

Readiness Analysis for Regional Public Service Agency Implementation Focusing on Substantive and Technical Requirements in North Maluku Province

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ABSTRACT

This study aims to analyze the readiness of the UPTD Balai Kawasan Konservasi Perairan Daerah (BKKPD) of North Maluku Province in implementing a Regional Public Service Agency (BLUD) by examining the fulfillment of substantive and technical requirements. This research employs a descriptive qualitative approach, with data collected through interviews, observations, and documentation. The results indicate that BKKPD has met the substantive requirements, which include operational duties and the provision of semi-commercial services for the public. The technical requirements in the eligibility criteria have also been met, covering the potential for improving service delivery effectiveness and technical specifications directly related to public services. However, in the potential criteria, further study is needed to identify potential services that BKKPD can develop after transitioning to BLUD status. The financial management flexibility provided by BLUD is expected to support BKKPD in performing its duties more responsively and adaptively to conservation needs and public services. These findings are expected to assist the North Maluku Provincial Government in assessing BKKPD's readiness to transform into a BLUD and enhance the benefits of its services to the community.

Keywords: BLUD; Conservation Management; Flexibility; Public Service; Sustainability

INTRODUCTION

The sustainability of aquatic resources is a critical issue for Indonesia as an archipelagic country with rich marine ecosystems. Establishing marine conservation areas is a strategic step to preserve biodiversity and ensure that aquatic resources are safeguarded for future generations (Safitri & Pradana, 2022). According to the Director General of Marine and Coastal Resources Management, the Indonesian government aims to establish 32.5 million hectares of marine conservation areas by 2030, representing approximately 10% of Indonesia's total aquatic territory. The development of these conservation areas is not solely focused on preserving marine biodiversity but is also expected to support local economic growth through sustainable fisheries and marine ecotourism activities. However, most marine conservation areas in Indonesia have yet to deliver significant economic benefits to local communities. Improved management and the involvement of various stakeholders are crucial to ensure these conservation areas function effectively, both in preserving biodiversity and in promoting the development of the marine sector while enhancing community welfare.

The primary challenges faced by the Regional Technical Implementation Unit (UPTD) in marine conservation areas are limited management budgets and insufficient human resources, both in quantity and capacity, which hinder the effectiveness of conservation management activities. Additionally, rigid bureaucracy restricts the ability to establish strategic partnerships, whether with the private sector or local communities (Trisnayani et al., 2024). The implementation of Regional Public Service Agencies (BLUD) presents a strategic option for UPTD managing marine conservation areas. The BLUD concept aims to deliver public services more effectively, efficiently, economically, transparently, and responsibly, while adhering to principles of propriety, equity, and benefit in line with sound business practices (Sugiyono, 2021). Financial management within the BLUD framework enables public services to be more professional, effective, simple, transparent, timely, responsive, and adaptive (Deseri et al., 2021). To adopt the BLUD financial management model, UPTDs are required to meet the criteria established in the Ministry of Home Affairs Regulation No. 79 of 2018. This regulation outlines three main requirements: substantive, technical, and administrative.

This study focuses on fulfilling the requirements for BLUD implementation from substantive and technical perspectives. The substantive requirements refer to the operational tasks and functions carried out by the UPTD in providing public services. These services focus on the provision of semi-commercial goods or services, meaning that while these services can generate revenue, the primary orientation remains on serving the community rather than profit-making. This function must align with BLUD's primary objective of delivering tangible benefits to the community. The technical requirements for BLUD implementation relate to the UPTD's operational capacity to provide adequate services and its potential to improve service delivery and financial performance if managed under the BLUD framework. The adequacy criterion emphasizes the potential to enhance service delivery in an effective, efficient, and productive manner. UPTD must also possess technical specifications relevant to community needs and directly related to the services provided. Meanwhile, the potential criterion requires UPTD to have a clear development plan for their service units, an increasing number of service users, and projections for improving service quality to the community. This criterion also involves revenue planning and long-term development projections for the coming years. Thus, UPTD with the potential to become BLUD must have a clear and measurable development plan and the ability to improve financial performance and community services. The technical requirements for BLUD implementation are outlined in a feasibility study, which serves as the basis for

formulating recommendations for BLUD implementation deemed viable and promising by the local government.

