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Evaluating Public Service Quality Using the SERVQUAL Model: An Analysis of Key Service Dimensions

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Abstract

This study assesses the quality of public services at the Benteng Village Office in Nusaniwe District, Ambon City, utilizing the SERVQUAL model across five dimensions: Tangibles, Reliability, Responsiveness, Assurance, and Empathy. While most indicators for Tangibles, Reliability, and Assurance are being met, there are notable gaps in the comfort of physical facilities and the technological proficiency of staff. The Responsiveness dimension aligns with community expectations; however, there are concerns regarding staff friendliness in the Empathy dimension. Key factors affecting service quality include the professionalism of human resources, IT infrastructure, and community oversight. The study recommends enhancing staff skills, upgrading facilities, and promoting a positive service culture to elevate service quality in Benteng Village.

Keywords : Quality, Public Service, Benteng Village

Introduction

Public service is a crucial element of the governance process in Indonesia (Azzahra, 2023). Required at all administrative levels, including sub-districts and urban villages like Benteng Village in Ambon City, public services aim to address the needs of citizens and are executed by government officials. As one of the smallest administrative units, Benteng Village plays a strategic role in directly providing services to the community. High-quality public services, often termed prime services, must meet established quality standards. These standards serve as benchmarks for implementation and represent a commitment from service providers to deliver services that are efficient, accessible, affordable, measurable, and responsive to the needs of the community.

According to Law No. 25 of 2009 on Public Services, good governance is demonstrated through the effectiveness of government functions. The state has a responsibility to provide services that meet the basic rights and needs of every citizen, as outlined in the 1945 Constitution of the Republic of Indonesia. Therefore, enhancing public trust in service providers must align with citizens' expectations and demands. This approach also aims to clarify the rights and responsibilities of all stakeholders and strengthen the state's accountability in delivering public services.

Empirical research supports this view. Dwi Puspita, (2018) highlights that active community participation in monitoring and evaluating public services at the sub-district level significantly enhances service quality (Dwi & Seno Aji, 2018). This is especially pertinent at the village level, where the government directly interacts with the public and acts as an extension of sub-district administration. As a result, public services must provide tangible solutions and satisfaction to the community (Lanin & Hermanto, 2019). However, data from the Ministry of Home Affairs, (2019) reveals inconsistencies. While the average processing time for administrative services is reported to be 30 minutes, public complaints about delays in issuing documents such as birth certificates, family cards, and identity cards continue in many areas, including Benteng Village.

Benteng Village has a population of 18,646, comprising 9,270 males and 9,376 females, making it one of the most densely populated villages in Ambon City. However, the village office's human resources are limited in both quantity and qualifications. With only five employees two with high school diplomas and three holding undergraduate degrees in

unrelated fields, including the village head there are no staff members with advanced degrees. This educational profile is believed to negatively impact the quality of services provided.

Previous research at the sub-district level (Nugroho, 2018; Sulistyo, 2019) supports this observation, highlighting issues such as inadequate staff competency, poor infrastructure, and weak responsiveness to public complaints (Wicaksono et al., 2019). These conditions justify the need to examine service delivery in Benteng Village, Nusaniwe District, Ambon City. Despite ongoing efforts, public dissatisfaction remains high, particularly regarding administrative services, which are perceived as inefficient and time-consuming.

Data from the Benteng Village Office corroborates these issues. In 2020, there were 92 public service complaints, which rose to 108 in 2021. Field records from 2023 indicate a further increase to 127 complaints, reflecting a continuous upward trend (Benteng Village Document, 2023). This persistent dissatisfaction highlights the necessity for a thorough evaluation of the factors affecting public service quality. Therefore, this study aims to analyze the root causes of service delivery challenges and propose strategic improvements. By focusing on the specific case of Benteng Village in Ambon City, this research seeks to contribute contextually to the understanding of urban public service dynamics and generate practical recommendations that align with the community's needs.

