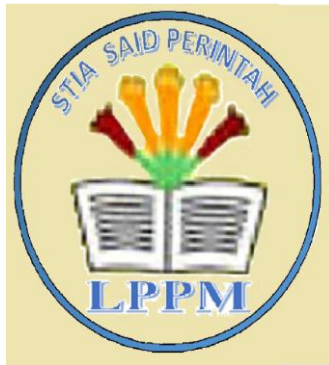


# Public Policy: Jurnal Aplikasi Kebijakan Publik dan Bisnis

## A Systems Approach to Government Management: An Analysis of the Department of Settlement and Infrastructure

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### Abstract

*This study aims to analyze the government management process from the perspective of the organizing system, including division of labor, departmentalization, distribution of authority, and coordination in achieving efficiency and effectiveness at the Department of Settlements and Infrastructure of Ambon City. Using a descriptive qualitative approach, data were collected through literature review, observation, interviews, and documentation. The findings reveal that the division of labor is not fully aligned with main tasks and functions, departmentalization is relatively well implemented, while the distribution of authority and coordination remain weak, resulting in suboptimal integration and overall inefficiency and ineffectiveness in organizational performance.*

**Keywords** : Organizing System,  
Efficiency, Effectiveness,

## Introduction

Regional development carried out so far cannot be separated from national development. Regional development programs will achieve the realization of regional autonomy through increased regional capacity so that a clean and authoritative government is held free from elements of corruption, collusion and nepotism. Regional development aims to achieve autonomy through increased capacity and clean governance. This involves equalization and improvement of development in the regions, improvement of services for communities, and optimization of natural resources and human resources in the regions (Moonti, 2019). The dimensions of social development in the era of regional autonomy play a crucial role in achieving prosperous conditions and increasing community participation (Pratiwi & Susiyanto, 2021). The paradigm of regional development includes the spirits of good governance, regional autonomy, and community empowerment, with good governance principles such as participation, transparency, and accountability being essential. Strengthening public complaint mechanisms, improving financial management systems, and incorporating local wisdom into policies are key aspects of regional autonomy reform (Habibi, 2025).

Human resources are strong, knowledgeable and knowledgeable in technology and have faith and piety will answer the challenges in the future well (Juanda et al., 2024; Ramadhani & Kuswinarno, 2024). Additionally, empowering local communities through capacity building and providing them with the necessary resources to participate in decision-making processes will further enhance the success of regional autonomy reform (Cuthill & Fien, 2005; Helling et al., 2005). As these communities become more involved and invested in their own development, they will be better equipped to address future challenges and opportunities effectively. Ultimately, by fostering a sense of ownership and responsibility among community members, regional autonomy can lead to sustainable growth and prosperity for all (Ololube & Nweke, 2025).

The implementation of a centralized government system as mandated in Law Number 32 of 2004 concerning Regional Government, where regional autonomy is placed in its entirety in the Regency/City area, which is held on the basis of broad, real, and responsible autonomy. This model allows for decisions to be made at the local level, where community members have a deeper understanding of the unique challenges and opportunities present

in their region. By decentralizing power and giving communities more control over their own development, regions can tailor their policies and programs to better suit their specific needs (Dafflon, 2015). This not only fosters a sense of ownership and pride among community members but also allows for more efficient and effective governance overall. Thus, the authority of regional autonomy is a complete authority, except for authority in the fields of defense and security, justice, foreign policy, monetary, and religion as well as other authorities regulated by higher laws and regulations (Benedikter, 2007).

The Ambon City Settlement and Infrastructure Office is one of the regional technical institutions that has the main task of assisting the Regent in coordinating all tasks of regional authority in the fields of irrigation, highways, Cipta Karya, and technical development. As an autonomous region, in addition to carrying out decentralized tasks, it must also carry out co-administration and deconcentration tasks as an inseparable part of national development planning (Agus Wijaya et al., 2021). The office is responsible for ensuring that infrastructure projects in the region are implemented efficiently and effectively, in line with national development goals. By coordinating with various government agencies and stakeholders, the office plays a crucial role in promoting sustainable development and improving the quality of life for residents in Ambon City. Through its work, the office contributes to the overall well-being and prosperity of the region while upholding the principles of good governance and accountability (Prasetyo et al., 2021).

In the context of organizing government, development, and society, factually, it is faced with various problems and challenges in the fields of economic, socio-cultural, legal, and political development and various other disturbances (Lee, 2019). Empirically, preliminary observations in the Ambon City Settlement and Infrastructure Office indicate several organizational issues, such as the lack of alignment in the division of labor, weak coordination among units, and the unclear distribution of authority. These conditions suggest that organizational functions are not yet operating in an integrated manner. From the perspective of the systems approach in public administration, these problems reflect the suboptimal functioning and interaction of organizational subsystems, including the production, coordination, and management subsystems.

