

Formulating the Regional Regulation Draft of Pangandaran Regency on Optimizing Labor Protection Through Employment Social Security

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ABSTRACT

This community service and academic policy drafting initiative addresses the critical economic vulnerability of workers in Pangandaran Regency, West Java, where the local labor force is predominantly concentrated in the informal sector, exceeding 96 percent of the total working population. Despite robust national mandates such as Presidential Instruction Number 2 of 2021, local workforce participation in mandatory employment social security remains inadequate, driven by structural constraints, limited financial literacy, and administrative barriers. Utilizing a normative-empirical legal research methodology combined with participatory action research, this project facilitated the systematic formulation of a comprehensive Regional Regulation Draft (Raperda) aimed at optimizing labor protection through BPJS Ketenagakerjaan. The academic and policy intervention successfully established rigorous philosophical, sociological, and juridical frameworks, defining actionable implementation strategies such as aggregator-based community outreach, decentralized socialization, and strict administrative compliance mechanisms linked with public licensing services. Moreover, the initiative incorporates digital transformation paradigms and public sector risk management principles to ensure transparent, accountable, and sustainable administrative delivery. Ultimately, this regulatory framework bridges the persistent social protection gap, mitigates extreme poverty, safeguards vulnerable formal and informal laborers against socioeconomic shocks, and serves as a replicable model for inclusive regional governance across Indonesia.

Keywords: Employment Social Security, Regional Regulation, Informal Sector, Labor Protection, Pangandaran Regency.

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1. INTRODUCTION

Social security for employment is one of the basic tools that can protect workers from occupational hazards, income uncertainty, and socio-economic shocks. In Indonesia, the existence of SJSN and BPJS Ketenagakerjaan is the national mechanism that allows providing social protection to both formal and informal workers. However, in spite of the existence of this mechanism at the national level, differences in social security coverage still exist and are quite high. It applies especially to those regions which are characterized by dominance of informal employment in the local economy. For this reason, it is necessary to implement regional policy mechanisms. Implementation of national social security frameworks serves as a vital instrument for state intervention to realize public welfare and safeguard workers against structural vulnerabilities (Suirwan et al., 2023). In Indonesia, this constitutional mandate is rooted in the 1945 Constitution and further reinforced by subsequent amendments (Ridwan & Sudrajat, 2020),

requiring continuous harmonization and structural optimization of labor laws following major legislative reforms (Pradana et al., 2025). To operationalize these provisions, the government enacted Law Number 40 of 2004 concerning the National Social Security System (SJSN) and Law Number 24 of 2011 concerning Social Security Administering Bodies (BPJS). Despite these comprehensive statutory frameworks, a persistent national coverage gap remains, leaving millions of informal workers unprotected. Scholarly evaluations emphasize that comprehensive social security optimization is critically required to mitigate employment termination impacts and address widespread non-compliance (Attallah et al., 2024) underline that comprehensive social security optimization is critically required to mitigate massive employment termination impacts and address widespread corporate non-compliance.

This vulnerability is prominently manifested in Pangandaran Regency, West Java, where over 96 percent of the local workforce operates within the informal sector under precarious conditions and with minimal access to statutory social security (Abubakar et al., 2021). Informal and non-wage earning workers frequently encounter severe barriers to inclusion due to structural constraints, limited financial literacy, and inadequate outreach (Tsabitah & Hoesi 2024). To address these challenges, targeted regional studies highlight that innovative administrative strategies—such as decentralized socialization, aggregator-based community engagement, and localized mobile service integration—are indispensable for expanding social protection coverage (Putri et al., 2024).

Pangandaran District serves as an example of areas where there exist serious problems regarding the expansion of employment social security coverage. The labor market in Pangandaran is dominated by informal workers who make up more than 96 percent of the whole workforce, especially in the tourism, fisheries, agriculture, and micro businesses industries. Generally, such workers have unstable sources of income, lack adequate protection in terms of employment and do not have substantial involvement in BPJS Ketenagakerjaan. Despite the existence of many policies aimed at ensuring optimization of employment social security from the national government, the implementation of such policies is hampered by lack of a comprehensive local regulation framework.