LITERATURE REVIEW

The concept of the Regional Public Service Agency (BLUD) in Indonesia was introduced as a strategy to improve the quality of public services through more flexible financial management. Based on Regulation of the Minister of Home Affairs 79 of 2018 on Regional Public Service Agencies, BLUD is a system applied by regional government work units or specific units within those work units to deliver services to the public with financial management flexibility, as an exception to general regional financial management regulations. The primary focus of BLUD is to deliver optimal public benefits and services while adhering to the principles of efficiency and productivity grounded in sound business practices.

This principle of flexibility is closely aligned with the New Public Management (NPM) theory by Hood (1991), which adopts private-sector managerial approaches to promote efficiency, accountability, and responsiveness in the public sector. NPM emphasizes the importance of adaptability in public management to effectively meet the needs of the community. This approach is further supported by the concept of "reinventing government" from Osborne and Gaebler (1992), which views public bureaucracy as needing to adopt an entrepreneurial mindset to encourage innovation and operational flexibility. Reinventing bureaucracy is a concept focused on transforming systems or frameworks to ensure government processes operate with accountability, responsiveness, innovation, professionalism, and entrepreneurial principles (Sugiyono, 2021). The implementation of BLUD in Indonesia reflects the integration of NPM principles and the reinventing government approach, where financial flexibility enables BLUD to adapt to local needs and establish strategic partnerships that enhance service delivery. By applying NPM and entrepreneurial principles, UPTD operating as BLUD is expected to provide more efficient, responsive, and sustainable public services that meet community needs. This approach not only improves the quality of public services but also strengthens accountability and transparency in regional financial management.

RESEARCH METHOD

This study employs a qualitative approach with a descriptive method. Qualitative research aims to understand phenomena in-depth by exploring the meanings derived from the experiences of research subjects (Sugiyono, 2021). The descriptive method was chosen to provide a comprehensive overview of the readiness of the UPTD Balai Kawasan Konservasi Perairan Daerah (BKKPD) of North Maluku Province in implementing the Regional Public Service Agency (BLUD), particularly concerning substantive and technical requirements. This approach enables the researcher to explore various factors influencing the readiness of UPTD to transition to BLUD status. Data collection was conducted using several techniques, including in-depth interviews, observations, and documentation. In-depth interviews involved 11 respondents, consisting of 4 respondents from Dinas Kelautan dan Perikanan Provinsi Maluku Utara (Marine and Fisheries Office of North Maluku Province), 5 respondents from the UPTD BKKPD, and 2 respondents who are external conservation management experts. Observations were carried out to directly examine the operational readiness of the UPTD, including infrastructure, human resources, and the management systems used in conservation areas. Additionally, relevant documents related to policies, regulations, and conservation area development plans were collected to supplement the data needs.

The collected data were analyzed using descriptive methods, involving reduction and thematic grouping based on issues related to substantive and technical requirements. The analysis results are presented in a structured narrative format to provide a comprehensive understanding of the readiness of the UPTD Balai Kawasan Konservasi Daerah in North Maluku Province for BLUD implementation. This study applies source triangulation and method triangulation techniques. Source triangulation involves comparing information obtained from different respondents, while method triangulation combines the findings from interviews, observations, and documentation (Sugiyono, 2010).

RESULTS

The establishment of the UPTD BKKPD in North Maluku Province is based on North Maluku Governor Regulation No. 37 of 2019, which amended Regulation No. 45 of 2017 concerning the Formation, Position, and Organizational Structure of UPTD under the Marine and Fisheries Office of North Maluku Province. The UPTD BKKPD is tasked with managing marine conservation areas within North Maluku Province, encompassing a conservation area of 600,333.25 hectares. Based on interviews and observations, BKKPD has an organizational structure designed to fulfill its duties and functions, which includes the head of BKKPD, a sub-section for administration, a functional job group, a conservation area management division, a conservation area development division, and regional coordinators. However, the current number of human resources (HR) is significantly below the ideal requirement to support various conservation management activities. According to data analysis, the UPTD BKKPD requires 41 personnel but currently has only 5, resulting in a shortage of 36 staff members. While strategic positions such as the head of UPTD, administrative head, and division heads have been filled, staffing in critical roles such as the conservation development division, conservation management division, regional coordinators, and functional positions for marine and coastal ecosystem management remains very limited.

