

# The Impact of Work from Home Policy on The State Civil Apparatus

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## Abstract

Since the issuance of the circular letter of the Minister of State Apparatus Empowerment & Bureaucratic Reform No. 19 of 2020 concerning the adjustment of the work system of the State Civil Apparatus to prevent the spread of Covid 19 within government agencies, since then Regional Heads have been competing to make calls through policies within their regions to carry out work from home or more popularly called WFH (*Work From Home*). In this study, a problem was raised as follows, the first is How the Impact of *Work From Home* for the State Civil Apparatus, and the second is what elements can be classified as the impact of the mayor's policy on work from home for the State Civil Apparatus. Data collection by asking questions through questionnaires distributed to State Civil Apparatus in the Malang City regional secretariat area. After the data is collected, it will be analyzed using a qualitative approach by classifying it as a result for in-depth analysis and corroborating the cause and effect. The results obtained that the implementation of *work from home* for the country's civil apparatus also has an impact on employees, organizations, the environment, and society as well as social systems. Employees are given flexible time to work from home and be closer to family, but obstacles to productivity arise when work from home cannot discipline themselves in managing time due to many distractions that occur at home.

**Keywords:** Policy impact, State civil apparatus, Work from home



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## Introduction

Coronavirus cases that have emerged recently are known as a mysterious disease that suddenly paralyzed the city of Wuhan, in China. The tragedy of the disease at the end of 2019, namely the coronavirus, continued to spread and spread throughout the world. The background of the Coronavirus or COVID-19, began with a disease called pneumonia or commonly called mysterious pneumonia in December 2019. The case was taken at the Huanan animal market in Wuhan, which sells various types of animal meat, including those that are not commonly consumed, such as snakes, bats, and various types of rats. Cases of this mysterious pneumonia infection are indeed found in many animal markets. Coronavirus or COVID-19 is suspected to be carried by bats and other animals eaten by humans until transmission of the virus occurs. Coronavirus is no stranger to the world of animal health, but only a few types can infect humans to become pneumonia. This virus is contagious very quickly and has spread to almost all countries, including Indonesia, in just a few months. This has made several countries implement policies to impose lockdowns to prevent the spread of the Coronavirus. In Indonesia itself, a Large-Scale Social Restrictions (PSBB) policy has been imposed to suppress the spread of this virus.

Work from home is the system chosen by the government to reduce the spread of the new type of coronavirus (SARS-CoV-2) that causes Covid-19. Working from home is expected to maintain social distancing, namely reducing people's mobility, maintaining physical distance, and reducing crowds. Work from home is a follow-up to President Joko Widodo's appeal at a press conference at Bogor Palace, West Java (March 15, 2020). The President appealed to minimize the spread of the new type of coronavirus (SARS-CoV-2) that causes Covid-19, people are asked to work, study, and worship from home, one of which is creating a work-

from-home system. This appeal, especially for the State Civil Apparatus, has been followed up by the Minister of State Apparatus Empowerment and Bureaucratic Reform through Circular Letter number 19 of 2020 concerning Adjustments to the Work System of the State Civil Apparatus in Efforts to Prevent Covid-19 in Government Agencies.

In recent years, where the problems faced by the government are increasingly complex, it requires great attention and fast and accurate government handling so that the problems that occur can be faced by the government they can be overcome. This puts the government and other high-state institutions in difficult policy choices. Policies taken by the government can sometimes help the government and society get out of the problems that occur, but it can also happen the opposite, which further delegitimizes the government itself. Thus, we cannot escape the name of public policy. We can find these policies in various fields, namely the fields of social welfare, health, agriculture, economic development, foreign relations, education, and so on. Many of these policies have succeeded but also failed a lot. In addition, public policy must include all government actions, not just the wishes or officials of the government. In addition, something that is not implemented by the government also includes public policy. This is because something that is not done by the government will have the same influence as something done by the government. Evaluating a policy is not a simple matter, because its implementation involves the dimensions of interpretation, organization, and support of existing resources. The main purpose of Work From Home is to help maintain health and break the chain of the covid 19 virus that is spreading in Malang City. The Malang City Government can still handle public services and community needs well, although there are some effects caused.