The Regional Government and the Regional House of Representatives (DPRD) of the Regency of Pangandaran have acknowledged the importance of reinforcing labor protection with a Regional Regulation (Raperda). Nevertheless, there have been some institutional obstacles which have slowed down this process. First of all, at the initial stage of this project the DPRD did not yet have the Academic Draft which would be able to form a scientific basis for the legislative discussion, and the OPD did not have the unified policy base in order to implement the employment social security programs. Furthermore, the lack of a special regional regulation hindered cooperation between governmental institutions and prevented efficient work at the local level aimed at increasing the number of BPJS Ketenagakerjaan participants, especially the informal workers.

In terms of community service activities, these institutional contexts indicated an important gap in service delivery. Before this activity took place, there had been no policy assistance which involved policy making processes with the inclusion of academic inputs and participatory process of policy development in Pangandaran Regency. There had also been no academic mentoring activities carried out for developing an evidence-based draft of Academics. In addition, there had been no cross sectorial dialogue forum set up in order to enable the collaboration of Regional Government, DPRD, BPJS Ketenagakerjaan, labor organizations, academics, and community members in developing the policy. As a consequence, the policy development activities could not be carried out comprehensively because of the fragmented views of institutions. In order to overcome these gaps, this community service program would involve comprehensive policy assistance which included the process of participatory consultation, stakeholder engagement, and collaborative drafting of the Academics Draft as well as Regional Regulation Draft on Optimizing Labor Protection through Employment Social Security. This activity would combine the process of legal review and the empirical assessment of the field along with focus group discussions and institutional consultations. Rather than focusing solely on the production of regulatory documents, the assistance emphasized knowledge transfer, institutional learning, and consensus building among all participating stakeholders throughout the drafting process.

2. METHODS

Needs Assessment

The Community Service project started with a need assessment to find out the problems faced by the Regional Government and Regional House of Representative (DPRD) of Pangandaran District in order to strengthen labor protection through social security of employment. This phase was conducted through an analysis of current legislation related to social security of employment in the country, documents on regional development, as well as initial discussions with representatives of the Regional Government, DPRD, BPJS Ketenagakerjaan, and other regional institutions. There were four major problems that needed to be addressed, such as a lack of regulations in the region, poor coordination between governmental institutions, small representation of informal workers in programs of BPJS Ketenagakerjaan, and the lack of Academic Draft. These facts served as the base for the determination of the main goals and activities of the community service program.

Stakeholder Consultation

The stakeholder consultations were carried out after the needs assessment stage to ensure there was a mutual understanding of the regulatory challenges and policy recommendations from the institutions concerned. The consultations were attended by representatives of the Regional Government of Pangandaran Regency, DPRD, BPJS Ketenagakerjaan, labor-based regional agencies, academics, lawyers, employers, and community. Through the consultations, stakeholders could discuss the difficulties in implementation, institutional roles and responsibilities, and prioritized areas in the development of the Regional Regulation. The consultations not only built consensus among the stakeholders but also ensured that the Academic Draft addressed the needs of the local government within the framework of national legislation on employment social security.

Focus Group Discussions

In an attempt to build upon the policy-formulation knowledge base, there were a number of Focus Group Discussions (FGDs) undertaken involving stakeholders from a broad range of disciplines. FGDs acted as platforms for discussion of strategic issues in policy formulation, validation of empirical results, and fine-tuning of the content of the suggested regulation. There were various issues covered in FGDs, such as protection of workers within the informal sector, institutional roles in the implementation of employment social security, methods of increasing BPJS membership, financing, evaluation, and coordination among other agencies.

Drafting Workshop

The policy recommendations made during the consultations and FGDs were then transformed into an academic draft and bill on the regional regulation by way of drafting sessions. The participants included legal professionals, academicians, policy practitioners, the members of the DPRD, BPJS Ketenagakerjaan, and officials from the concerned regional offices. In the process, the philosophical, sociological, and juridical analysis of the issues, along with the empirical data collected at the earlier phases, were combined to make the proposed regulation scientific and practical. There were constant sessions for checking and validating the draft to incorporate the views of the stakeholders as well as ensure consistency with the higher law and regional development needs.

