

The Process of Implementing The Integrated Dynamic Archiving System (Srikandi) Program in The East Belitung Regency Government

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Abstract

This research is motivated by the Electronic-Based Government System (SPBE) policy in Presidential Decree 95 of 2018. Among the applications mandated, the Indonesian Ministry of PAN RB established the General Application for Dynamic Archiving (AUBKD), named the Integrated Dynamic Archiving Implementation System (SRIKANDI), through the Decree of the Minister of PAN RB number 679 of 2020. SRIKANDI is mandated for implementation in government agencies, regional governments, BUMN/D, and universities across Indonesia. SRIKANDI, derived from Presidential Decree 95 of 2018, has elicited varied responses from these entities, especially those with existing archiving applications and significant investments. Some agencies have not adopted SRIKANDI due to their established systems, while others, like East Belitung Regency, lacking an archiving application, chose SRIKANDI. This study employs a qualitative approach with descriptive analysis to explore the implementation process of the SRIKANDI program in East Belitung. The goal is to describe the implementation using the Van Meter and Van Horn models. Findings indicate that implementation and communication activities between organizations, internally within East Belitung Regency and externally with the government, were conducted directly. However, the results were suboptimal, highlighting the need for improved communication planning for effectiveness. The East Belitung Regency government, including the designated implementation team, did not fully grasp the broader context of the SRIKANDI program, focusing instead on distributing the application to regional ASN. This misalignment with the program's context, intent, and objectives, along with insufficient supervision, led to less-than-optimal results. Economic, social, and political conditions impacting the SRIKANDI program had a positive but insufficiently budgeted influence. The program's disposition shows that the implementation stages are clear, as evidenced by the SRIKANDI action plan document. Implementing resources have been enhanced, particularly in using the SRIKANDI application, through training by ANRI and the East Belitung Regency team.

Keywords: Program Implementation, Integrated Dynamic Archival Information System

Introduction

According to Sabatier and Mazmanian, program implementation is understanding what happens after a program is implemented or formulated, namely the events and activities that occur after the process of ratifying state policy, whether it concerns administrative efforts or efforts to provide a certain impact on society or events. The Integrated Dynamic Archiving

Information System, now abbreviated as (SRIKANDI) is a General Application in the Field of Dynamic Archiving (AUBKD) stipulated by the Minister of PAN RB RI Number 679 of 2020 (Satiawan et al., n.d). The SRIKANDI application according to Hasvi Dasnoer is defined as "a dynamic archive management instrument based on Presidential Regulation Number 95 of 2018 concerning the Electronic-Based Government System (SPBE)". This application is the result of collaboration between the Ministry of PAN RB RI, the National Cyber and Crypto Agency (BSSN), and the National Archives of the Republic of Indonesia (ANRI) which was inaugurated to coincide with the 50th anniversary of the Archives with the theme "Golden Year of Archives: One Step to Realizing Digital Archives".

In reality, the implementation of the SRIKANDI program is not easy to implement by government agencies, regional governments, BUMN/D, and universities in Indonesia. The report of the head of ANRI at the Archives Coordination Meeting on May 22-23, 2023 in Banyuwangi, specifically for the Regency governments throughout the country, only 35% have used the SRIKANDI application. The implementation of the SRIKANDI program in the East Belitung Regency Government began in November 2022 and was carried out in stages over three stages. In March 2023, all Regional Apparatus had implemented the SRIKANDI application.

Although the implementation of the SRIKANDI application has been implemented in all regional apparatuses within the East Belitung Regency Government, the reality is that the level of success of each regional apparatus is different, both in terms of compliance, consequences, and commitment. The phenomenon of differences in the level of success of the implementation of the SRIKANDI program between regional devices in the East Belitung Regency Government, researchers found that there were regional devices that did not use the SRIKANDI application in creating letters, still using conventional signatures, still using letter paper (not yet paperless) to lending accounts to others. The above phenomenon illustrates that the implementation of the SIKANDI program does not follow the basic measurements (standards) and the goals and objectives of the program.

Harvi Dasnoer in his research said that the SRIKANDI application is very helpful in the administrative process of correspondence in the internal environment of the Padang City Government, starting from the absence of paper/paperless to the speed of time in sending letters between government agencies. The government policy in the field of Electronic-Based Government Systems (SPBE) in the field of archiving (SRIKANDI) in addition to having to pay attention to technological aspects also must pay attention to archiving aspects. The results of the study related to the implementation process of the SRIKANDI program in the East Belitung Regency Government show that the East Belitung Regency government has implemented the SRIKANDI application but has not been optimal.

