INNOVATION OF LOCAL GOVERNMENT PUBLIC SERVICES QUALITY IN PEKALONGAN REGENCY, INDONESIA

Augustin Rina Herawati¹, Trisnawati², Ida Hayu Dwimawanti³, Kurniani Wismaningsih⁴

Abstract

Public services are a benchmark of the government's performance that is most visible. The public can directly assess the government's performance based on the services it receives. For this reason, the quality of public services in all ministries/institutions is a fundamental thing that must be improved immediately. Improving public services, the Ministry of State Apparatus Utilization and Bureaucratic Reform (KemenPAN RB) implemented a policy that since 2014 is the year of public service innovation. All government agencies in the centre and the region are expected to make a creative idea or answer to the workings/methods of public service. KemenPAN RB collects and assesses innovations that have been carried out in a number of agencies throughout Indonesia. Hopefully, the quality and innovation of Local Government public services can always improve, so it can continue to compete healthily with other agencies.

Keywords: innovation, public service, and local government.

Introduction

The development of the world today has been so fast, technology has made the boundaries between information and human needs closer. This speed and accuracy are also needed in the process of interaction between the government and citizens, but unfortunately the high mobility of citizens is not balanced with accuracy and also speed. government in terms of service, especially service to the public.

Citizens have the right to get quality public services from the state (bureaucracy). Citizens also have the right to protection of their rights, to be heard, and to be valued for their values and preferences. Thus, citizens have the right to judge, reject and prosecute anyone who is politically responsible for the provision of public services. The concept

¹ Universitas Diponegoro, augustinrina@lecturer.undip.ac.id

² Universitas Brawijaya

³ Universitas Diponegoro

⁴ Universitas Diponegoro

is called The New Public Service (NPS) developed by Janet V. Denhardt and Robert B. Denhardt in 2003.

The performance of public services can be improved if there is an "exit" and "voice" mechanism. The "exit" mechanism means that if public services are not qualified, consumers should have the opportunity to choose other public service providers they prefer. While the mechanism of "voice" means the opportunity to express dissatisfaction to public service providers. This New Public Service Approach aligns with the "Exit" and "Voice" theories first developed by Albert Hirschman.

Indonesia since 2009, has had its own laws and regulations as a standard for service to the community, so on July 18, 2009, Indonesia passed Law No. 25 years. 2009 on public service. According to the Law, public service is an activity or series of activities to meet service needs in accordance with the laws and regulations for every citizen and resident. for goods, services, and/or administrative services provided by public service providers.

Literature Review

Public Service

Public service can be interpreted as providing services (serving) the needs of people or communities who are interested in the organization per the rules and procedures set. Government is a service to the community, not to serve itself, but to serve the community and to create the conditions that make every person possible. Community members develop their abilities and creativity to achieve common goals.

Society always demands quality public services from bureaucrats, although these demands are often not in line with expectations because, empirically, public services occur. during this time characterized: convoluted, slow, expensive, and tiring. Such tendencies occur because the community is still positioned as a serving party not a served one. Reform public services by returning and seating "servants" and "served" to the real sense. The service that should be shown to the general public is sometimes reversed into community service to the state, even though the state stands for the benefit of the people who founded it., bureaucrats must provide their best service to society.

Public service by the State Administration Agency is defined as any form of public service activities carried out by Government Agencies in the Centre, in the Region and in the state/regional enterprises in the form of goods and or services both in the framework of efforts to need the community and in the framework of the implementation of the

provisions of laws and regulations. Public service can thus be interpreted as providing services (serving) the needs of people or communities who are interested in the organization per the main rules. and the ordinances that have been established.

Public bureaucracy must be able to provide public services that are more professional, effective, simple, transparent, open, timely, responsive and adaptive and at the same time can build Human quality in the sense of increasing the capacity of individuals and society to determine its own future actively. According to Thoha in Widodo, theoretically, there are at least three main functions that must be carried out by the government regardless of the level, namely the function of public service function, namely the function of public service function, development function (development function) and protection function (protection function).