The UPTD BKKPD provides essential services such as the utilization of conservation areas, permits for video production, commercial photography, research activities, and permits for tourist vessels entering conservation areas. As of 2024, the UPTD has not generated retribution revenue from these services, as it has lacked regulations governing the collection of retributions since its establishment. Although the North Maluku Province Regional Regulation No. 1 of 2024 concerning Regional Taxes and Retributions has been enacted as the legal basis for setting retribution tariffs, its implementation has not been effective within the UPTD BKKPD. This is due to unclear authority delineation between BKKPD, the Marine and Fisheries Department, and the North Maluku Provincial Office of Investment and One-Stop Integrated Services, particularly regarding licensing services. These challenges hinder efforts to optimize retribution revenue, which is crucial for supporting the sustainability of conservation area management. The UPTD BKKPD of North Maluku Province conducts periodic evaluations of service performance to measure the effectiveness of its core functions. The primary focus of these performance evaluations is the utilization and preservation of conservation areas through licensing, supervision, partnerships, and community awareness programs. The following table presents data on BKKPD's basic service performance over the last three years, specifically for 2021, 2022, and 2023.

Table 1. Service Performance

Type of Basic Services	Performance by Year		
	2021	2022	2023
Licensing services and utilization of conservation areas	160%	120%	140%

Monitoring services and supervision of conservation area utilization	100%	100%	100%
Partnership and community empowerment services	0%	0%	0%
Awareness services and provision of information on the protection, preservation, and sustainable utilization of conservation areas	0%	0%	0%

Source: Processed Service Performance Data (2024)

Based on Table 1, licensing services and the utilization of conservation areas experienced fluctuations, with the highest achievement of 160% in 2021, decreasing to 120% in 2022, and rising again to 140% in 2023. Monitoring and supervision services for conservation area utilization demonstrated consistent performance, maintaining a steady achievement rate of 100% annually. Meanwhile, no performance achievements were recorded for partnership and community empowerment services, nor for awareness services and the provision of information on the protection, preservation, and sustainable utilization of conservation areas, with a consistent achievement rate of 0% over the three-year period.

The service performance of BKKPD during the 2021–2023 period was entirely dependent on funding from the Regional Revenue and Expenditure Budget (APBD). All operational activities supporting the execution of its duties and functions were fully financed by the APBD, as no retributions had been collected for the services provided since its establishment. Budget constraints have also posed challenges in supporting strategic activities, such as enhancing human resource capacity or providing adequate infrastructure to optimize the management of conservation areas. Without additional budget allocations, BKKPD's ability to innovate or expand its service scope remains highly limited. Consequently, the economic potential of the conservation areas under its management has not been fully utilized, either to improve community welfare or to support environmental sustainability. The author conducted an analysis of the revenue and expenditure data and compared the results over the past three years. This analysis provides an overview of BKKPD's performance, focusing on revenue generation and expenditure allocation.

Table 2. Revenue and Expenditure Analysis

Description		Realization		
		2021	2022	2023
Revenue				
1	Retribution Revenue	0	0	0
2	APBD Revenue	100.698.915	186.333.346	192.740.330
Total Revenue		100.698.915	186.333.346	192.740.330
Expenditure				
1	Operational Expenditure	94.689.880	186.333.346	192.740.330
2	Capital Expenditure	6.009.035	0	0
Total Expenditure		100.698.915	186.333.346	192.740.330
Surplus/Deficit		0	0	0

Source: Budget Realization Report of UPTD BKKPD (2024)

Based on Table 2, the revenue and expenditure data of the UPTD BKKPD of North Maluku Province are presented for the last three years, namely 2021, 2022, and 2023. All unit revenue was sourced from the Regional Revenue and Expenditure Budget (APBD), totaling IDR 100,698,915 in 2021. This amount significantly increased by 75.74% to IDR 186,333,346 in 2022 and further rose by 3.44% to IDR 192,740,330 in 2023. Retribution revenue remained at zero throughout this period, as the UPTD did not generate income from the services provided. In terms of expenditure allocation, it was

divided into operational expenditure and capital expenditure. In 2021, operational expenditure reached IDR 94,689,880, while capital expenditure amounted to IDR 6,009,035. In 2022 and 2023, all expenditure was allocated to operational expenditure, amounting to IDR 186,333,346 and IDR 192,740,330, respectively. The total expenditure each year was balanced with total revenue, resulting in no surplus or deficit in financial realization. This condition occurred because all operational needs and asset procurement were fully funded by the Regional Revenue and Expenditure Budget (APBD).

The UPTD BKKPD of North Maluku Province is planning to develop business services as a strategic step to support the sustainable management of conservation areas. Several proposed services include the development of conservation-based tourism, the rental of diving equipment, and the management of cottages owned by the provincial government. Through these services, BKKPD aims not only to optimize the potential of conservation areas but also to focus on increasing revenue and fostering economic development within these areas. This approach is expected to support the financial sustainability of BKKPD while simultaneously strengthening efforts to conserve aquatic resources in a sustainable manner and providing added economic value.

