Independent Bureaucratic Reform Assessment

NO	Process	Mark	Percentage (weight)/Value
1	Management Change	4.34	86.79%
2	Structuring Legislation	4.38	87.5%
3	Organizational Strengthening	4.84	80.72%
4	Management Arrangement	3.55	70.95%
5	Management System Setup	9.17	61.15%
6	Strengthening Accountability	5.8	96.67%
7	Supervision Strengthening	8.07	67.24
8	Improving the Quality of Public Services	4.49	74.4%
Total Process		44.64	74.4%

Table 2.Yield Component

No	Process	Mark	Value Percentage (weight)/Value
1	Capacity and Performance Accountability	13.7	68.48%
2	A Clean and KKN-Free Government	8.11	81.1%
3	Public Service Quality	7.5	75%
Total Results		29.31	73.27%
Bureaucratic Reform Index		73	95%

From the table above, it can be seen that the implementation of the Yogyakarta City Government bureaucratic reform has been going well, marked by the percentage of the average score of 80%. This self-assessment of the implementation of bureaucratic reform includes two components, namely: levers and outcomes. Leverage is all efforts made by government agencies in carrying out their functions, while the result is the performance obtained from the components of the lever. The cause-and-effect relationship between levers and outcomes can bring about process improvement for agencies through innovation and learning. This improvement process will improve the performance of government agencies in a sustainable manner. The lever component largely determines the success of the agency's tasks, while the outcome component relates to stakeholder satisfaction.

From the components of the lever above, it can be seen that the lowest value is the management arrangement with a value of 3.55. From the evaluation that has been carried out by the Yogyakarta City Government, the value of 3.55 has not reached the desired value because there are still officials who do not understand the importance of preparing regional reports so that in processing / inputting data sometimes it is still slow. The success of the strategy for implementing bureaucratic reform in the Yogyakarta City Government is not only caused by good planning but is also influenced by other factors. Such as commitment, integrity, and competence. There is a strong commitment among leaders and all stakeholders in the Yogyakarta City Government.³¹ Therefore, in implementing the bureaucratic reform strategy, the role of the leader is very large because it can affect the consistency of the implementation of bureaucratic reform. Integrity and competence are also important factors in implementing bureaucratic reform.

Although the implementation of bureaucratic reform within the Yogyakarta City Government has been going well, it does not mean that the implementation of bureaucratic reform within the Yogyakarta City Government is independent of the problems that become obstacles in implementing bureaucratic reform. As for the obstacles in implementing bureaucratic reform within the Yogyakarta City Government, changing the mindset and lack of employees within the Yogyakarta City Government, it is known that currently the City of Yogyakarta is experiencing a shortage of manpower. The lack of employees in the Yogyakarta City Government is due to the prohibition on the procurement of employees for regions that have an employee budget of more than 50%.

4. CONCLUSION

Based on the results of the discussion on the success strategy of the Mayor of Yogyakarta in carrying out bureaucratic reform in order to realize good governance in this thesis, it can be concluded that the implementation of the bureaucratic reform of the Yogyakarta City Government has been going well although in its implementation there are several obstacles. The success of implementing bureaucratic reform in the Yogyakarta City Government cannot be separated from the influence of the leader at that time, Herry Zudianto was a leader who influenced the improvement of bureaucratic performance in the Yogyakarta City Government and from this study it was concluded that Herry Zudianto in carrying out bureaucratic reform used a transformational leadership pattern. This transformational leadership pattern has four dimensions which are referred to as the four I's, namely idealized influence (ideal influence), inspirational motivation (inspirational motivation), intellectual stimulation (intellectual stimulation), individualized consideration (individual considerations). This transformational leadership style has implications for changes within the organization. Transformational leadership stems from the leader's ability to influence employees, provide motivation and inspiration, empower through intellectual stimulation and pay attention to the needs and development of individual employees, while directing all organizational components to have responsibility for achieving high performance. intellectual stimulation (intellectual stimulation), individualized consideration (individual considerations). This transformational leadership style has implications for changes within the organization. Transformational leadership stems from the leader's ability to influence employees, provide motivation and inspiration, empower through intellectual stimulation and pay attention to the needs and development of individual employees, while directing all organizational components to have responsibility for achieving high performance. intellectual stimulation (intellectual stimulation), individualized consideration (individual considerations). This transformational leadership style has implications for changes within the organization. Transformational leadership stems from the leader's ability to influence employees, provide motivation and inspiration, empower through intellectual stimulation and pay attention to the needs and development of individual employees, while directing all organizational components to have responsibility for achieving high performance.

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