The government does not have to act as a monopolist in implementing all these functions. Part of the function can be a field of duty whose implementation can be delegated to the private sector or by using a pattern of partnerships (partnerships), between the government and the private sector. to hold it. The pattern of cooperation between the government and the private sector in providing various services to the community is in line with the idea of reinventing government developed by Osborne and Gaebler.

The government is the only party obliged to provide pure public goods in relation to the nature of private goods and pure public goods, especially public goods called rules or rules (public policy). Pure public goods in the form of such rules have never been and should not be handed over to the private sector in the rules. Giving rise to private interests who make rules, so that the rules become full of vested interest and become unfair rules. The role of the government that will remain attached throughout its existence is as a provider of pure public goods called rules.

Delivering Quality Services by Zeithaml, Valarie A. et.al, 1990. which discusses how the customer community responds and expectations of the services they receive, both in the form of goods and services. According to Valarie, the things to note are:

- a. Determine the public services provided and what the kinds are.
- b. Treating service users as customers.
- c. Trying to maximize the use of the application as he wishes.
- d. Looking for the best and most quality way of delivering services.
- e. Provide ways if the service user has no other choice.

Assessment of the quality of service cannot be separated from the ability of employees to provide services and providing physical facilities. This is in accordance with the theory "The triangle of balance in service quality: from Morgan and Murgatroyd that it is necessary to maintain the balance of the three components (interpersonal component, procedures environment/process component, and technical/professional component) to maintain the balance of the components (interpersonal component. three procedures environment/process component, technical/professional and component) to maintain the balance of the three components (interpersonal component, procedures environment/process component, and technical/professional component) to maintain the balance of the three components (interpersonal component, environment/process and procedures component, technical/professional component) to maintain Produce quality service.

Indeed, there are basically 3 (three) main provisions in seeing the high quality of public services. According to Morgan and Murgatroyd , the high quality of public services must be considered. There is a balance between:

- a. Inter-person part that carries out (Interpersonal Component).
- b. Parts of processes and environments that affect (Process and Environment).
- c. Professional parts and techniques used (Professional and Technical).
- 2. Quality of Public Service

Quality is a dynamic condition related to products, services, people, processes and environments that meet or exceed expectations. Public service organizations have the characteristics of public accountability, where every citizen has the right to evaluate the quality of service they receive. It is tough to assess the quality of service without considering the role of the community as the recipient of the service and the executor of the service. Evaluation, which comes from service users, is the first element in analyzing the quality of public services. The second element in the analysis is the ease with which a service is recognized either before it is in progress or after it has been rendered.

The purpose of public service is basically to satisfy the community. To achieve satisfaction, it requires excellent service quality reflected from:

a. Transparency is a service that is open, easy and can be accessed by all parties in need and provided adequately and easily understood.

- b. Accountability, servants who can be accounted for per the provisions of laws and regulations.
- c. Conditional, namely, services that are in accordance with the conditions and abilities of service providers and recipients by sticking to the principles of efficiency and effectiveness.
- d. Participatory is a service that can encourage community participation in the implementation of public services by paying attention to the aspirations, needs, and expectations of the community.
- e. Equal rights, namely services that do not discriminate seen from any aspect, especially ethnicity, race, religion, class, social status, etc.
- f. Balance of rights and obligations, namely services that consider aspects of justice between givers and recipients of public services.

When connected with public administration, service is the quality of bureaucrat service to the community. The word quality has many different definitions and varies from the conventional to the more strategic. Conventional definitions of quality usually describe the direct characteristics of a product, such as:

- a. Performance (performance),
- b. Reliability (reliability),
- c. Easy to use (ease of use),
- d. Aesthetics (esthetics).