Malang City is one of the autonomous regions and is the second major city in East Java after Surabaya City. As a big city, Malang cannot be separated from social and environmental problems that are getting worse in quality. In line with that, the Minister of State Apparatus Empowerment and Bureaucratic Reform through Circular Letter number 19 of 2020 concerning Adjustments to the Work System of the State Civil Apparatus in Efforts to Prevent Covid-19 in Government Agencies. Based on data collected from the Malang City Covid-19 Task Force, it shows that as of Tuesday, August 25, 2020, there were 1115 patients confirmed positive for Covid-19 in Malang City. This shows that the number of Malang residents confirmed with COVID-19 increased sharply from March to August. When reviewed in the last month of August, Covid-19 cases in Malang City jumped sharply in July last week. It even surpassed the daily additions in the previous two months. (Covid Task Force in 2020).

## Literature Review

De Before discussing further the concept of public policy, it is necessary to first examine the concept of policy in English referred to as *policy*. In the Big Dictionary Indonesian, the policy is defined as a series of concepts and principles that become the outline and basis of plans in the implementation of a job, leadership, and ways of acting (about government, organization, etc.); Statement of ideals, goals, principles, and guidelines for management to achieve goals. Policies are defined by experts with various understandings. Robert Eyestone in Anderson (1984) defines policy as the relationship of a government agency to its environment. The scope of public policy studies is very broad because it covers various fields and sectors such as economics, politics, society, culture, law, and so on. In addition, judging the hierarchy of public policies can be national, regional, and local such as laws, government regulations, presidential regulations, ministerial regulations, regional/provincial government regulations, governor decrees, regency/city regulations, and regent/mayor decisions.

Policy evaluation has a very important role in the development and progress of a country. With evaluation, a program of policy can be known for its weaknesses and shortcomings from planning to its implementation to achieve its goal of meeting the interests of the community. Furthermore, by knowing the shortcomings and errors as well as their non-

smoothness and unsuccessful implementation, corrective efforts can be proposed through the reformulation of subsequent policies or adjustments according to the conditions of the developing community. Therefore, the purpose of policy evaluation is to obtain the best *possible outcome* in the most efficient way and manner possible in the development of society.

Dunn and Hogwood see the evaluation of societal changes that are expected to occur as an impact or *outcome* of a policy. The impact of a policy is not always the same as originally planned. This relates to environmental uncertainty and the ability of the administration to implement a policy. In practice, there is always a limitation to understanding an issue as a whole. Meanwhile, it is also necessary to realize that government policy is not the only force, but only one of the many forces that affect change in society. Therefore, a policy must not end only after implementation, (Hogwood, 1983), but there must be a final evaluation of the resulting impact. The considerations put forward by Hogwood can be understood considering that there is a difference between direct results in the form of targets produced by a policy (*policy outputs*) and the expected impacts in society (*policy impacts*). Therefore, although evaluation covers the entire policy process, the focus is on assessing the impact or performance (*outcomes*) of a policy.

*Work from home* which means working from home. In general, *work from home* is usually defined by the way employees work outside the office. Either from home, from a café or restaurant according to the wishes of employees. The *work-from-home* system does have high flexibility. This is to support employee balance between work and life. *Work From Home* is a working concept where employees can do their work from home. Working from home also provides flexible working hours for employees.

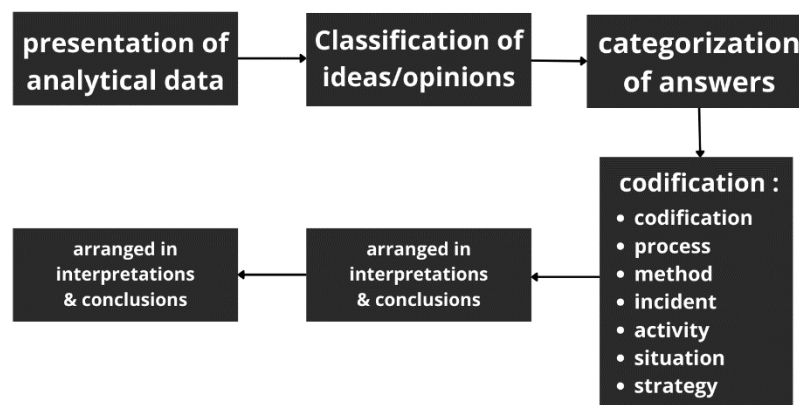
## Method

In a study, a researcher must use the right type of research. This is so that researchers can get a clear picture of the problem faced and the steps used in overcoming the problem. The research method used in this study is a research method that uses a qualitative approach and the type of research is descriptive research. A Polling method approach model was used, according to Eriyanto's opinion (1999: 64). Polls are intended to describe the personal characteristics of a large number of people about what they feel, what they think, and what they know. And to state all these characteristics, researchers do not observe someone's actions but ask them. To illustrate the behavior, ask about "how" and then ask "why".