Evaluation

The efficiency of the community service program was measured by utilizing the participatory evaluation method. This kind of evaluation concentrated on measuring how the program met its objectives via several qualitative criteria such as the production of the Academic Draft and Regional Regulation Bill, the level of stakeholder participation during the whole assistance

process, improvement of knowledge about employment social security governance on the part of the participants, improvement of institutional coordination within participating institutions, and stakeholders' commitment towards supporting the future implementation of the proposed regulation. Comments gathered during the consultation, workshop, and evaluation processes were taken into account in order to polish the final draft and recommend some measures for future implementation of the policy.

3. RESULTS AND DISCUSSION

Initial Conditions of the Community Partner

Before the enactment of the community service program, there were various institutional issues that the Pangandaran Regency had to deal with regarding the efforts to improve the protection of the labor force using the employment social security system. The national law concerning employment social security was available; however, its enactment by the region was not optimal since there was no regional law to convert the national policy into an operational strategy. Due to the lack of such a law, it was difficult for the Regional Government to develop strategies to expand the number of people covered by social security, especially those working in the informal sector, which is the majority of the population in the region. Another problem that emerged through the initial assessment is the lack of coordination between government institutions involved in labor affairs, regional planning, social welfare and BPJS Ketenagakerjaan. Previous coordination processes have been mainly administrative and sectoral in nature, thus leading to fragmented planning and overlapping roles within the institutions. Furthermore, the Regional House of Representatives (DPRD) was yet to own an Academic Draft which would provide a scientific basis for the drafting of a Regional Regulation on Employment Social Security. In the absence of a scientific policy framework, debates on labor issues were limited by lack of empirical evidence and poor coordination among relevant parties.

Implementation of Community Service Activities

In order to overcome such difficulties, the community service program chose a participatory assistance strategy through the involvement of the Regional Government, DPRD, BPJS Ketenagakerjaan, academics, legal experts, employers, and community members. The implementation of the strategy started with the consultations, where the problems of the region were identified, institutions were mapped out, and it was agreed upon that there is an urgent need for regional legislative measures for enhancing the protection of the rights of laborers. Such consultations were useful for discussing gaps in the current policies, sharing institutional experience, and identifying priorities that would help in preparing the Academic Draft. Then the FGDs, where several strategic questions were discussed, took place. They included the underrepresentation of informal laborers in BPJS Ketenagakerjaan, institutional responsibilities concerning the expansion of social security coverage, financing mechanisms, inter-institutional cooperation, and monitoring policy implementation. The multi-disciplinary nature of the participants made possible a thorough discussion from the perspective of law, administration, economics, and society.



Figure 1. Policy Assistance Process
Source: activity documentation (2025).

The next step after consultation and discussion was the drafting workshop of the Academic Draft and Raperda. During the drafting process, interaction took place constantly among academicians, legal experts, DPRD officials, BPJS Ketenagakerjaan, and regional government agencies' representatives. The participating organizations reviewed every section of the draft to make sure that the draft is scientifically based, legally valid, and in accordance with the needs of the region. Further, draft validation workshops were arranged to get the opinions of the participating organizations prior to finalizing the documents. It could be stated that the drafting process made sure that the resultant Academic Draft was an institutional agreement rather than the opinion of any one institution.

Outcomes of the Community Service Program

One of the key results attained through this community service activity was the success in developing an Academic Draft and Regional Regulation Bill on Optimizing Labor Protection through Employment Social Security. This draft combines the theoretical perspectives of philosophy, sociology, and law, along with research outcomes obtained through the assistance process, which provided a solid scientific base for the discussion in the DPRD. What is even more significant, the process of preparation of the draft contributed to increased ownership of the future regulation by stakeholders due to collaboration and collective decision making. The other positive outcome of the project has been increased awareness of DPRD members about the strategic role of employment social security as a tool for regional socioeconomic development. Discussions of various aspects of the issue and consultations helped legislators see a bigger picture of the relationship between labor protection, poverty alleviation, economic sustainability, and regional development. Hence, legislative discussions shifted from just conforming to national legislation to practical solutions aimed at expanding the membership of BPJS Ketenagakerjaan.