In contrast to previous research conducted by Abrizal Hasan Ritonga's findings, the implementation of the SRIKANDI application policy in the management of archives of the Library and Archives Service of the South Tapani Regency has been running well but not optimally. The results of the study are based on an analysis using the theory of policy implementation according to Mazmanian and Sabatier (Priyatmo & Satria, 2022).

From several studies related to the implementation of the SRIKANDI program that have been carried out previously as described above, the results of the study concluded that the implementation of SRIKANDI has been running well but has not been optimal either from the

perspective of the Mazmanian and Sabatier theories or by using George Edward III. The implementation of the SRIKANDI program still experiences obstacles so the results are less than optimal or less effective. As an effort to improve the implementation of the SRIKANDI program in government agencies, local governments, BUMN/D, and universities, it is to improve the implementation process of the SRIKANDI program by referring to the theory of Van Meter and Van Horn. The above studies have not looked at the SRIKANDI program implementation process from the perspective of the Van Meter and Van Horn implementation model, therefore this study has a novelty because it analyzes the side of the SRIKANDI program implementation process with the Van Meter and Van Horn implementation model.

Van Meter and Van Horn define policy implementation as the actions undertaken by individuals or groups in either the government or private sector aimed at achieving the objectives established by earlier policy decisions. The success of the Van Meter and Van Horn model of implementation is based on the premise that policy implementation proceeds linearly from public policy to implementers and finally to public policy performance (Putera & Koeswara, 2023). According to Van Meter and Van Horn, the effectiveness of a policy or program's implementation is significantly impacted by the simplicity of implementing the policy, the preparedness of the implementers, the efficiency of communication between organizations, interventions within the economic, social, and political environment, and the robustness of resources such as human resources, technology, and information (Ratshidi et al., 2022). Through a good SRIKANDI program implementation process, it is hoped that the policy objectives can be achieved as stated in the objectives of the general application in the field of dynamic archiving (AUBKD) in the Decree of the Minister of PAN RB RI number 679 of 2020, namely:

- Realizing quality and trusted government administration services in the field of dynamic archiving in central and regional government agencies.
- Realizing uniformity and integration of electronic-based dynamic archiving management; and
- Realizing clean, effective, transparent, and accountable governance through the implementation of SPBE in the Field of Dynamic Archiving in Central and Regional Government Agencies (Polat & Alkan, 2020).

Based on the explanation above, the purpose of this study is to analyze and explain the implementation process of the SRIKANDI program in East Belitung Regency based on the Van Meter and Van Horn models, as well as to analyze the performance of the policy (SRIKANDI program) within the East Belitung Regency government.

Method

This study employs field research using a qualitative approach, where the data generated consist of descriptive information in the form of written and spoken words, as well as behavioral observations derived from field data. According to Nima Shakouri, a qualitative approach aims to "empower individuals to share their stories, listen to their voices, and mitigate power dynamics that often exist between researchers and participants in a study". The objective of this research is to examine and describe the implementation of the Van Meter and Van Horn policy or program model through a detailed investigation focusing on the following aspects: 1) inter-organizational implementation and communication, 2) communication within implementing

institutions or implementers, 3) economic, social, and political contexts, and 4) tendencies in implementer attitudes (Hartawan & Kosasih, 2023).

Program Implementation

Implementation in principle is a way for a policy that has been set to achieve its goals. Widodo briefly explained that policy implementation is providing a means to implement a policy so that it can have an impact or effect on a particular thing. In policy analysis, Dye and Jonnes said that implementation is the implementation of an activity after it has been approved by the organized stakeholders of the executive agencies (Roziqin et al., 2021). Policy implementation is an implementation of activities by following several steps previously set in the policy to achieve goals. Van Meter and Van Horn describe policy implementation as the actions carried out by individuals or groups within the government or private sector to accomplish the objectives outlined in the policy (Capano & Howlett, 2020).

Implementation according to Edwards III is seen as one of the stages in the policy process whose position is between the stages of policy formulation and the results or implications caused by the policy. According to Ripley and Franklin, the policy implementation process includes nothing but work and activities carried out after the law is enacted, and these activities are related to efforts to transform or translate statements of policy objectives that have been set into concrete programs and actions, forming organizational staff tasked with providing benefits and services to target groups and mobilizing resources needed in achieving goals. Meanwhile, according to Jones, a program is one component of a policy. A program is an authorized effort to achieve goals (Villa Alvarez et al., 2022).