The most obvious form of private and structured expression of public opinion (employees) is polling. A poll is a general opinion expressed by expressing an opinion on an issue. Through polls, a person's disapproval of a policy is manifested by answering questions asked by researchers. Therefore, the results of public opinion expressions conveyed through polls are in the form of attitudes or opinions. Through polls, employees can voice their thoughts and feelings to convey temporary aspirations for the government. Polls are a careful tool to find out what employees are thinking about the policy. Meanwhile, the informants in this study are employees or civil servants who are within the regional secretariat in the Malang City Government.

Data analysis, according to Patton (1980: 268), is the process of arranging the order of data and organizing it into a pattern, category, and basic description. He distinguishes it from interpretation, which gives significant meaning to the analysis, explains patterns of description, and looks for relationships among the dimensions of the description. Research using polls can be done through survey research, which is a method to collect information that is descriptive, associative, and logical cause and effect about large (small) groups through person to person. A survey conducted of the entire population is called a census, while a survey of a subgroup is called a sample survey. Data results through sample surveys can be processed through data processing which is also qualitative descriptive.

Processing data is one of the unavoidable stages in research. Data processing and analysis in qualitative research work schemes are continuous. The procedure proposed by Danim (2000: 218) that: preceded by data collection in the field developed with analytics, classified, presented data, and made new categorization codified based on classification and categorization. Once there is a codification that is broken down into process code, activity code, situation code, strategy code, method code, and event code. The foregoing can be described in the scheme as follows.



Source: (Danim, 2000).

**Figure 1.** Codification Analysis

The above procedure can be explained as follows:

1. Presentation of analytical data: The questionnaire that will be circulated will obtain data that can be analyzed directly both in the field and after all poll results are collected. The data that has been analyzed is presented, then classified.
2. Idea/Opinion Classification: Several data that have been analyzed are classified based on the basic idea or opinion that can be quantitatively seen and digested in a sense or meaning related to the focus and purpose of the study.
3. Answer categorization: Poll answers are categorized based on the research focus to facilitate codification.
4. Codification: What is meant here is to codify processes, methods, events, activities, situations, and strategies. Each of these codes is then compiled for further interpretation.
5. Interpretation and conclusion: Any code that has been compiled at the previous stage, is interpreted and made brief/small conclusions to be interpreted in the final opinion/findings.
6. Final Opinion and Findings: Based on the interpretation and conclusions of various codes compiled, the opinions of respondents or resource persons are found regarding the research problem. This opinion is the final finding of a series of studies conducted.

## Result and Discussion

In the presentation of this data, 58 questioners returned and could be processed, while those that were circulated either through WA, messages, directly to his office as many as 70 question lists, which were damaged or not returned and could not be processed as many as 12 question lists. The list of questions with as many as 70 exemplars are distributed proportionally or skills in each field or section under the regional authority and can be detailed as follows:

- 1) Government section as many as 7 exemplars
- 2) The legal section of the 6 exemplars
- 3) The organizational part is 6 exemplars

- 4) Construction section as many as 8 *exemplars*
  - 5) The share of the economy is 8 *exemplars*
  - 6) The chairman's share is 6 *exemplars*
  - 7) Public relations department as many as 7 *exemplars*
  - 8) Common parts as many as 7 *exemplars*
  - 9) Finance section as many as 7 *exemplars*
  - 10) 8 *exemplars* of equipment parts
- There are 70 *exemplars* in total

These sections include staff and subdivisions in each place which are coordinated by 3 (three) assistants who assist the regional secretariat. The Malang City Government has conducted a policy study for state *civil* servants (ASN) so that they can work more calmly with the emergence of office clusters in mid-2020 so that work-from-home implementation is implemented for the second time after early 2020 it has implemented *work from home*. Although many jobs were delayed and could not be carried out properly, the unsatisfactory impact in terms of work was still issued a mayor's circular for work *from home* which was enforced after several state civil servants. City governments were also affected by *covid*, and after rapid tests were carried out on employees in the regional secretariat, it turned out that 15 people tested positive which was eventually extended *Work from home* 14 working days are attempted throughout the end of 2020.