As for the strategic definition, it is stated that quality is everything that can meet the needs or needs of customers. Gasperz suggests that basically quality refers to the basic meaning:

- a. Quality consists of a number of product privileges, both direct privileges, and attractive privileges that meet customer desires and provide satisfaction with the use of products.
- b. Quality consists of everything free from deficiency or damage.
- c. quality is relative, meaning quality assessment depends on the perspective used to determine specific service characteristics.

According to Trilestari , there are basically three quality orientations that should be consistent with each other, namely customer perception, products, and processes. For service products, these three orientations can contribute to the organization's success in terms of customer satisfaction.

Norman writes, if we want to be successful in providing quality of service, we must first understand the characteristics about service as follows:

- a. Service is not palpable; service is very contrary to its nature to finished goods.
- b. Service is in fact composed of concrete actions and is an influence whose nature is social action.
- c. The production and consumption of services cannot be separated in real terms, because events generally coincide and occur in the same place.

These characteristics can make the basis of how to provide good quality of service. A broader understanding of quality is said by Daviddow and Uttal "It is any effort used to enhance customer satisfaction (whatever enhances customersatisfaction)". Kotler argues, "Quality is the overall characteristics and properties of a product or service that affect its ability to satisfy stated or implied needs." According to Sinambela, et al. "quality is everything that can meet the needs or needs of customers".

Customer satisfaction according to Fitzimmons is "customer satisfaction is customers perception that a supplier has met or exceeded their expectation". From the definition it can be examined that customer satisfaction in this case is the public's perception of the reality of the existing reality compared to existing expectations. Or there is a difference between consumer expectations of a service provided by the service provider. Fitzimmons , so that people's perception of the services provided by the government is increasingly maintained, it is necessary to measure customer satisfaction by:

- a. Knowing the extent to which customers run or move to other service providers, for a company it is actually a loss for the company. In the context of public services where services are carried out monopolistically where consumers cannot choose, the disadvantage is not the transfer of customers but the indifference of the community will be service/development carried out.
- b. Knowing the service gap is the gap between expectations and experience, namely by looking at the gap between the services provided or expected by customers (expected service) and the service that is perceived by the service recipient (percieved service).
- 3. Compliance with Laws and Regulations

Soerjono Soekanto argues that legal awareness is the values contained in humans about existing laws or laws that are expected to exist. So basically, every human being has a sense of justice, and the principle of legal consciousness is in every human being. An opinion states that high legal awareness causes citizens to comply with the applicable provisions. Conversely, if legal awareness is very low, the degree of compliance with the law is also low. Indicators of legal awareness according to B. Kutschincky is:

- a. Knowledge of the rules of law (law awareness);
- b. Knowledge of the content of legal regulations (law acquaintance);
- c. Attitude to the rules of law (legal attitude);
- Patterns of legal behavior (law behavior).

The above indicators show at a certain level of legal awareness ranging from the lowest to the highest. If the indicators of legal awareness, namely knowledge of the law, knowledge of the content of the law, attitudes towards the law and patterns of legal behavior are associated with compliance with the law, the following understanding will be obtained:

- a. Knowledge of the rule of law does not affect compliance with the regulations;
- b. Knowledge of the content of the rule of law greatly influences attitudes towards a rule, but it is difficult to establish what degree of compliance is achieved with knowledge. that;
- c. Attitudes towards regulations tend to affect the level of legal compliance;
- d. Legal behavior patterns greatly affect legal compliance, where behavior in accordance with the law is one of the characteristics or criteria for sufficiently compliance or compliance with the law. high.

Research on compliance in the implementation of Law No. 25 of 2009 on Public Services has been carried out by the Indonesian Ombudsman since 2013 with the research object of the Ministry of State, Government Agencies, and local governments both Provinces, Regencies and Cities, especially licensing service units directly to community groups/individuals/agencies. The research or survey categorizes the assessment based on the acquisition of value from each Local Government. First, the red zone (score 0-50): describes the low compliance of public service providers to the implementation of Law No. 25 of 2009 on Public Services; secondly, the yellow zone (score 51-80): describes moderate compliance; and third, the green zone (score 81-100): describes high compliance.