According to Edwards III, to achieve success in implementing public policy, four factors are needed, namely:

- a) Effective communication is crucial for the success of policy implementation, ensuring that implementers understand their tasks and that the policy goals and objectives are effectively conveyed to the target groups, thereby minimizing implementation distortions (Fatmawati et al., 2022).
- b) Resources are essential; clear and consistent communication of policy content is not enough if implementers lack the necessary resources for effective implementation. These resources may include human resources, such as the competence of implementers, as well as financial resources (Trullen et al., 2020).
- c) Disposition refers to the personal character and traits of the implementer. A positive disposition enables effective policy implementation aligned with the policymaker's intentions. Thus, to prepare, it is important to consider aspects of employee placement (implementers) and incentives (Ajibola et al., 2022).
- d) Bureaucratic structure refers to how organizational components (work units) are arranged, indicating how different functions or activities are coordinated and integrated. It also includes job specialization, communication channels, and reporting procedures. An overly hierarchical structure can weaken supervision and lead to red tape—complex and rigid bureaucratic procedures that hinder organizational flexibility (Worren & Pope, 2024). Key aspects of organizational structure include Standard Operating Procedures (SOPs) and fragmentation. Edward III's policy implementation model serves as a framework for understanding how programs or policies are implemented across

different contexts and times, providing a tool to visualize policy implementation phenomena (Rokhadiyati, 2020).

Result and Discussion

This study employs the policy implementation framework developed by Donald Van Meter and Carl Van Horn. This framework posits a linear progression from public policy formulation through implementation by implementers to eventual public policy outcomes. Van Meter and Van Horn constructed a policy implementation model comprising six variables that delineate the linkages between policy and performance (Batubara et al., 2023).

The Van Meter and Van Horn model of policy implementation stresses the significance of implementer involvement in shaping policy or program goals. The six factors that can influence implementation success are:

- Standards and objectives
- Resources
- Communication between organizations and enforcement activities
- Implementer Characteristics
- Economic, Social and Political Conditions
- Implementer disposition (Muksin et al., 2024).

Tresiana and Duadji stated that "the implementation stage will begin with a series of activities to manage regulations, starting from forming organizations, mobilizing people, resources, technology, establishing procedures, so that the stated objectives are achieved". According to Widodo, "the implementation process takes place after going through several specific stages, usually starting with the stage of ratification of the law, then the policy output in the form of implementation of the decision by the implementing agency (institution), the willingness of the decision to be implemented by the target groups, the real impacts desired or not from the output, the impact of the decision as perceived by the agency that makes the decision, and finally important improvements (efforts to make improvements) to the relevant law or regulation" (Faro et al., 2022).

Policy implementation is a very important stage of the policy process, without implementation, a policy will not achieve its goals and will have no meaning. The policy or program of the Integrated Dynamic Archives Information System (SRIKANDI) stipulated by the Minister of State Apparatus Empowerment and Bureaucratic Reform of the Republic of Indonesia Number 679 of 2020 concerning General Applications in the Field of Dynamic Archives (AUBKD) will be meaningless if it is not implemented by the target users of the policy (Government agencies, Regional Governments, Universities and BUMN/D) (Gao & Yu, 2020).

Inter-Organizational Communication and Implementation Activities

Dunn said that policy implementation can be distinguished from policy input and policy process. Policy input is in the form of resource input, while policy process is related to administrative activities, organizations that form the transformation of policy input into policy results (output) and impacts (Impact). From the description of the policy process above, it can be stated that the function and purpose of implementation is to form a relationship that allows the goals or objectives of public policy (political) to be realized as (outcome) (final result) of activities carried out by the government (Haelg et al., 2020).

According to Abdullah and Smit, the absolute elements of policy must be 1) implementing elements (implementors), and 2) the existence of programs that are implemented (Target Group). The first party that should implement public policy is the administrative units or organizational units. As (output) of the first phase of the administrative unit's activities when viewed as a system is in the form of administrative policies, namely: general policies, implementation policies, and operational technical policies to be further outlined in operational programs, so that a program structure is formed (Steinebach, 2022).

The second stage that must be carried out by administrators from administrative units is organizing. Through the formation of an organization (teams, committees, etc. will be formed) that is ready to implement the program. Through the organization of manpower, tools, tasks, authority, responsibility, and division of tasks can be mobilized for the implementation of tasks because people's actions need to be motivated so that they have an attitude, and commitment to policies or programs (Trzeciak et al., 2022).