Regional secretaries, mayors, and their families were also affected by *covid* and hospitalized. This work-from-home decision is based on a circular letter from the mayor of Malang issued on November 27, 2020, regarding the implementation of work-from-home within the Malang City government. Finally, the second work-from-home of the Malang city government was enforced from November 30, 2020, to December 4, 2020, only a few employees who were active as guards and control the workspace were allowed to enter work half a day and others working from home. By the mayor's SOP after rapid tests in the Malang city government secretariat and it was proven that there were several who were positive for *covid*, the mayor took a stance to work from home for state civil servants or employees to reduce activities outside the office, work from home is a step to anticipate wider spread. From the results of several lists of questions circulated about the impact of working from home, some questions and answers are below.

The answer to question number 1 can be classified as follows:

- a) 28 people agree with the classification as follows:
  - 1) Avoiding direct service
  - 2) Maintain the health of yourself and your family
  - 3) Can keep the family at home
  - 4) Can carry out online services from home
  - 5) Work can be while doing work at home
  - 6) Coordination and rapport-rapport can be done at home
- b) 16 people disagree for the following reasons:
  - 1) Coordination of main function resulting in pain
  - 2) Work cannot be done alone must be done with *a team*
- c) 14 people disagreed on the following grounds:
  - 1) Difficulties of service to the immediate community
  - 2) Difficulty serving other work units
  - 3) Can't work with *online*
  - 4) Poor lineup and performance targets



- 5) Difficulty finding a budget because it does not communicate directly

Question number 2 answer can be classified as follows:

- 1) Compliance with the president's appeal and follow-up to the mayor's decree: 12 people
- 2) Minimizing the spread of covid: 13 people
- 3) Creating a work-at-home system or adjusting the work system: 6 people
- 4) Prohibition of face-to-face services: 3 persons
- 5) More flexible in working: 5 people
- 6) Still, the step of work must have disadvantages and advantages: 8 people
- 7) Frequent miscommunication and data security issues: 6 people
- 8) Not all work can be done at home: 5 people

Total number: 58 persons

Answer to question number 3: how to work at home

**Table 1.** How Covil Apparatus work from home

No	Online/computer	Video call /handphone	Telephone/handphone	Press conference
	33 people	8 persons	11 people	6 persons

Source: author (2020).

Answer to question number 4: comfort in work

**Table 2.** Comfort in work

Comfortable	28 people
Uncomfortable	30 people
Sum	58 people

Source: author (2020).

Reason:

Convenient said by 28 people for reasons that can't be classified as follows:

- 1) Save on household expenses, (usually, there is a cost of gas, between children to be deposited)
- 2) Can take care of children studying at home
- 3) Helping kids learn *online*
- 4) Can caring for sick parents
- 5) Work can be completed by working at home *online*

The discomfort was said by 30 people for the following reasons:

- 1) Not getting travel operating money
- 2) Reduced revenue
- 3) Work cannot be completed
- 4) Distracted with children's schooling at home – scrambling for *online* tools.
- 5) Work cannot be done at home because it is coordinating
- 6) Feeling that you have not worked anything in the last 6 (six) months (erratic office entry)

Answer number 5 is about the disadvantages and weaknesses of working from home or the negative side of *working from home*. The answers of 58 people can be classified as follows:

- 1) *Monitoring* work difficulties: 9 persons
- 2) Decreased work motivation: 6 people
- 3) Many work interruptions: 11 people
- 4) Frequent miscommunication: 8 persons
- 5) Data security issues: 7 persons
- 6) House operating costs increased: 12 persons
- 7) Not all work can be done at home: 5 people

Answer number 6 about the advantages or positive sides of *working from home*. The answers of 58 people can be classified as follows:

- 1) Office operational costs can be controlled: 5 people
- 2) More flexible: 5 persons
- 3) Closer to the family: 31 persons
- 4) Can learn a new work system: 10 people
- 5) Get to know new apps: 7 people

Answer number 7 about the solution of work that experiences obstacles as follows:

**Table 3.** Solution of work that experiences obstacles

There is a solution	13 people	Can be done completely the problem
No solution	45 people	Cannot be done completely or delayed

Source: author (2020).

The answer to question number 8 about family attitudes towards *work from home* is as follows:

- 1) Happy: 43 persons
- 2) Unhappy: 15 persons
- 3) Bored at home 31 people and 27 people cari variations
- 4) Lots of playing mobile: 58 people
- 5) Watch a lot of movies on cellphone: 58 people

Answer number 10 about *work-from-home* impact as follows:

For local governments:

- 1) Government budget revenue drops drastically s s
- 2) Many workers are unable to get a job
- 3) Security and order were disturbed
- 4) Services to the community were disrupted and delayed

Share ASN:

- 1) Much work remains unfinished
- 2) Fear
- 3) Decreased motivation and productivity
- 4) Additional activities were not running
- 5) For many activities, the budget is diverted
- 6) Projects are delayed a lot

The policy impact of *working from home* is part of policy evaluation which is the final stage in the policy process (Stewart, 2000) which states that policy evaluation essentially

studies the consequences of public policy. The impact of a policy that is part of policy evaluation as a functional activity has been carried out for a long time since public policy began to be recognized. Anderson (1979) argues that policy evaluation focuses on the estimation, assessment, and estimation of policy implementation and impacts. As a functional activity, policy evaluation is carried out in all stages not just in the final stage.