Public service delivery quality has been widely studied, with the SERVQUAL model providing a key framework for assessing service quality through dimensions such as reliability and responsiveness (Parasuraman et al., 1985). The New Public Management (NPM) theory further highlights the importance of efficiency, citizen satisfaction, and customer-oriented governance (Osborne, D. & Gaebler, 1996). Despite these theoretical advancements, challenges remain at the local level, especially in small administrative units, where service inefficiencies and inadequate staff competence continue to impede effective service delivery (Cahyaningrum, A., & Ardhian Nugroho, 2019). This study focuses on Benteng Village in Ambon City a context often overlooked in research examining how staff competencies, infrastructure, and citizen engagement specifically affect service quality. It aims to provide new insights into the dynamics of public service in smaller urban areas.

The growing public dissatisfaction in Benteng Village, reflected in the increasing number of complaints, underscores the inefficiencies in service delivery. Factors such as staff shortages, inadequate infrastructure, and low citizen engagement contribute to these problems. Consequently, the research question is: What are the root causes of inefficiencies in public service delivery in Benteng Village, and how can they be addressed? This study seeks to identify these factors and propose strategic improvements, offering practical solutions to enhance local public service management in alignment with community needs and established service quality theories.

Literature Review

Public administration can be broadly defined as the process of organizing activities in which two or more individuals work together to achieve specific objectives (Siagian, 2008). This definition highlights the significance of interaction and cooperation within governmental organizations, which are often structured hierarchically. Over time, this concept has evolved and been refined by various scholars.

One of the earliest contributions to the field came from Frederick Winslow Taylor, who introduced the concept of scientific management in 1904, aiming to enhance efficiency in administrative processes (Taylor, 1904). Building on this foundation, scholars like Leonard D. White, (1957) and W.F. Willoughby, (1927) developed more systematic approaches to organizational structures, further shaping public administration theory (White, 1957). A notable advancement in this area was made by Gulick and Urwick, (1937), who are recognized for their development of the POSDCORB concept an acronym that outlines the fundamental functions of management in public administration (Luther Gulick, 1937).

POSDCORB consists of several key components. "Planning" involves setting objectives, formulating strategies, and outlining the necessary steps to achieve desired outcomes. "Organizing" refers to dividing tasks, categorizing these tasks into organizational units, and establishing relationships among these units. "Staffing" encompasses the recruitment, selection, training, and retention of human resources essential for achieving organizational goals. "Directing" pertains to providing guidance, motivation, and supervision to employees to ensure effective performance. "Coordinating" focuses on synchronizing

various activities and efforts to achieve common objectives. "Reporting" involves documenting and communicating performance results to relevant authorities to maintain transparency and accountability. Lastly, "Budgeting" entails planning, allocating, and managing financial resources to efficiently achieve organizational goals. Through these principles, the Old Public Administration model established a foundation for structured and hierarchical governance, emphasizing efficiency, clear organizational roles, and centralized control.

Public Administration.

Public administration is a discipline that examines how government and public services are organized to fulfill societal goals. Its primary objectives include efficiency, effectiveness, transparency, and accountability in the management of public services and policies. According to Toha,(2008), the focus of public administration emphasizes the understanding of the state (Indra Muchlis Adnan, Hamim, 2013). In contrast, Bovair and Loffler, (2017) describe state administration as heavily bureaucratic, characterized by permanent jobs and a lack of entrepreneurial spirit (Meutia, 2017). This perspective aligns with the growing demand for a transition from a government model centered on 'authority' to one that promotes 'collaboration' among its key actors: the state (government), the private sector, and civil society.

New Paradigm of Public Administration.

The concept of New Public Management aims to apply performance strategies from the private and business sectors to the public sector. One governance model from this era is Reinventing Government, developed by Osborne, D. & Gaebler, (1996). Osborne, D and Plastrik, (1997) outline key characteristics of New Public Management, which include a focus on financial management for budget holders, a contract culture that involves agreements with private sector service providers, employee contracts with fixed terms that may not be renewed, as well as a focus on entrepreneurship, risk-taking, and performance accountability.