The program implementation model introduced by Van Meter and Van Horn states that "the implementation process is a description of the performance of understanding the policies carried out to achieve high performance through the relationship between several variables. Van Meter and Van Horn assume that implementation runs linearly with political decisions, implementers, and performance of policies or programs that are influenced by several variables, namely: 1) Basic measures of policy objectives 2). Policy sources 3). Characteristics of the implementing organization/agency 4). Implementer tendencies/implementer attitudes 5). Communication between organizations and implementing activities 6). Economic, social, and political environment.

The research conducted in the East Belitung district government related to the SRIKANDI implementation process was reviewed from the variables of organizational activities and communication as follows:

- a) Communication between regional apparatus organizations (PD) has been carried out in the implementation of the SRIKANDI program through a team formed by the Regent or the Head of the Regional Apparatus of the East Belitung Library and Archives Service.
- b) Socialization of the SRIKANDI program and application has been carried out independently by the SRIKANDI Regency Team or in the form of cooperation between the East Belitung Regency and the National Archives of the Republic of Indonesia.
- c) Enforcement activities against the standards and compliance of the implementers and users of the SRIKANDI application towards achieving program objectives, reinforced by a statement of commitment to implementing SRIKANDI by the heads of each Regional Apparatus in writing, but it is less effective because of the 33 (thirty-three) heads of Regional Apparatus, only 3 (three) regional apparatuses submitted a letter of commitment to implementing SRIKANDI to the Regent.
- d) Regulations as guidelines for the SRIKANDI program at the East Belitung Regency level have been made and discussed together with authorized officials so that there is involvement and mutual understanding.

Characteristics of the SRIKANDI Policy/Program Implementation Process

Many factors are included in the characteristics of the implementing agency components of the SRIKANDI policy/program implementation process. The characteristics of the

implementing agency (appointed team) affect the performance of the policy or program. Ripley talks about bureaucracy, for example, bureaucratic structure, norms, relationship patterns, and organizational capacity (Team) to refer to policies including; competence, number of staff, level of control, hierarchy over sub-unit compliance, support among politicians, organizational vitality, openness of communication within the implementing organization, formal and informal relationships with policy makers or policy implementers.

The explanation of the characteristics of the implementing agency (team) appointed for the SRIKANDI program implementation process in East Belitung concluded that: the number of competent staff (team members) as implementers of the distribution of the SRIKANDI application to program targets still has little impact on the implementation of the SRIKANDI application to target regional devices is carried out in stages over three stages. Support from political officials (Regent) to make the East Belitung district government digital-based is proven by real actions to invite the heads of their regional apparatus to visit Sumedang Regency, West Java Province as a pilot district that is considered successful in implementing digital applications (e-office) to motivate the agency (SRIKANDI team) that was formed and the existing regional apparatus to be open to accepting digital applications, especially SRIKANDI.

The most important thing for the ease of improving the ability of SRIKANDI application users as a program that must be implemented in the East Belitung Regency regional government is the ease of obtaining information assistance through the services provided by (the SRIKANDI helpdesk team) starting from the needs of socialization, SRIKANDI application technical guidance to direct assistance to application users in the regional apparatus. The openness of communication of the East Belitung Regency government through the Regional Archives Institution, in this case, the East Belitung Library and Archives Service to share knowledge related to supporting preparations, technical preparations, SRIKANDI application techniques to SRIKANDI program implementation strategies, carried out with the nearest districts to ANRI is felt to help the success of the distribution of the SRIKANDI application to regional apparatuses within the East Belitung government environment even though it is not yet optimal.

Economic, Social, and Political Environment

The economic, social, and political environmental conditions are variables that were further identified by Van Meter and Van Horn. Although the impact of economic, social, and political factors on program implementation still receives little attention. However, according to Van Meter and Van Horn, these factors may have a profound effect on the achievements of the implementing agency including (the appointed team) (Dewintania et al., 2023). Likewise with the implementation of the SRIKANDI program in East Belitung, although it is proven that there is low attention to these factors (no budget) to support the implementation of the SRIKANDI program in East Belitung Regency, it has caused planned activities not to be implemented, namely the SRIKANDI launching activity by the Head of ANRI. This caused the process of introducing SRIKANDI as a new service product in the East Belitung Regency government to receive less response.

