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## A 'BUILD BACK BETTER' STRATEGY AND THE MODERNISATION OF KUA SERVICES FOLLOWING A HYDROMETEOROLOGICAL DISASTER IN LANGSA CITY

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### Abstract

*The extreme hydrometeorological disaster that struck the coastal areas of Langsa City at the end of 2025 has clearly exposed systemic vulnerabilities in public service infrastructure, particularly at the level of the Office of Religious Affairs (KUA). Damage to electronic equipment and the threat of deterioration to the community's sacred civil documents due to floodwater require a far more robust recovery strategy, rather than merely architectural repairs. This policy paper critically examines the imbalance in the 2026 recovery budget allocation, where a substantial sum of Rp 505,320,000 is focused exclusively on the physical reconstruction of buildings, whilst investment in digital archive mitigation has been neglected. Using a qualitative approach through a case study design, this study collected primary data from 30 KUA officials and analysed national strategic documents. A diagnosis using a SWOT quadrant matrix places the institution in a 'Turn-Around' position, necessitating immediate internal reform. Furthermore, testing policy alternatives using William Dunn's parameters demonstrates that a strategy of purely physical improvements constitutes a genuine inefficiency for the state. As a concrete solution, this study recommends a physical-digital integration strategy within the 'Build Back Better' framework through the instrument of the Revised Operational Guidelines for Activities (POK). This tactical step synergises rehabilitation funds with the procurement of high-speed scanning devices and cloud repository systems, to ensure that the civil identity rights of the public remain viable and are protected in perpetuity, transcending all future threats of climate crisis.*

**Keywords:** *Hydrometeorological disasters, Build Back Better, Office of Religious Affairs (KUA), digitisation of archives, public policy.*

### INTRODUCTION

The escalation of global climate anomalies over the past decade has triggered a drastic shift in the frequency of hydrometeorological disasters, which directly threatens the stability of public infrastructure in various coastal regions (BNPB, 2024). The projected continued increase in extreme rainfall demands that all government agencies fundamentally overhaul their emergency preparedness standards. The crisis management paradigm framework in the era of contemporary bureaucracy can no longer be sustained using a reactive approach focused solely on post-event recovery (Mutiarin & Moner, 2021). Instead, the integration of risk mitigation into within agencies' operational plans has become an absolute prerequisite for ensuring the

continuity of public services amidst the uncertainty of natural conditions. Current public policy analysis unequivocally concludes that a failure to anticipate the impacts of climate change will result in the disruption of services across the vertical hierarchy, right down to the grassroots level (Fildzah et al., 2025). Consequently, the resilience of physical infrastructure, aligned with the safeguarding of the state's information assets, now serves as the litmus test for the integrity of public services in the future.

At the national level, the Indonesia Emas 2045 vision has laid the foundations for harmonising human development and environmental conservation as the main pillars of national resilience. The government has made it mandatory for every government unit to adopt the *Build Back Better* (BBB) philosophy in every process of reconstructing state assets following a disaster, aiming not merely to restore the original function of buildings, but to improve the quality of infrastructure to make it more resilient (United Nations Office for Disaster Risk Reduction [UNDRR], 2015). In response to these strategic challenges, the Ministry of Religious Affairs' 2027 Baseline Document, designed by the Ministry's Planning and Budgeting Bureau, sets out a transformative policy direction through the Asta Protas programme, in which the development and modernisation of the Office of Religious Affairs (KUA) is one of the highest priorities (Ministry of Religious Affairs of the Republic of Indonesia, 2026). This grand vision mandates that the KUA must transform from a mere administrative entity into a hub for religious services supported by a comprehensively resilient digital ecosystem (Supriyadi & Rahmawati, 2023).

However, the operational reality on the ground often presents a worrying paradox. The province of Aceh, particularly the city of Langsa, is situated in a zone with a very high risk of hydrometeorological disasters due to its coastal topography and the characteristics of the river that bisects the city (Afrian et al., 2021). The tragedy of the hydrometeorological cyclone that struck Langsa City in late November 2025 serves as empirical evidence of this institutional vulnerability. The Langsa Barat Religious Affairs Office (KUA), located in the high-risk zone of Gampong Matang Seulimeng, suffered floodwater infiltration that successfully paralysed the computer systems used for public services and damaged the printers for vital documents. Although most state documents, such as marriage certificates and waqf deeds, were successfully evacuated manually by staff, the threat of physical deterioration due to extreme post-flood humidity remains a permanent risk threatening the civil legality of the community (Pramono & Kusumawati, 2022). Physical isolation resulting from the disruption of the main road access to the Langsa Timur and Langsa Lama KUA further adds to the long list of operational paralysis faced by the agency during the crisis.