Public Service

Public services include all service activities organized by government agencies at both central and regional levels, as well as by State-Owned Enterprises (BUMN) and Regional-

Owned Enterprises (BUMD). According to Moenir, (2001), a service is an activity performed by individuals or groups, supported by material resources and conducted through specific systems, procedures, and methods to fulfill the interests of others based on their rights. Inu Kencana, as cited in Sinambela, (2006), defines public service as a collective of individuals who share common thoughts, feelings, hopes, attitudes, and actions that are just and good, grounded in the values and norms they uphold. Thus, public service encompasses all activities undertaken by the government that benefit various individuals within a group or unit, providing satisfaction even if the outcomes are not directly linked to a physical product (Sinambela, P. Lijan, 2006).

Principles of Public Service

Public services are delivered through a series of activities characterized by simplicity, transparency, efficiency, focus, comprehensiveness, fairness, and easy accessibility. The primary reason for providing public services is to fulfill the public interest, which is a responsibility of the government.

Concept of Service Quality

Public service arises from the community's demand for rights and fair treatment from government agencies in their activities and in maintaining citizens' existence, as well as in meeting community needs. According to Arianto, (2019), the quality of service can be understood as a phenomenon that emphasizes meeting needs and requirements, along with timeliness in fulfilling customer expectations (Sinamora, 2019). Sinambela, (2005) identifies six essential elements of public service quality that must be considered to achieve public satisfaction and ensure high service standards: transparency, accountability, conditionality, participation, equality of rights, and balance of rights.

Principles of Service Quality

Service quality refers to the actions taken by service providers through intangible elements that consumers can perceive. It is measured by the extent to which the service meets consumers' needs and expectations. The principles of public service ethics, developed by the Josephson Institute of Ethics and cited by Indra Muchlis Adnan, Hamim, (2013), as well as elaborated by Bisri and Asmoro, (2019), serve as a guide for public bureaucrats in delivering services. These principles include:

1. Honesty: being trustworthy, truthful, and avoiding deceit or evasion.
2. Integrity: adhering to moral principles, being honorable, and avoiding duplicity.
3. Keeping promises: fulfilling commitments and respecting the spirit of agreements without unilateral interpretation.
4. Loyalty: being faithful and dedicated to one's duties.
5. Fairness: treating individuals equally, being tolerant, and embracing diversity.
6. Care: being attentive to the welfare of others and providing kindness in service.
7. Respect: honoring human dignity, privacy, and the right to self-determination.
8. Citizenship: responsibly valuing democratic decision-making and encouraging participation.
9. Excellence: focusing on the quality of work (Supriadi et al., 2021).

Service Quality Indicator

According to Hardiyansyah, (2011), service quality is a multidimensional condition encompassing products, services, people, processes, and the environment, with quality assessment occurring during public service delivery. This research draws on various theories and concepts related to public service quality, including the SERVQUAL theory (Fitriana, 2014). Developed by Parasuraman, Zeithaml, and Berry in 1985, the SERVQUAL model measures service quality based on customer perceptions and expectations. It identifies five key dimensions for evaluating service quality: a) Tangibles, b) Reliability, c) Responsiveness, d) Assurance, and e) Empathy (Parasuraman et al., 1985).

Public Service

Civil servants serve dual roles as public servants and state servants, with public service being a key aspect of their responsibilities. The National Institute of Public Administration, (2000) defines public or general services as the various activities performed by government agencies at the central, regional, and state-owned enterprise levels to provide goods and services that meet community needs and fulfill statutory regulations.

Individuals consistently strive to meet their life needs, both through their own efforts and by relying on the actions of others. The process of fulfilling needs through others is known as the concept of service. Moenir, (2001) describes service as a series of activities

conducted by individuals or groups, utilizing material resources and following specific systems, procedures, and methods, to address the interests of others based on their rights.