Based on Article 15 and Chapter V of Law No. 25 of 2009 concerning Public Services, Public Service Providers must fulfill 10 elements regarding the implementation of public services themselves, consisting of top:

Service Standards

The standard components of the service in question at least include: legal basis, requirements, system of mechanisms and procedures, settlement period, costs/tariffs, service products, facilities, infrastructure, or facilities, implementing competencies, internal supervision, complaint handling, advice and input, number of

implementers, guaranteed services carried out accordingly with service standards, assurance of service safety and security in the form of a commitment to provide a sense of security free from hazards and risks of indecision, and evaluation of the performance of the implementer.

- Service Information
- c. Public Service Information System

A series of activities that include the storage and management of information and the mechanism for conveying information from public service providers to the community and vice versa in the form of oral, Latin writing, writing in braile letters, image languages, and/or local languages, and presented manually or electronically.

- d. Management of Facilities, Infrastructure, and/or Public Service Facilities.
- e. Special Services

Services with special treatment to certain members of society include people with disabilities, the elderly, pregnant women, children, victims of natural disasters, at no additional cost.

- f. Public Service Fees/Rates
- g. Executor Behavior in Service
- h. Supervision of Service Implementation
- i. Complaint Management
- j. Performance Assessment

Government Regulation No. 96 of 2012 concerning the Implementation of Law No. 25 of 2009 concerning Public Services is also the basis for assessment. In the Regulation of the Minister of Utilization of State Apparatus Number 38 of 2012 concerning Guidelines for Assessment of Public Service Performance, in addition to the obligations of the organizers mentioned above, it is also necessary to May put a Vision, Mission and Motto that can motivate in providing the best service to the community, and implement the ISO 9001: 2008 Quality Management System to provide quality certainty Quality service to the community.

The initial assessment was conducted on a sample of two local governments, namely Central Java Province and Semarang Municipal. Survey data shows that 77% or 20 SKPD in Semarang Municipal are included in the red zone which means the low level of compliance in the implementation of Law 25 of 2009 on Public Services or 4 SKPD in Semarang Municipal entered into the yellow zone or middle zone, which means moderate compliance level, and 8% or 2 SKPD in Semarang Municipal is included in the green zone which means high level compliance (Ombudsman RI, 2021).

As example as much as 80% or 16 SKPD in Central Java Province is included in the red zone which means the low level of compliance in the implementation of Law 25 of 2009 on Public Services, 15% or 3 SKPD in Central Java Province is included in the yellow zone or middle zone, which means that the level of compliance in the implementation of Law 25 of 2009 concerning Public Services, and 5% or 1 SKPD in Central Java Province is included in the green zone which means a high level of compliance in the implementation of Law 25 of 2009 on Public Services (Ombudsman RI, 2021).

In the following years, the Indonesian Ombudsman representative of Semarang also conducted surveys on other regencies and cities in the Central Java Province area. The Ombudsman of the Republic of Central Java Provincial Representative has conducted compliance surveys in five local governments between April and August 2021, the survey was conducted with the object of assessment of administrative service products in the area.

4. Public Service Innovation

Development in Indonesia, has at least three problems; The first is about bureaucracy that is still fat, slow, and unable to provide excellent service to the community and investors. The second is about corruption, where many state organizers still abuse the country's financial management. Third; related to inadequate infrastructure issues and the lack of state budget for its development and maintenance. Departing from these three conditions, the program to accelerate bureaucratic reform must create a clean bureaucracy from corruption collusion and nepotism, serve, and competent. the duties and responsibilities carried out.

Public services are a benchmark of the government's performance that is most visible. The public can directly assess the government's performance based on the services it receives. For this reason, the quality of public services in all ministries/institutions is a fundamental thing that must be improved immediately. In Law No. 25 of 2009 it is stated that excellent service is a fast, easy, sure, cheap, and accountable service.