To overcome these problems and obstacles, it is necessary to develop a strategy for sustainable human resource development in the field of regional development planning as part of the regional development system integration (Sugiat, 2020; Suhardi, 2025). In the context of such thinking, actualization of human resource development through the organizing system is needed in accordance with the main tasks and functions carried out by the Office of Settlements and Prasarana Ambon City.

The organizing system constitutes an essential component of human resource planning that plays a significant role in strengthening local government organizations through the provision of efficient and effective institutional instruments. Through appropriate organizational design, local governments are able to plan, implement, monitor, and evaluate various programs and activities optimally in order to achieve the objectives of regional autonomy (Martinus Tukiran, 2025). The application of sound organizational structuring principles also enables the effective utilization of resources without generating inefficiencies, thereby allowing organizations to build professional competence in support of achieving regional vision and mission (Fajri Afrizal & Syafwandi, 2025). Therefore, understanding organizational problems through a systems approach becomes crucial, as it emphasizes the importance of integration, interdependence, and coordination among all components within the organization. This study specifically aims to examine how the organizing system approach can address these empirical problems and improve the effectiveness and efficiency of public sector organizations in a more concrete and measurable manner.

### **Theoretical Framework**

Management is an art and science of planning, organizing, preparing, directing and supervising resources, especially human resources, to achieve predetermined goals (Manulang, 2001). While Handoko, (2000) argues that management includes the functions of planning, organizing, compiling, and directing human resources. According to (George R. Terry dan Leslie W. Rue, 2005) management is an activity, its implementation is managing while the implementer is a manager or manager.

From some of the opinions mentioned above, management is generally associated with the activities of planning, organizing, implementing, controlling, placing, directing,

motivating, communicating and making decisions, evaluating and controlling aimed at coordinating the various resources owned by the organization so that it can produce a product or services efficiently.

Human resources are the most important factor for the success of nation-building because human resources are assets that are used as support for development through knowledge, expertise, skills and labor. (Martoyo Susilo, 2000). Another thing is the opinion of BW Soetjipto & A. Usmara, (2002) human resource management is the utilization, development, assessment, rewarding and management of individuals, members of organizations or groups of workers. (Dessler, 2003) management is the process of using resources effectively and to achieve an arrangement so that human *resource management* is a planned activity for preparing and coordinating human resources in an organization.

Good human resources have a reliable work ability, high work ethic, able to work effectively according to the tasks and functions given by the organization will have a big impact. Employees who have high work productivity are characterized by the level of ability, knowledge, skills and mentality in carrying out the tasks and responsibilities given.

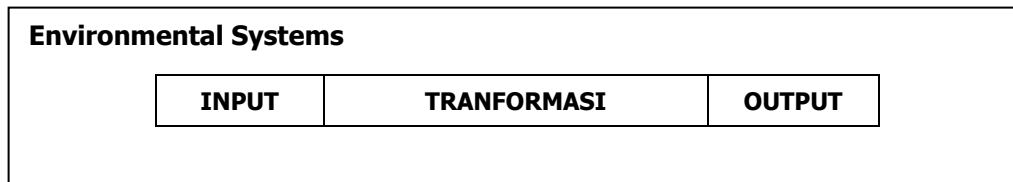
An organization is a group of people who coordinate in collaboration to achieve goals through the division of labor and functions and through a hierarchy of authority and responsibility. Scanlan and Keys in (Ulber Silalahi, 2002). Effectiveness is the use of a certain amount of resources, funds, facilities and infrastructure that are consciously determined in advance to produce a number of goods or services of a certain quality on time.

Local government organization is an instrument designed to achieve the vision/mission of the Government. As an instrument (apparatus, tool), it must be in accordance with the needs of the objectives to be achieved. Berger, (1994) sees that there are four things that constitute the main leverage in organizational change that must be submitted (*realignment*), namely: *strategy, operations, culture* and *compensation*. The restructuring of government institutions through the delivery of services to the public to support the realization of the *good governance* paradigm can be linked to the indicators offered (introduced) by Mc. Kinsey (Berger, 1994; Porter, 1980).