DISCUSSION

Based on the analysis, the assessment of BKKPD's current condition, which includes aspects of institutional structure, human resources (HR), services, finances, and development plans, provides an overview of BKKPD's readiness to perform its service functions more independently, effectively, and sustainably. This evaluation is conducted by referring to two main requirements for BLUD implementation: substantive requirements, which relate to public functions and services, and technical requirements, which assess the potential and efficiency of service management.

Substantive Requirements

Institutionally, the establishment of this UPTD has been regulated under North Maluku Governor Regulation No. 37 of 2019, which designates BKKPD as a technical implementation unit responsible for providing public services based on conservation areas. This function includes the management of conservation areas, such as utilization services for activities like commercial licensing, research permits, and tourist vessel entry permits. These services reflect the operational duties and functions of the institution, indicating that the substantive requirements are met. However, in terms of providing goods or public services, the potential for optimization remains limited. As of 2024, no retribution revenue has been generated from these services due to the lack of implemented regulations for retribution collection. Furthermore, the management of conservation areas has primarily focused on the preservation of aquatic resources without making a significant contribution to improving the local economy in surrounding communities. The absence of specific programs aimed at supporting the local economy suggests that conservation area management still has room for development, particularly in integrating economic benefits with conservation objectives.

Technical Requirement

BKKPD demonstrates significant potential to enhance the effectiveness, efficiency, and productivity of conservation area management. Although management efforts have been optimized within the existing budget, the heavy reliance on APBD funding remains a major obstacle to ensuring operational sustainability. The absence of revenue from retribution underscores the need for the development of business-based services to create alternative income streams. In addition, BKKPD's technical specifications are not yet fully adequate. A significant workforce shortage presents a major challenge, with the

number of personnel far below the required level, while conservation facilities and infrastructure are insufficient to support optimal operations. The licensing process, which is still managed jointly with Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu (the Regional Investment and One-Stop Integrated Services Office (DPMPTSP)), highlights the need for better integration to support technical independence. The business-based service development plans designed by BKKPD, such as conservation area tourism, diving equipment rentals, and cottage management, offer great opportunities to address these technical limitations. However, these plans are still in their early stages and lack detailed studies on projected revenue or financial and non-financial impacts. Developing more comprehensive analysis documents is an essential step to provide a clear picture of financial sustainability after transitioning to BLUD status. Therefore, although BKKPD has demonstrated compliance with substantive requirements, technical challenges in funding, human resources, and service management require further attention. Preparing more detailed feasibility studies, including financial and non-financial analyses, is a critical step to ensure readiness for the transformation into a BLUD.

Table 3. Summary of Fulfillment of Substantive Requirements

Fulfillment Criteria	Current Condition of UPTD BKKPD	Analysis Results
The duties and functions of UPTDs/Agencies are operational in nature, aimed at delivering public services that generate semi-commercial goods or services.	Has an institutional structure as a public service provider	UPTD BKKPD has fulfilled the substantive requirements, as its institutional structure and functions align with the provisions for a conservation-based public service provider.
	The establishment of this UPTD is based on Peraturan Gubernur Maluku Utara Nomor 37 Tahun 2019 tentang Perubahan Atas Peraturan Nomor 45 Tahun 2017 mengenai Pembentukan, Kedudukan, dan Susunan Organisasi Unit Pelaksana Teknis Daerah (UPTD) pada Dinas Kelautan dan Perikanan Provinsi Maluku Utara	
Provision of Goods and/or Public Services	Services currently provided by BKKPD include the utilization of conservation areas, licensing for video production and commercial photography, research permits, and permits for tourist vessels entering conservation areas.	The fulfillment of substantive requirements is progressing with the existing services; however, the potential to optimize retribution-based services remains limited due to regulatory constraints and technical management challenges.
	No retribution has been collected for these services as of 2024.	
Management of Specific Areas or Regions for the Purpose of Improving Community Economy or Public Service Delivery	Manages marine conservation areas in several regions of North Maluku Province.	The management of conservation areas has been effectively carried out; however, greater emphasis is needed on contributing to the economic development of communities surrounding these areas. The Ministry of Marine Affairs and Fisheries has encouraged that
	No specific programs have been implemented to enhance the economic welfare of communities within the conservation areas.	

		conservation area management not only focuses on biodiversity preservation but also supports the sustainable development of local community economies.
Management of Special Funds for Economic Development and/or Public Services	Does not manage special funds aimed at enhancing the economy and/or providing public services.	No special funds are managed, and thus, this requirement is not applicable.