To improve services, the community is encouraged to be involved in policy making, preparing service standards, conducting public service satisfaction surveys, as well as the submission of complaints, complaints and appreciation. This community involvement and participation will support the improvement of established service standards. For example, the results of the public service satisfaction survey will be able to know more from what side the services provided are considered unsatisfactory.

To spur the improvement of public services, kemenpan RB implemented a policy that since 2014 is the year of public service

innovation. All government agencies in the centre and the region are expected to make a creative idea or answer to the workings/methods of public service. KemenPAN RB collects and assesses innovations that have been carried out in a number of agencies throughout Indonesia. Hopefully, the quality and innovation of BPS public services can always improve, so that it can continue to compete healthily with other agencies.

The Ministry of State Apparatus Utilization and Bureaucratic Reform (PANRB) has announced the Top 35 Public Service Innovations. Determination of Top 35 through PANRB Ministerial Decree No. 99/2016 concerning the Determination of Top 35 Public Service Innovations in 2016. Which has been selected from the Top 99 Public Service Innovations, out of 2,476 innovation participants in the 2016 public service innovation competition. This Top 35 includes 3 ministries, 2 Institutions, 8 provinces, 14 districts, 5 cities, 3 BUMN/BUMD are included in this top 35.

This competition is a manifestation of the one agency, one innovation program that requires ministries, institutions, provincial governments, districts/cities to create at least one innovation every year. The United Nations (UN) held a similar competition internationally, known as the United Nations Public Services Award (UNPSA).

Method

The type of this article is qualitative to deal with gathering and interpretation of non-numerical data that has a purpose of understanding human behavior and social environment. It came from the idea that reality is subjective, which means that each human being constructs a personal view of how the world works based on their specific interactions. Therefore, people including researchers, view the reality as a set of opinions, inferences, and impressions in each person's mind. We used the qualitative method because it has become important tools in research process because it can provide several valuable insights into the local perspectives of study population. In other words, this method had helped us in analysing the public service innovation in the local government of Pekalongan Regency. Moreover, by applying the qualitative research method, we were capable to (1) seek answers to some questions; (2) systematically use a predefined set of procedures to answer the question; (3) collect various evidence; (4) provide findings that were not determined in advance; and (5) produce findings that are applicable beyond the immediate boundaries of the study.

Result and Discussion

Public Service Innovation in Pekalongan Regency

The results of evaluating poverty alleviation policies in Pekalongan Regency were still centralistic, exclusive, and less innovative. Previous poverty alleviation programs were also not based on data and had clear problems. Therefore, innovative programs are needed to eradicate poverty.

The Regent of Pekalongan, Asip Kholbihi initiated a poverty alleviation innovation called the Poverty Laboratory, which BAPPEDA LITBANG Pekalongan Regency later translated. The Poverty Laboratory is the first poverty alleviation innovation with a topographical approach. This innovation has successfully passed as the TOP 45 Public Service Innovations in 2020 in the Public Service Innovation Competition, known as SINOVIK. The Ministry of Administrative Reform and Bureaucratic Reform (KemenPAN RB) of the Republic of Indonesia annually holds this competition annually.

The Poverty Laboratory is an effort and commitment of Pekalongan Regency to implementing Poverty Alleviation in all its areas. This was implemented by gradually improving the quality of community welfare, namely:

- 1. Improvement of social protection programs;
- 2. Improvement of access to basic services;
- 3. Expanding the empowerment of the poor in various development activities.

The Poverty Laboratory is a new innovation in poverty alleviation with a regional scope at the district level. The new innovation in this program, involving five parties (Pentahelix), differs from the previous poverty management that tended to run separately and sporadically. If previous poverty handling has not used valid data, this program intervention has used the basis of the Integrated Database (BDT) and was sharpened by Participatory Poverty Assessment (PPA). The poverty laboratory also uses a regional topography approach where each topography has different causes of poverty.