Taufik in Thoha, (2011) , among others, namely: (a) operational procedures and standardization that are complete, clear and firm so that they are easy to implement and can become *Standard Operational Procedures (SOP)*, (b) delegation of power and clear, firm, and clear coordination. easy to be carried out consistently and consistently, supported by a system of inherent strict supervision indiscriminately, and (c) the effectiveness of the amount of government bureaucracy *must* be analyzed in order to obtain optimal results. Streamlining bureaucracy, both structural and functional, needs to be studied and implemented in accordance with the development needs. government organizations change as the principles of modern organizations are not just the tastes of the authorities, as the implication of the amount of discretion on the local government (regent/mayor). There is an assumption that the trend that occurs is that all organizations become large, so the impression of an opportunity to share power is reasonable.

The systems approach views the organization as a unified system consisting of interrelated parts, thus giving the possibility of the leader to see the organization as a whole and as part of a wider external environment. The core of the system approach is that leaders do not function only within the limits stated in the organization, but must connect with the organization as a whole, so it must communicate with various parties and understand the importance of networking, so that the organization can have more synergy.

### **Organizational and Environmental Systems**

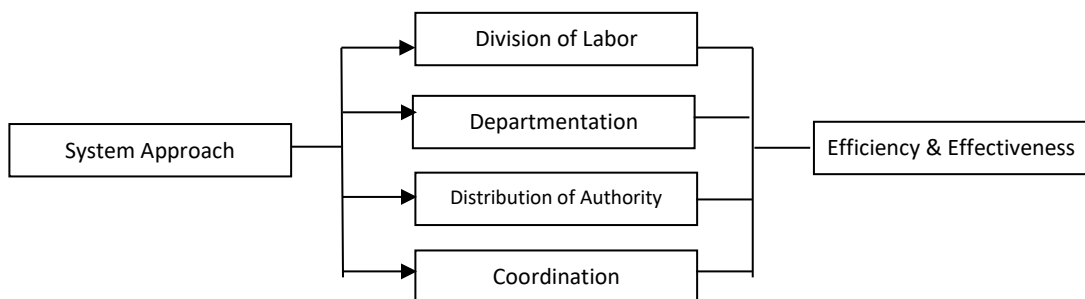


The process is carried out through organizational subsystems, which are systems found in the organization, each of which performs a unique function. An organization consists of the following subsystems: (1) the production subsystem, namely the subsystems that manufacture products or services that constitute the organization's output, (2) the boundary subsystems, namely the subsystems that handle transactions that occur at the boundary between the boundaries between with its environment, which consists of two types, namely: (a) borders on the input side, such as purchases, and (b) borders on the

output side, such as marketing, (3) subsystems of *maintenance*, namely subsystems that are tasked with maintaining the smooth operation of marketing, both maintaining equipment, humans, and others, (4) Adjustment subsystem (adaptation), ie subsystems that make changes (adaptation of the organization to changes in its environment). This subsystem observes the environment to see problems, opportunities, changes, etc., that occur in the environment, and in adaptation to these changes, and (5) the directive (management) subsystem, which is a separate subsystem, functions as directors of all other subsystems (in determining direction, strategy, goals, and policies), develops the organization and regulates and coordinates all other subsystems.

The organizing system approach to the Ambon City Settlement and Infrastructure Office has always been directed towards achieving efficiency and effectiveness in the context of achieving the Ambon City Settlement and Infrastructure Office's organizational goals. Some aspects of the organizing system approach to the Ambon City Settlement and Infrastructure Office are the division of labor, departmentation, distribution of authority and coordination. These aspects inspire the author to establish a research framework which can be seen in the following figure.

### **Research Framework Organizational System Approach in the Ambon City Settlement and Infrastructure Office**



### **Methods**

Based on the main problem and research objectives, the research method used in this study is a descriptive research method that illustrates the Organizing system approach in the Ambon City Settlement and Infrastructure Office. Descriptive research is an attempt to describe or describe the objective conditions that occur. So, the research method used

in this study is a survey research method with a descriptive approach, which is a research method carried out through observation efforts to obtain information on a particular problem in order to get a picture of a phenomenon that exists in the Ambon City Settlement and Infrastructure Office.

The population in this study were all employees at the Ambon City Settlement and Infrastructure Service, totaling 105 people. However, for the sake of objectivity of research, empirically  $n$  is only using 5 informants as samples in this study. The sample of this research is that not all employees of the Ambon City Settlement and Infrastructure Office because this study uses a qualitative approach so that the informants used are only 5 people taken from the sample of the interviewees directly.

Data collection techniques in this study consisted of interviews and observations. Data analysis techniques obtained from the results of interviews and observations were then analyzed in the form of analysis using frequency tables and percentages analyzed descriptively qualitatively to be generalized.