A managerial irony emerges upon examining the 2025 Government Agency Performance Accountability Report (LAKIP) from the Langsa City Office of the Ministry of Religious Affairs, which highlights a highly satisfactory performance achievement of 95.59 per cent and a 100 per cent success rate on the *Early Warning System* indicator (Langsa City Office of the Ministry of Religious Affairs, 2026). The candid admission in the audit report actually reveals hidden systemic weaknesses, namely the lack of a proper national archive and the highly vulnerable condition of working equipment. The paradox between the ' ' report of success on paper and the

reality of asset destruction on the ground when faced with flooding indicates a lack of alignment in strategic planning. This is further underscored by the breakdown of the Work Papers for the Islamic Religious Affairs Unit for the 2026 Financial Year, which allocates a substantial sum of Rp 505,320,000 solely for the physical architectural restoration of five KUA buildings (Ministry of Religious Affairs Office, Langsa City, 2026). Meanwhile, the budget for the maintenance of information technology infrastructure is set at an irrational figure of Rp 100,000 per year per KUA, representing a fatal imbalance between an obsession with physical improvements and the neglect of digital archiving modernisation (Setiawan & Hakim, 2022).

Based on the analytical gaps outlined above, this study focuses on the urgency of integrating digital archive modernisation into post-disaster physical infrastructure recovery strategies within the Langsa City KUA. The key issue raised is how the absence of local regulations and budgetary allocation disparities, which marginalise digital archive infrastructure, directly threaten the continuity of essential public services. This study aims to provide an in-depth policy evaluation and formulate a holistic *'Build Back Better'* strategy, where recovery is not merely focused on the physical structures of buildings, but on the resilience of civil data—the lifeblood of civil administration.

## **RESEARCH METHODOLOGY**

This study was conducted using a qualitative approach based on a *case study design*, which allows for an in-depth examination of anomalies in the governance of hydrometeorological disaster recovery within the KUA service system in Langsa City (Ministry of National Development Planning/Bappenas, 2025). The case study design was chosen because the focus of this research is limited to a specific locus representing the failure of the integration of physical and digital mitigation measures following the November 2025 cyclone. To ensure the validity and precision of policy arguments, empirical evidence was gathered through the triangulation of primary and secondary data sources.

Primary data was collected using a structured questionnaire-based survey distributed to 30 civil servants. This sample was selected to represent the frontline service population, comprising Heads of Religious Affairs Offices (KUA), marriage registrars, extension workers, and *Information Technology* (IT) operators at five KUA offices across the city of Langsa that were affected by the disaster. The focus of the instrument was directed at measuring the civil servants' level of *cloud literacy* regarding archive mitigation, the effectiveness of early warning systems, and the resilience of the agency's independent infrastructure during emergencies. On the other hand, secondary data was extracted through a *desk review* of the Ministry of Religious Affairs' administrative policies, including the 2025 Performance Report of the Ministry of Religious Affairs in Langsa City, the Detailed Work Plan of the Islamic Religious Affairs Unit for the 2026 Financial Year, and the Ministry of Religious Affairs' 2027 Baseline Framework.

The policy analysis process is carried out in two structured stages. The first stage involves diagnosing the strategic position using a *Strengths, Weaknesses,*

*Opportunities, and Threats* (SWOT) matrix, which aims to analyse the interaction between the organisation's internal capabilities and the dynamics of the external environment. The second stage focuses on policy prescription, in which various alternative solutions derived from the SWOT matrix are rigorously evaluated using William Dunn's (2018) criteria assessment parameters. The testing of alternatives is centred on the principles of data protection effectiveness, budgetary efficiency, and administrative feasibility, to ensure that the formulated recommendations are logical, legally binding, and fully implementable.