This innovation is the first time in Indonesia. The innovative side of this innovation are:

- 1. Focus: create poor villages to be a social laboratory, and poverty alleviation locus.
- 2. Appropriate: Micro approach to reduce poverty, by name, address, and problem with a validated Integrated Database and an integrated application for poverty intervention based on the Population Identification Number (NIK).

- 3. Integrative: pentahelix collaboration between the government, in this case, the district and village governments, universities, the business world, caring community groups, and the media.
- 4. Humanist: placing the poor as subjects because poverty is seen as an economic problem and a socio-cultural issue.

There are 285 villages/sub-districts in Pekalongan Regency, located in coastal, urban and mountainous areas. Poverty occurs in all these typologies with different characteristics. Coastal villages are characterized by livelihoods from marine sources, urban areas from industry and services, and mountains from agricultural products. Based on the Unified Database (BDT) 2015 mapped 67 red, 119 yellow, and 99 green villages are known as poverty indicators and their number.

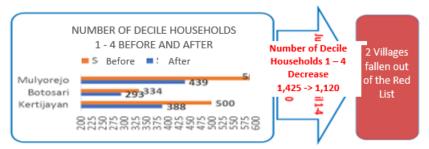
The poverty alleviation program for each topography must be different. On this basis, a Poverty Laboratory was developed which aims to address the problem of poverty in an integrated, programmatic, targeted, and effective manner under the needs and characteristics of the poor. These efforts are carried out by empowering the community, building and developing the potential and natural resources of the red village so that it becomes a yellow and green village. The three sample villages represent their topography as pilot villages for handling poverty.

The Poverty Laboratory of Pekalongan Regency carried out poverty alleviation efforts in three model villages with activities designed by BAPPEDA LITBANG and related Regional Apparatuses, in the form of:

- 1. Increased revenue
- a. Increased agricultural/plantation production in Botosari Village.
- b. Entrepreneurship development and competitive advantage of Small and Medium Enterprises in Kertijayan Village.
- c. Increased production of fishery/livestock in Mulyorejo Village.
- 2. Load Reduction

Meeting the basic needs of education, health, and basic infrastructure in three model villages, namely Botosari Village, Kertijayan Village, and Mulyorejo Village.

Figure: Number of Decile Households 1 - 4 Before and After Poverty Laboratory



Source: BAPPEDA LITBANG Kab. Pekalongan, 2020

Households in the Unified Database could be grouped into groups called deciles. Decile is a group of tenths so the entire household can be divided into 10 deciles.

The grouping of households in the Unified Database is as follows:

- Decile 1 is the household in the lowest 10% group
- Decile 2 is the household in the lowest 10-20% group
- Decile 3 is the household in the lowest 20-30% group
- Decile 4 is the inner household the group between the lowest 30-40%

The Unified Database contains groups of Decile 1, Decile 2, Decile 3, and Decile 4 because it contains 40% of households with the lowest welfare rank. From Figure 1.3, it could be concluded that the Poverty Laboratory's innovation results in two of the three model villages falling out of the red village category. The villages were Mulyorejo Village which was a poor village in the coastal area and Botosari Village which was a poor village in the mountainous area. One model village was still in the red category, namely Kertijayan Village, which was an urban poor village.

Conclusion

Based on the description of the discussion results, the conclusion is an answer to the formulation of problems in this study that public services are a benchmark of the most visible government performance. The public can directly assess the government's performance based on the services it receives. For this reason, the quality of public services in all ministries/institutions is a fundamental thing that must be improved immediately. Improving public services, KemenPAN RB implemented a policy that since 2014 is the year of public service innovation. All government agencies in the centre and the region are expected to make a creative idea or answer to the workings/methods of public service. KemenPAN RB collects and

assesses innovations that have been carried out in a number of agencies throughout Indonesia. Hopefully, the quality and innovation of Local Governance public services can always improve, so that it can continue to compete healthily with other agencies. The Poverty Laboratory Innovation Program could be used as an alternative for poverty alleviation in the regions.

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