According to Van Meter and Van Horn, these factors (economic, social, and political) may have a profound effect on the performance achievements of the implementers (agency or team) (Lotta & Marques, 2020). Several questions that are considered related to the economic,

social, and political environmental conditions that are influenced by policies or programs implemented in the East Belitung Regency government have begun to be felt, where the implementation of the SRIKANDI application is felt to be very helpful for employees in delivering correspondence faster, more efficiently and effectively.

However, it is acknowledged that there are still some users of the SRIKANDI application in regional apparatus who are sometimes inconsistent and less committed to responding to the implementation of the SRIKANDI program, such as inappropriate use of accounts, use of keyphrases by other people, creating letters that do not use the SRIKANDI application.

Implementer Tendency/Implementer Attitude

According to Van Meter and Van Horn, there are three elements of the implementer's response that can affect their ability to implement policies or programs, namely;

a) Cognition.

Understanding of the policy, response to the policy (acceptance, neutral, rejection), and the intensity of the response.

b) The implementer's understanding of the general intent.

The implementer's understanding of the general intent such as the size and specific objectives of the policy is important.

c) The direction of the implementer's tendency (disposition) towards standards and objectives.

Implementers may fail to implement policies properly because they reject the objectives contained in the policy (Agfi et al., 2024).

From the three elements put forward by Van Meter and van Horn above, it is clear that the position of the role of human resources in the implementation of policies or programs is very important to achieve the success of policies or programs. Resources other than humans that are also quite important in supporting the implementation of policies or programs are financial resources (budget), facilities infrastructure, and technology (Bilan et al., 2020).

The results of the study on the implementation process of the SRIKANDI program that occurred in the East Belitung Regency government make it clear that human resources as implementers of policies or programs that are properly motivated and directed will provide convenience in carrying out their respective tasks and functions. The unavailability of resources in the form of funds or budgets specifically to implement the SRIKANDI program in East Belitung Regency does not cause the implementation of the program to fail or not be implemented as long as it is supported by an organization (team) and implementers who have capacity. Organizations (teams) and policy or program implementers who are supported by capacity will be a balance for the shortcomings in other sources.

Goggin defines organizational capacity as a unity of organizational elements that involves; structure, mechanisms, human resources in the organization, and financial support and resources needed by the organization to work. There are indications that researchers have found regarding users of the SRIKANDI application in regional apparatuses within the East Belitung district government who are less consistent in implementing the SRIKANDI application, the use of accounts by other people is an attitude or tendency of SRIKANDI program implementers within the East Belitung district government which has a relationship with other variables such as:

a) Variable characteristics of implementing agencies related to competence and number of staff in institutions, as well as enforcement of the SRIKANDI program;

- b) With variables of communication between regional apparatus organizations related to the clarity of basic measurements and objectives of policies or programs, the accuracy of communication with program implementers and users of the SRIKANDI application must be communicated.
- c) With variables of economic, social, and cultural conditions, related to disrupted internet and electricity network facilities, or because there are no funds available for facilities and infrastructure.

A note of conclusion that the tendency of attitudes and behavior of policy implementers in addition to being influenced by the three variables above, the attitudes and tendencies of SRIKANDI program implementers in the East Belitung district government can also influence the achievement, performance (Performance) of the SRIKANDI program within the East Belitung district government. This can be seen from the implementation of the SRIKANDI program in East Belitung which is not yet optimal.

Conclusion

The implementation process of the SRIKANDI program in the East Belitung Regency Government uses the Van Meter and Van Horn implementation models. Implementation and communication activities between implementing organizations, both internally and between the East Belitung Regency government and external governments, are carried out directly. The results of the implementation of SRIKANDI from the aspect of communication between organizations are still less than optimal, so communication planning needs to be improved so that the results are effective. The characteristics of the implementing team in the East Belitung Regency government show that they do not understand the context of the SRIKANDI program in general and are more focused on distributing the SRIKANDI application to ASN in regional apparatuses. This is inconsistent with the context, intent, and objectives of the SRIKANDI program, as well as the lack of implementation supervision so that the results achieved are less than optimal. The economic, social, and political conditions that influence the implementation of the SRIKANDI program have a fairly good impact but have not been accompanied by adequate budget support. Although the tendency of the SRIKANDI program implementers has been running with references that refer to a clear action plan, as well as implementing resources whose capabilities have been improved, especially in using the SRIKANDI application through training by ANRI or the team appointed by East Belitung Regency, the results of the implementation of this program are still not optimal. The East Belitung Regency Government has implemented the SRIKANDI program and distributed the SRIKANDI application to target users (regional apparatus), but the results have not been optimal.

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