## **RESULTS AND DISCUSSION**

### **Theoretical Framework and Policy Mapping**

An analysis of the lack of integration between physical rehabilitation and digital modernisation requires an analytical approach grounded in the *Build Back Better* (BBB) paradigm and digital resilience in the public sector. The BBB concept, initiated through the Sendai Framework, dictates that post-disaster recovery must be oriented towards reducing future structural risks, rather than merely restoring pre-disaster physical conditions (UNDRR, 2015). In the discourse on public service infrastructure, the application of BBB that disregards the resilience of cyber systems is considered a false recovery (Hidayat & Wibowo, 2021). Digital resilience theory asserts that the modernisation of government agencies must create an ecosystem in which data integrity and service continuity remain intact, regardless of the destruction of physical facilities (Setiawan & Hakim, 2022). Regulatory-wise, this aligns with the mandate of Law No. 43 of 2009 on Archiving and Presidential Regulation No. 95 of 2018 on the Electronic-Based Government System, which require the protection of vital state archives from disaster threats through digital media.

Although the policy framework at national level is aligned, implementation at local level is often hampered by bureaucratic rigidity and sectoral budgetary interests. A rigid interpretation of local government financial regulations often leads to the segregation of funding, whereby capital expenditure for building restoration is strictly separated from expenditure on the maintenance of digital infrastructure (Nugroho, 2021). It is these administrative barriers that have created a paradox within the Langsa City Ministry of Religious Affairs, where hundreds of millions of rupiah are instantly allocated for architectural construction, yet the innovation of migrating archives to a *cloud* format does not receive proportionate funding.

### **Diagnosis of the Root Causes and Institutional Vulnerabilities**

A comprehensive analysis of the actual conditions in Langsa City identified five root causes that confirm the city's institutional vulnerability. In terms of *human resources*, the study found that agencies were heavily reliant on manual evacuation procedures. The fact that the marriage register was saved on the night of the incident depended entirely on the physical readiness of the officer on duty to move the documents to a higher elevation, a method that is highly risky and does not represent modern bureaucratic risk mitigation. Limited literacy regarding digital asset mitigation

means that officials are not yet accustomed to implementing automatic backup systems (Afrian et al., 2021).

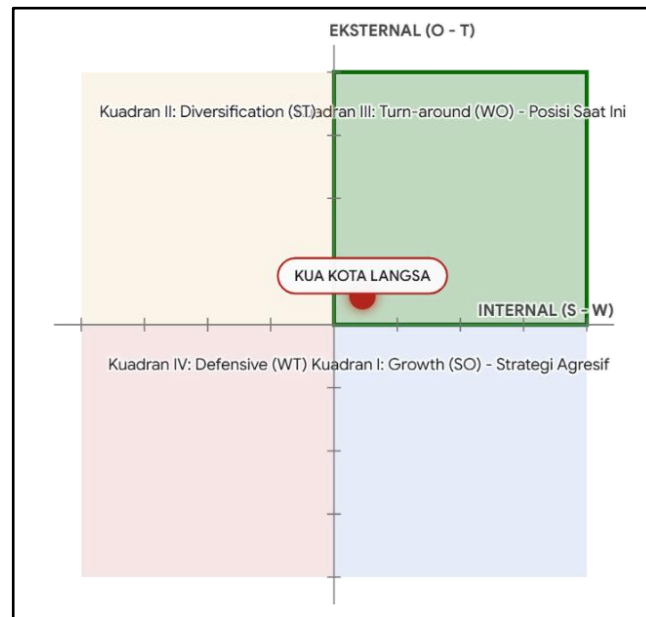
In terms of the budget (*material*), the imbalance in the funding structure is the most significant limiting factor. The freezing of the IT equipment maintenance budget at an irrational figure of Rp 100,000 per year makes *cloud-based data backup* efforts impossible to implement. This spills over into the infrastructure dimension (*machine*), where the lack of a disaster-proof archive warehouse and the absence of a local *repository server* resulted in the KUA's operational equipment being destroyed without resistance when submerged by floodwaters. Furthermore, from the methodological dimension, this recovery approach—which remains sector-specific—creates a dissonance with the claim of a perfect early warning indicator in the previous year's performance evaluation (Ministry of Religious Affairs Office, Langsa City, 2026). Finally, the environmental dimension (*milieu*) exacerbated the situation due to the geographical fact that the KUA building is situated in a high-risk flood zone where water levels can reach one metre.