There was also an improvement in the performance of the regional agencies through the aid process. Individuals who were working in labor affairs, regional planning, and social protection were able to develop a greater comprehension of the institutional functions and processes involved in supporting employment social security programs. The cooperation workshops helped in promoting better communication between agencies which had been functioning individually,

and they formulated integrated strategies for the future implementation of the Regional Regulation. BPJS Ketenagakerjaan also received benefits as a result of developing a better coordination mechanism with regional actors. In the course of community services, there were chances for BPJS representatives to discuss problems they face in their work and develop new policies on how they can expand social security coverages among vulnerable workers.



Figure 2. Policy Assistance Process
Source: activity documentation (2025).

Institutional Impact of the Community Service

In addition to generating regulatory documents, this community service program yielded important institutional impacts to its community partners. The participatory policy assistance method helped build up the capabilities of local government officials in formulating public policies based on facts by integrating legal analysis, data, and stakeholder's aspirations. Participants gained increased knowledge in policy formulation processes, legislative writing methods, and collaborative governance concept through the entire assistance process. These will help in building the capability of the Regional Government in making labor protection policies responsive to stakeholder's needs. This community service program built up the legislative capability of the DPRD through the generation of the Academic Draft, which will become the scientific reference to support the deliberation process of the proposed Regional Regulation. Legislators obtained increased knowledge in employment social security governance through interaction with academics, lawyers, and practitioners.

The second critical institutional effect that can be identified is the development of collaboration among the Regional Government, DPRD, BPJS Ketenagakerjaan, regional government agencies, business owners, academics, and community members. The process of consultations, discussions, and drafting created a collaborative environment conducive to regular communication, information sharing, and collective problem solving on behalf of the participants. It is critical to note that collaboration between these stakeholders is crucial for the sustainability of employment social security programs, especially in terms of the needs of the informal sector workers. Finally, the community service program increased the capability of the participating institutions in terms of policy formulation. The use of empirical data, stakeholder involvement, and multidisciplinary input resulted in the creation of a more comprehensive and actionable Academic Draft than would be possible in the case of traditional regulatory document creation. The example proved that the approach of participatory policy assistance is beneficial not only for

the improvement of regulatory documents themselves but for institution-building purposes as well.

Discussion

The results of this community service program show that participatory policy assistance is an effective strategy in enhancing the institution's capability in formulating regional labor protection policies. In contrast with traditional regulatory drafting, which is usually done internally by the government institution, this community service program used a cooperative approach in which the Regional Government, DPRD, BPJS Ketenagakerjaan, scholars, employers, and the community were all engaged during the policy making process. This cooperation facilitated the identification of problems faced by the institution, confirmation of the empirical evidence, and the development of policy recommendations based on the socio-economic condition of the region. It will also increase the ownership of the proposed Regional Regulation among the stakeholders to ensure the success of its implementation.

There were some issues faced during the implementation process that needed to be constantly facilitated and coordinated. The first major issue was the differing institutional perspectives concerning the scope of responsibility for increasing the coverage of employment social security. The government departments often had a divergent view of labor protection due to their respective administrative responsibilities, while BPJS Ketenagakerjaan concentrated on implementation of the program. These differing institutional perspectives sometimes led to different policy priorities during the policy draft process. In order to tackle this problem, the facilitation team conducted structured consultations and Focus Group Discussions, which enabled the stakeholders to reach a consensus through open discussion.