Policy impact is one of the things an evaluator can do in evaluating policies. Evaluation of policy impacts focuses more on *outputs* and impacts than on processes. The impact is a change in both physical and social conditions as a result of policy outputs. The intended consequences are both consequences that can cause new behavior patterns in target groups and consequences that are not able to cause new behaviors in target groups, according to Anderson that policy impacts have several dimensions, namely:

- 1) Expected or unexpected policy impacts.
- 2) Policy waste to situations or people that are not the main target or purpose of the policy.
- 3) Policy impacts can occur or affect current or future conditions.
- 4) The impact of the policy on *direct costs*.
- 5) The impact of the policy on *indirect costs (indirect costs)*.

From some of these answers if analyzed according to Wibowo (1994) the impact dimension can be classified as follows:

- 1) Time. This dimension is an important dimension related to policies that have an impact now and in the future
- 2) The difference between the impact of a k actual and expected. Evaluators need to pay attention to undesirable and contrary-to-expected impacts.
- 3) Impact aggregation rate. The impact felt individually will be able to affect changes in society as a whole.
- 4) The types of impact are:
  - a. impact on economic life.
  - b. impact on the policy-making process.
  - c. impact on public attitudes.
  - d. impacts on the quality of life of individuals, groups, and societies of a non-economic nature.

From some of the respondents' answers, it can be classified that:

- a) Individual impact. This individual impact can touch on the individual's life which is an aspect of the affected of psychic impact, environmental impact, economic impact, social and personal impact. So, from some psychological answers of employees about changes in work patterns, work patterns must suddenly create new situations and methods that must be creatively reflected by the employees themselves, while the family and community environment can be influenced by the positive and negative sides mixed to influence each other and attract both the family environment and the community environment, Similarly, the economic impact is closely related to income and family income.
- b) Organizational Impact. The impact of a policy can be felt by an organization or group either directly or indirectly. Direct impacts can be in the form of disruption or assistance in achieving organizational or group goals while a policy can also have an indirect impact on an organization or group, for example through increasing employee morale and discipline from members of the organization or group itself. The impact of *working*



from home on the organization is disruption of coordination and service to their tasks that require service.

- c) Impact on society. The impact on society by a policy shows the extent to which the policy affects the capacity of the community to serve its members because the community is a unit that serves its members.
- d) Impact on social institutions and Systems. Several indicators can be used as basic guidelines to see whether a social system is weak or not, namely overload, uneven distribution, resource supply that is considered lacking, weak adaptation, impaired coordination, decreased legitimacy, decreased trust, closed correction mechanisms, and adaptation replaced with a quota system.

In this study, the theory used is a theory of expected and unexpected impacts that include individual impacts, organizational impacts, and impacts on institutions and social systems.

## Conclusion

The *concept of work from home* was sparked when the industrial revolution 4.0 began where machines and advanced technology with the concept of automation have been relied on in the production process of goods and all needs can be met through digitalization. The Minister of State Apparatus Empowerment and Bureaucratic Reform stated that civil servants in the conditions of the spread of Covid-19 inevitably had to adjust by working from home, finally to be urged in several City and Regency areas to be able to anticipate the implementation of *work from home* for the state civil apparatus. Work From Home implementation does not mean not entering the office but completing work can be completed at home using existing technology and information. The spirit of *implementing work-from-home* in the state civil apparatus is so that employees continue to provide the best service and maintain productivity by providing flexibility in work locations during the outbreak of the COVID-19 pandemic. The implementation of *work from home* for the country's civil apparatus also has an impact on employees, organizations, the environment, and society as well as social systems. Employees are given flexible time to work from home and be closer to family, but obstacles to productivity will arise when during work from home and cannot discipline themselves in managing time. *Work from home* is the formation of a new work culture and work-life pattern that relies on innovation and creativity of employees and work full-time to complete the work that is their workload the impact of *work from home* is that comfort in working that is disrupted serve the community or *stakeholders* is also disrupted and not optimal.

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