### **SWOT Matrix Analysis and Strategic Positioning**

An assessment of internal and external strategic factors was carried out to determine the institution's future policy direction. The *Internal Factor Evaluation* (IFE) analysis confirmed that although the institution possesses a significant strength in the form of a building rehabilitation budget of Rp 505,320,000, this strength is significantly offset by critical weaknesses, namely the lack of an archive storage facility and inadequate IT funding. The low total IFE score reflects the institution's inability to mitigate its structural weaknesses internally. On the other hand, the *External Factor Evaluation* (EFE) analysis indicates that the threat of annual hydro-meteorological cyclones exerts massive destructive pressure. However, the institution actually has a transformative opportunity arising from the implementation of the Ministry of Religious Affairs' 2027 Baseline Policy, which calls for the standardisation of modern KUA offices across the entire archipelago (Ministry of Religious Affairs of the Republic of Indonesia, 2026).

### **Visualisation of the SWOT Quadrant Matrix: Resilience of the Langsa City KUA**

The interactive widget below visualises the strategic position of the Langsa City Ministry of Religious Affairs based on factual data from the 2025 LAKIP and the 2026 Work Plan Details. We can see how these coordinates determine the direction of the 'Turn-Around' policy.



Based on the visualisation above, which places the agency in Quadrant III, the policy narrative to be developed in the following chapter is no longer merely about “requesting a budget”, but rather about “**re-engineering budget allocation**”.

The graphical intersection of internal and external score aggregates places the Langsa City Ministry of Religious Affairs in the *Turn-Around* Quadrant (WO Strategy). This strategic position indicates that the institution cannot adopt an aggressive expansion strategy before addressing its internal structural weaknesses. The policy narrative constructed based on this quadrant demands a re-engineering of budget management. Financial capital allocated for recovery must be directed towards addressing the shortcomings in the availability of digital data facilities. The formulation of the TOWS matrix converges on one primary priority strategy: legally revising the Operational Activity Guidelines (POK) to redirect a portion of the budget for physical construction towards funding the procurement of high-speed scanners and cloud computing infrastructure.

This physical-digital integration strategy embodies the *‘Build Back Better’* mandate, whereby KUA buildings are not merely repainted, but equipped with the capabilities for *paperless continuity*. An evaluation using William Dunn’s (2018) feasibility criteria confirms that this integration option offers the highest levels of effectiveness and budgetary efficiency, as it comprehensively addresses emergency archiving issues without requiring additional capital expenditure from the State Budget (APBN) outside the current cycle.

## **POLICY SELECTION ALTERNATIVES**

### **Formulation and Evaluation of Policy Alternatives**

As a logical extension of the institution’s position in the *Turn-Around* quadrant, this study formulates three main policy alternatives to untangle the complex web of post- cal disaster recovery at the Langsa City KUA. The first alternative is to maintain

*the status quo* through conventional structural rehabilitation. This approach directs the entire budget allocation of Rp 505,320,000 purely towards physical building repairs, such as raising the floor elevation of service areas in the red zone prone to flooding (Langsa City Ministry of Religious Affairs Office, 2026). Although this step promises the restoration of the architectural form, it has a fatal flaw in that it does not address the aspect of digital technology transformation at all.

The second alternative offers a physical-digital integration strategy through the revision of the Operational Activity Guidelines (POK). This strategy is a concrete manifestation of the *'Build Back Better'* philosophy, whereby the allocation of recovery funds is re-engineered to finance two needs simultaneously: the repair of building structures and the provision of digital infrastructure. Through a partial reallocation of expenditure on physical materials, the KUA can procure *high-speed* document *scanners* and subscribe to *cloud storage* systems. Meanwhile, the third alternative proposes a holistic transformation through the relocation and construction of a modern KUA in a flood-free area. Although this third alternative is highly ideal and represents the full vision of a *smart building*, its implementation is hindered by the projected requirements of the State Budget (APBN), which are excessively large, as well as the cross-sectoral land acquisition process that takes years (Mutiarin & Moner, 2021).

To determine the most appropriate policy option, the three alternatives were evaluated using six analytical parameters proposed by Dunn (2018), namely effectiveness, efficiency, adequacy, equity, responsiveness and accuracy. The results of the empirical evaluation ruled out the first and third alternatives. The first alternative (purely physical) was deemed highly ineffective (score of 2 out of 5) as it offered no guarantee of security for civil documents should flood levels exceed the elevation of the newly constructed building. Conversely, the third alternative (total relocation) proved to be time-inefficient and lacked the necessary resources to be implemented within the current financial year (score of 1 out of 5).