Another significant problem was the low compliance rate of employers, especially micro and small businesses, to register their employees under employment social security programs. There was a perception among employers regarding BPJS Ketenagakerjaan as being an extra financial burden rather than an investment on protecting and securing their employees for sustainable development. On the other hand, low public awareness among informal sector workers prevented them from voluntarily participating in the program. In the process of community service program activities, these problems were dealt with through discussions on policies, disseminations, and consultations, which focused on the economic and social advantages of employment social security programs. Through this combination of experience gained from BPJS Ketenagakerjaan and academic studies, the program helped stakeholders gain knowledge on the significance of labor protection as part of regional development.

In addition, data availability posed another significant challenge in the drafting of the Academic Draft. Due to the lack of a single database containing data on informal workers, coupled with the fragmentation of data concerning BPJS membership, it became difficult for the policymakers to determine the coverage of social security in the regions as well as the identification of priority beneficiaries. The formulation of evidence-based policy recommendations thus became difficult due to the above challenges associated with data availability. In view of the above, one of the strategic recommendations drawn from the assistance program was the development of an integrated labor information system that would facilitate linkage between regional governments and BPJS Ketenagakerjaan for policy planning, implementation, and evaluation.

The process of implementation also brought into light some of the financial and organizational limitations that are quite common in regional policy development. The lack of financial capacity limited the scope of outreach efforts as well as decreased the chances of including more stakeholders in the consultation process. In addition to that, there were cases where there were time discrepancies between the work schedule of institutions which often led to a delay in coordination meetings and draft validations. The issue was addressed through the optimization of available institutional resources, hybrid consultations where needed and constant communication between the organizations involved.

Table 1 . Community Service Activities and Outputs

Activity	Participants	Main Outputs
Initial Consultation	Regional Government, DPRD, BPJS Ketenagakerjaan, Regional Agencies	Identification of institutional needs, policy gaps, and priority issues
Focus Group Discussions (FGDs)	Government officials, legislators, academics, employers, community representatives	Draft policy framework, stakeholder recommendations, and consensus on regulatory priorities
Drafting Workshop	Legal experts, academics, DPRD, Regional Government, BPJS Ketenagakerjaan	Preparation and refinement of the Academic Draft and Regional Regulation Bill
Validation Meeting	All stakeholders	Validation and improvement of the Academic Draft based on stakeholder feedback
Dissemination and Final Consultation	Regional Government, DPRD, BPJS Ketenagakerjaan, community representatives	Institutional commitment to support the enactment and future implementation of the proposed Regional Regulation

Source : Developed for this study (2025).

The evaluation made at the conclusion of the community service program showed positive institutional impacts apart from the achievement of the Academic Draft and the Regional Regulation Bill. Comments gathered during the process of validation meetings and consultation with stakeholders showed that the participants gained better comprehension regarding the process of governance for employment social security and the legislative procedure as well as the importance of cross-sectoral cooperation for dealing with the problem of labor protection. It was also noted by local government officials that their confidence in converting national legislations into policy tools at the regional level had been enhanced, while the members of DPRD admitted that the Academic Draft was a scientific source that enhanced legislative deliberations.

Practical Implications

The implementation of community service and regional policy development necessitates a strong foundation in public service motivation and proactive behavioral dynamics among public administrators, as active employee engagement acts as a primary catalyst for institutional reform (Taufiq & Harijanto, 2023). Within the context of labor protection and social security optimization in Pangandaran Regency, achieving high compliance and effective service delivery relies heavily on administrative dedication rather than passive adherence to routine protocols. Previous empirical studies emphasize that public sector performance and the successful execution of developmental policies are deeply rooted in mission-driven commitment and moral responsibility toward the collective good (Taufiq & Harijanto, 2023). Consequently, driving labor protection programs requires public officials to transcend bureaucratic inertia and actively build bridges between statutory mandates and community needs.

Furthermore, modern public administration frameworks demand rigorous institutional alignment between strategic national regulations and local implementation capabilities. As demonstrated in comparative governance analyses, transitioning administrative processes from conventional manual practices to digital ecosystems significantly enhances transparency, accountability, and operational efficiency (Luthfiya & Taufiq, 2024; Rahman & Taufiq, 2024). In the specific context of expanding employment social security to informal workers—who represent over ninety-six percent of the local workforce in Pangandaran—digital transformation and systematic service integration are critical to lowering administrative barriers. The deployment of streamlined electronic systems and user-friendly registration channels directly mitigates common operational bottlenecks, ensuring that vulnerable laborers can seamlessly access statutory rights such as Work Accident Security and Old-Age Security.