Source: Processed Data (2024)

Table 4. Summary of Fulfillment of Technical Requirements

Fulfillment Criteria		Current Condition of UPTD BKKPD	Analysis Results
Feasibility Criteria			
1	Potential to improve service delivery effectively, efficiently, and productively.	<p>Limited budget for managing conservation areas</p> <p>The budget is fully reliant on the Provincial APBD.</p> <p>Conservation area management has been carried out effectively, efficiently, and productively by maximizing the existing budget.</p>	The potential for productive conservation area management is evident, but the reliance on the APBD remains a significant challenge. Developing business-based services is necessary to reduce dependency on government funding through the implementation of the BLUD framework.
2	Having Technical Specifications Directly Related to Public Services.	<p>The number of technical staff with specific competencies is still very limited.</p> <p>Most licensing services are still managed jointly with the Dinas Penanaman Modal dan Pelayanan Terpadu Satu Pintu (DPMPTSP)</p> <p>Conservation facilities and infrastructure are inadequate to fully support optimal operations.</p>	The UPTD's technical specifications do not yet fully support service operations, primarily due to the shortage of human resources and inadequate facilities. Improved coordination with relevant agencies is necessary to ensure more integrated licensing management under the UPTD.
Potential Criteria			
1	Development plans observed from aspects such as service unit diversification, number of consumers, and	There are plans to develop business services, such as conservation-based tourism, cottage management, and diving equipment rentals.	The service development plans have significant potential to increase revenue but require a more comprehensive assessment.

	customer satisfaction levels.	No detailed study has yet been conducted regarding revenue generation through business services.	A detailed revenue projection plan must be prepared to provide a clear picture of the unit's financial sustainability after transitioning to BLUD status.
2	Revenue growth projections for the coming years with the implementation of BLUD.	Development efforts are still in the initial planning stages, lacking detailed financial and non-financial impact assessments as well as revenue projections from new services.	Financial and non-financial analyses must be incorporated into the potential assessment document as a critical technical requirement to secure recommendations from the Regional Government regarding the feasibility of implementing BLUD.

Source: Processed Data (2024)

The UPTD BKKPD has significant potential to implement BLUD, although there are substantive and technical challenges that need to be addressed. Based on Minister of Home Affairs Regulation No. 79 of 2018, BKKPD has fulfilled substantive requirements through its duties and functions as a manager of conservation areas and a provider of public services. However, technical aspects require further attention, particularly concerning limited human resources, dependence on APBD funding, and the suboptimal implementation of regulations related to service retribution. From the perspective of New Public Management (NPM), efficiency and accountability are essential foundations in the management of public services. Moreover, the principles of Reinventing Government encourage public organizations to innovate and adopt entrepreneurial approaches. BKKPD's service diversification plans align with these concepts, but their implementation requires adequate regulatory support and service integration to ensure effective management.

CONCLUSION

This study highlights that the UPTD BKKPD of North Maluku Province has successfully fulfilled the substantive requirements, including performing operational duties and offering semi-commercial services to the public. The technical requirements have also been met, such as the capability to improve service effectiveness and the presence of technical specifications to support public service delivery. However, further exploration is needed to assess and develop new services that can better facilitate BKKPD's transition to BLUD status. These efforts aim to enable BKKPD to utilize the financial flexibility provided by the BLUD framework, enhancing its responsiveness and adaptability to conservation and public service needs.

In conclusion, this study finds that BKKPD is well-positioned to transition into a BLUD, with a key recommendation to prioritize the future development of its services. A BLUD is not a new organizational entity but rather a financial management system applied to an existing unit. This system enables improved service quality, greater public benefit, and enhanced financial efficiency through better resource management. The BLUD framework operates without a profit-driven orientation, focusing instead on delivering public services and benefits. While BLUDs may generate revenue from their services, their primary goal remains public service delivery. Effective BLUD management requires adherence to the principles of efficiency and productivity while maintaining alignment with sound business practices.

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DECLARATION OF CONFLICTING INTERESTS

The author declares that this research was conducted without any conflict of interest, whether financial, professional, or personal. All data utilized, analyses performed, and conclusions drawn are entirely based on scientific principles and academic integrity, free from any external influence.

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