A comparative analysis confirms Alternative Two (Physical-Digital Integration) as the most superior solution, having achieved the highest cumulative evaluation score. In terms of efficiency, this strategy maximises *value for money* within the budget of Rp 505 million without imposing any new fiscal burden on the state (Hidayat & Wibowo, 2021). In terms of responsiveness and accuracy, the digitisation of archives into a cloud server directly addresses public concerns regarding the loss of their civil legal identity following the cyclone. Furthermore, this alternative is most relevant in meeting the adequacy parameter as it aligns with the mandate of the Ministry of Religious Affairs' 2027 *Baseline Policy*, which requires the transformation of KUA offices into smart, digitised religious service centres (Ministry of Religious Affairs of the Republic of Indonesia, 2026).

### **Policy Recommendations and Implementation Roadmap**

Based on the validity of the analytical evaluation above, this study recommends the issuance of regulations at the local level that possess absolute legal binding force ( ) for the entire budget management process. The recommended legal instrument is a **Decision by the Head of the Langsa City Office of the Ministry of Religious Affairs**

regarding "Guidelines for the Integration of Physical Infrastructure Rehabilitation and Digital Mitigation (*Build Back Better*) in Disaster-Affected KUA Services". This decision is imperative in nature, explicitly instructing the Commitment-Making Officials (PPK) to execute revisions to the DIPA/POK, whilst obliging all KUA units in Langsa City to adopt Standard Operating Procedures (SOPs) for paperless services during times of crisis.

To ensure that this legislation does not remain merely theoretical, this study has drawn up a measurable five-year (2026–2030) Policy Implementation *Roadmap*.

**In the first phase (2026)**, the focus of implementation is on legalisation and budget reallocation. The primary objective is the approval of the revised POK by the State Treasury Service Office (KPPN) and the distribution of digitalisation hardware to the five KUA affected by flooding.

**Entering the second phase (2027)**, the KUA are required to migrate *legacy documents*, such as waqf deeds and marriage registers from the previous decade, into a digital format synchronised in the cloud, as well as to conduct operational simulations of emergency *paperless* services (Supriyadi & Rahmawati, 2023).

**The third phase (2028)** focuses on expanding the scope and systemic integration, during which *the local cloud server* of the Ministry of Religious Affairs in Langsa City will begin to be synchronised with the ministry's central databases, such as the Marriage Management Information System (SIMKAH), whilst also rolling out this digital mitigation policy to KUA units in low-risk zones.

**In the fourth phase (2029)**, an evaluation will be carried out through a system resilience audit to measure cybersecurity resilience and the physical resilience of the building following rehabilitation.

**By the fifth phase (2030)**, the vision of digital self-reliance is expected to be fully realised, with all KUA facilities in Langsa City officially declaring themselves a *Smart Office* ecosystem that is resilient to hydrometeorological disasters, ensuring complete public service satisfaction (Setiawan & Hakim, 2022).

## CONCLUSION

The threat of bureaucratic paralysis and the risk of the destruction of the state's civil and legal documents within the Langsa City KUA stem, in essence, from the lack of systemic integration between post-disaster physical recovery and the strengthening of digital infrastructure. The availability of a massive rehabilitation budget allocation in the 2026 State Budget is at risk of becoming a recurring fiscal waste if the state continues to ignore the urgency of cyber modernisation in the *Build Back Better* phase. This study empirically demonstrates that a *Turn-Around* strategy through physical-digital integration, utilising the revision of the Operational Activity Guidelines (POK), constitutes the most rational, effective, and implementable policy solution.

The policy of partially reallocating funds from building construction to finance the establishment of a digital repository ecosystem (*cloud computing*) has not only succeeded in safeguarding the public's civil data from the threat of extreme weather. Moreover, this strategic move has transformed the KUA into a smart, excellent and resilient public service centre, in line with the Ministry of Religious Affairs' vision of

modernisation. Guided by a measurable implementation roadmap, the Ministry of Religious Affairs in Langsa City is believed to be capable of breaking the curse of annual disaster vulnerability and emerging as a national model in realising civil bureaucratic services that are enduring, adaptive, and responsive, transcending the threats of future global climate crises.

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