## **Discussion**

### **The division of labor in the Ambon City Settlement and Infrastructure Office**

The findings indicate that the division of labor within the Ambon City Settlement and Infrastructure Office has not been fully aligned with the main tasks and organizational functions. Several work units still perform overlapping duties, and some responsibilities are not clearly defined. From the perspective of the systems approach in public administration, this condition reflects the suboptimal functioning of the production subsystem, which is responsible for executing core organizational tasks and producing outputs. The lack of clarity and alignment in task distribution disrupts workflow efficiency and directly affects the quality of public service delivery. This finding is consistent with the initial problem identified in the Introduction, where organizational components were not yet functioning as an integrated system.

The division of labor is an organizational requirement that is absolutely necessary at this time, organizations that will be able to survive in such high competition are organizations that have a structured management which of course there is a clear division of labor. The results of interviews with the Head of the Ambon City Settlement and

Infrastructure Office said that the suitability of the implementation and determination of the division of work with the main tasks and organizational functions of the Ambon City Settlement and Infrastructure Office was still in the process of alignment. This is because the Department of Settlement and Infrastructure in Ambon City consists of fields that were formerly in the form of services so that the authority in carrying out the main tasks and functions of the organization that are general in nature should be carried out by the public sector sometimes still carried out by their respective fields.

The observation of the author as the head of Administration at the Ambon City Settlement and Infrastructure Office that the appropriateness of the determination of the division of work with the main tasks and functions has been carried out correctly is only fully realized that the implementation of the task is still felt to be lacking due to the mutation of the position that occurs causing the limited technical abilities of the officials still limited so that it requires efforts to increase technical skills both through technical training and *on the job training* available to gain experience in improving their abilities.

In connection with this it is necessary to build a learning group as a *driving force* in building capabilities and changes in the organization to help solving problems in the implementation of basic tasks and functions in order to improve services to the community and business world as an application of *Good Governance*. The results of interviews with the Head of the Ambon Regional Settlements and Infrastructure Office said that the determination of the work provided by each individual as well as his position had been made as optimal as possible according to the expertise and educational background that had been passed. Why is that, because it is expected that the assignment given to him will not become a burden on him so he is expected to work in accordance with the task that has been observed. The suitability of the division of work with clusters of work in the Ambon Settlements and Infrastructure Office is in the inappropriate category. The suitability of the division of work with the mechanism of work in the Office of Settlements and Infrastructure of Ambon City.

The results of the interview with the Head of Sector said that the procedure and mechanism of work in the Department of Settlement and Infrastructure was still not systematic enough. This is very clearly seen in almost all fields, the operationalization of activities is not an institution but rather leads to excessive personification. On one side there

are employees or staff whose work implementation is not carried out in the office but in other places that interfere with the work mechanism because the communication is not developed or goes well.

### **Departemenisasi System at the Ambon City Settlement and Infrastructure Office**

The study shows that departmentalization has been implemented but not effectively. The grouping of tasks into organizational units does not fully reflect functional coherence, leading to fragmentation among units. In the systems approach, this issue indicates weak integration among subsystems. Ideally, departmentalization should support the interaction and interdependence of organizational units. However, the current condition demonstrates that subsystems operate in isolation rather than as a unified whole. This fragmentation reduces organizational efficiency and contradicts the principle of systemic integration emphasized in the Introduction.

Departementalization is the process of determining the sequence and depth of individual work is analytical; that is, the number of organizational tasks (City Government functions) is broken up into smaller, sequential tasks. But then we have to combine the divided tasks into groups. The resulting group is the command group. The process of incorporating work into these groups is called departmentalization. The implementation of the Grouping of Individual Tasks into Organizational Units in the Ambon City Settlement and Infrastructure Office is in the moderately implemented category. the suitability of the grouping of tasks with the clarity of tasks/work at the Ambon City Settlement and Infrastructure Office is in the inappropriate category.

### **Distribution System of Authority at the Ambon City Settlement and Infrastructure Office**

The distribution of authority within the organization is found to be unclear and, in some cases, influenced by personal proximity to leadership rather than formal organizational structure. From a systems perspective, this condition reflects weaknesses in the management (directive) subsystem, which is responsible for providing direction, control, and coordination across the organization. The absence of a transparent and accountable authority structure disrupts decision-making processes and weakens organizational control

mechanisms. This finding reinforces the issue highlighted in the Introduction regarding the lack of alignment among organizational components.