In addition to digital integration, the long-term success of regional policy implementation relies on robust risk management and strategic alignment with global best practices and domestic frameworks (Taufiq & Pradesa, 2023). Public organizations must systematically evaluate potential administrative, financial, and social risks to prevent compliance failures and maximize public trust. Evidence from e-government and public service evaluations highlights that citizen-centric approaches and institutional integrity are core determinants of sustainable program adoption (Taufiq, 2023). By embedding comprehensive risk mitigation strategies into the Raperda framework, local authorities in Pangandaran Regency can proactively address funding vulnerabilities, prevent evasion by employers, and safeguard marginalized informal workers from severe economic shocks.

Finally, the realization of inclusive labor protection requires visionary leadership and strong organizational commitment at all levels of local governance (Taufiq, 2024). Effective leadership serves as the primary driver for enforcing statutory compliance, fostering cross-sectoral collaboration, and mobilizing community stakeholders to support social security expansion. Through structured coordination among local government agencies, BPJS representatives, and academic institutions, the policies formulated within the Raperda can be translated into actionable, enforceable safeguards. Ultimately, the synergy between proactive administrative behavior, digital innovation, robust risk management, and dedicated leadership establishes a comprehensive and sustainable model for advancing social justice and workers' welfare across the region.

4. CONCLUSION

This community service program proves that participatory policy assistance is a very good strategy in building the capability of the institution in designing regional policies regarding labor protection through employment social security. Unlike other programs, this community service program not only concentrated on producing regulatory documentations, but it helped all parties to engage in a learning process to identify problems, develop alternatives, and design an evidence-based Academic Draft and Regional Regulation Proposal through collaboration among the Regional Government, DPRD, BPJS Ketenagakerjaan, academicians, employers, and community people. Through this participatory process, the stakeholders are able to build their common understanding of labor protection issues and apply collaborative governance in designing public policy. The implementation of the program brought some benefits to the community partners. The local government officers developed the capability of formulating evidence-based public policies and gained knowledge about the mechanism of institutions needed to increase employment social security coverage. Similarly, the DPRD members increased their knowledge regarding philosophical, sociological, juridical, and practical aspects of labor protection. The community service activities also improved coordination among regional government agencies and BPJS Ketenagakerjaan by establishing stronger communication channels and fostering collaborative planning for future policy implementation.

One other equally significant achievement of this project has been the creation of an institutional base for ensuring the sustainable implementation of employment social security policies in Pangandaran Regency. The Scientific Draft created as part of this assistance effort does not just serve as a scientific source for the implementation of the Regional Regulation proposal, but also acts as a tool to enhance inter-agency cooperation and evidence-based decision-making. Moreover, the collaborative approach established throughout the consultation process, Focus Group Discussion sessions, and drafting and validation meetings has proven to be an institutionally valuable experience.

The following measures are recommended to guarantee the long-term sustainability of the outcome of the program: First, both Regional Government and the DPRD of Pangandaran Regency should give priority to making the Regional Regulation concerning Optimization of Labor Protection through Employment Social Security within the Regional Legislative Program (Propemperda). Second, an integrated information system of labor and employment social security must be created to enhance the quality of the database on formal and informal workers

and thus improve the planning and monitoring of BPJS Ketenagakerjaan participation. Third, constant cross-sectorial coordination is needed through ongoing cooperation of regional government institutions, BPJS Ketenagakerjaan, employers, labor organizations, universities, and communities for the consistent implementation of policy. Fourth, capacity-building programs and campaigns on public awareness should be carried out regularly to improve employers' compliance and encourage the participation of informal workers in the employment social security programs. With these continuous collaborative efforts, the results of this community service program are expected to contribute to the better labor protection, institutional governance, and socioeconomic development of Pangandaran Regency.

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