Distributing authority through units and among individuals called *distribution of authority* or *grouping authority* can be seen in the Ambon City Settlement and Infrastructure Office. Implementation of the distribution of authority to each organizational unit at the Department of Infrastructure Development Ambon City at the Department of Infrastructure Development Ambon City that are in the category of less implemented. the implementation of the distribution of authority to each individual in the Ambon City Settlement and Infrastructure Office is in the under-implemented category.

Based on the results of interviews with the Head of Division said that the Distribution of Authority (Authority) to Every Individual in the Department of Settlements and Infrastructure did not go according to the mechanism of work that had been set. Because of the proximity to the leadership of the authority they have is very large because sometimes they are the ones who set the section head. The suitability of the distribution of authority with the principle of distribution of authority in the Ambon City Settlement and Infrastructure Office is in the inappropriate category. The suitability of the distribution of authority with the organizational rules that apply to the Ambon City Settlement and Infrastructure Office is in the inappropriate category. The suitability of the distribution of authority with the clarity of orders applicable to the Ambon City Settlement and Infrastructure Office is in the inappropriate category.

### **Authority Coordination System in Ambon City Resettlement and Infrastructure Office**

Coordination among organizational units is not functioning effectively. This is evident from the lack of regular meetings, weak communication, and limited synchronization of activities across units. Within the systems approach framework, coordination is a critical function that ensures the integration of all subsystems. The current condition indicates that the coordination and maintenance subsystems are not operating optimally. As a result, the organization struggles to maintain internal stability and fails to achieve synergy among its components. This confirms the earlier observation in the Introduction that organizational elements are not yet working in an integrated manner.

Coordination as an element of management plays an important role in advancing all capabilities and potentials that have in providing services and the availability of infrastructure for the community in accordance with regional characteristics. Coordination in the scope of the Housing and Infrastructure services is not running, this is indicated by the frequency of meetings that are not scheduled or are not carried out continuously so that the understanding of all employees about the vision and mission as well as the main tasks and functions of the organization is uneven. coordinating the implementation of each organizational unit at the Department of Infrastructure Development Ambon City at the Department of Infrastructure Development Ambon City that are in the category of less implemented. The suitability of the implementation of the coordination with the principle of coordination in the Ambon City Settlement and Infrastructure Office is in the appropriate category.

The coordination with a joint agreement with the Ambon City Settlement and Infrastructure Office is in the inappropriate category. The suitability of the implementation of coordination with the principle of integration (*integration*) in the Ambon City Settlement and Infrastructure Office is in the inappropriate category. The suitability of the implementation of coordination with the principle of synchronization in the Ambon City Settlement and Infrastructure Office is in the inappropriate category. The suitability of the implementation of the coordination with the principle of simplicity in the Ambon City Settlement and Infrastructure Office is in the inappropriate category.

## **Conclusion**

This study concludes that the organizing system within the Ambon City Settlement and Infrastructure Office has not been implemented optimally. The main problems identified include the lack of alignment in the division of labor, ineffective departmentalization, unclear distribution of authority, and weak coordination among organizational units.

From the perspective of the systems approach in public administration, these issues indicate that the organization has not functioned as an integrated system. The findings reveal that key organizational subsystems—namely the production subsystem, management (directive) subsystem, coordination subsystem, and adaptation sub system

are not operating in a synergistic and interdependent manner. As a result, organizational performance in terms of effectiveness and efficiency is not fully achieved.

The study confirms that organizational problems are systemic in nature rather than merely technical or individual. Therefore, improving organizational effectiveness requires strengthening the application of the systems approach by enhancing integration, coordination, and alignment among all subsystems. This includes clarifying the division of labor, ensuring transparent and accountable authority distribution, and improving communication and coordination mechanisms across organizational units. Ultimately, the application of a systems approach provides a more comprehensive framework for understanding and addressing organizational challenges in public administration, particularly in the context of local government institutions.

### **Suggestion**

Based on the findings and conclusions of this study, several recommendations can be proposed. First, organizations should establish a clear division of labor in accordance with the main duties and functions of each organizational unit to prevent overlapping responsibilities and improve the performance of the production subsystem. Second, the effectiveness of departmentalization should be enhanced through more appropriate and integrated task grouping to strengthen the relationships among organizational units as interconnected components of a unified system. Third, the distribution of authority must be implemented in a clear, transparent, and accountable manner based on the formal organizational structure in order to reinforce the role of the management subsystem in decision-making processes. Fourth, coordination among organizational units should be improved through regular meetings, strengthened communication systems, and better synchronization of work programs to ensure effective integration among organizational subsystems. Finally, the implementation of a systems approach in organizational management should be strengthened by emphasizing integration, interdependence, and synergy among all organizational subsystems in order to improve overall organizational effectiveness and efficiency.

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