Public Satisfaction

Regulation Number 16 of 2014 from the Minister of Administrative and Bureaucratic Reform of the Republic of Indonesia outlines the guidelines for conducting public satisfaction surveys related to public service delivery. This regulation covers several key areas: requirements, procedures, service time, costs/tariffs, implementers, competence, the behavior of implementers, service announcements, and the handling of complaints, suggestions, and feedback. The latter refers to the procedure for managing advanced-level complaints.

Determinant Factors Affecting the Quality of Public Service

Various factors influence the quality of public service. These factors can have a positive impact by enhancing service quality, or they can pose challenges when they are absent or unsupportive. Key determinants of public service quality include: 1) Organizational structure Terry L. Cooper (2019) explains that a clear and efficient organizational structure facilitates good coordination among units within public service organizations; 2) The capability of the personnel; 3) The service system; 4) Factors related to facilities and infrastructure (Jacques-Coper & Garreaud, 2015)..

Method

This research employs a qualitative phenomenological approach to explore the subjective experiences of community members and village officials in the administrative service process. Conducted over three months at the Benteng Village Office in Nusaniwe District, Ambon City, the study seeks to understand the perspectives of various stakeholders involved in service delivery.

Ten informants were purposively selected to provide a range of insights into the quality of administrative services in Kelurahan Benteng. These informants included the Lurah (village head), the Kelurahan Secretary, three service staff members, two RW/RT heads, and three community service users. The Lurah and Kelurahan Secretary provided an overview of relevant policies and procedures, while service staff elaborated on technical

implementation. The RW/RT heads shared community experiences, and service users offered direct feedback on the services received.

The research utilized both primary and secondary data collected through interviews, observations, and documentation. It focused on the authority of administrative population services in Kelurahan Benteng, aiming to evaluate public service quality based on five key indicators: tangibility, reliability, responsiveness, assurance, and empathy, while also identifying factors that influence service delivery.

Data collection employed triangulation techniques, as outlined by Miles and Huberman (1994), a crucial strategy for ensuring the validity of qualitative research. The analysis followed the framework established by Miles, (2014), which encompasses data collection, data display, data condensation, and the drawing and verification of conclusions.

Discussion

Evaluation of Public Service Quality Across Key Dimensions

The research results indicate that the quality of public services at the Benteng Village Office in Nusaniwe District, Ambon City, can be evaluated across five key dimensions: Tangible, Reliability, Responsiveness, Assurance, and Empathy. These dimensions are essential for measuring public satisfaction with local government performance. High-quality public services reflect not only the effectiveness and efficiency of the bureaucracy but also the commitment of officials to address community needs.

In the Tangible Dimension, which includes factors such as appearance, comfort, ease, and the use of aids, implementation has been largely successful; however, comfort remains an area needing improvement. The Reliability Dimension, which evaluates accuracy, clear service standards, capability, and expertise, has been mostly achieved, although staff expertise in utilizing service aids does not fully meet public expectations. The Responsiveness Dimension, defined by the ability to respond quickly and accurately to user complaints, has met community expectations, as there were no reported issues in this area. Similarly, the Assurance Dimension, which ensures timely service and cost certainty, has been effectively implemented, with no complaints noted. Lastly, the Empathy Dimension, which emphasizes prioritizing user interests and maintaining a friendly, polite, and

respectful demeanor, has generally been well-executed. Nevertheless, some concerns persist regarding the perceived unfriendliness of service staff.

Key factors influencing service quality include the professionalism of human resources (HR) at the Benteng Village Office. Competent employees with strong work ethics and high dedication are essential for delivering timely, responsive, and friendly services. Additionally, employee capacity-building programs through training and evaluations enhance HR quality. Support for information technology (IT) infrastructure has also been crucial in improving service efficiency. IT-based administrative systems simplify community access to services, such as managing population documents and handling correspondence, thereby reducing administrative errors and expediting service processes.

Community awareness and support are crucial for enhancing service quality. Public engagement through feedback and active monitoring encourages village officials to maintain transparency and accountability. Additionally, community cooperation in meeting administrative requirements helps streamline service processes.

Benteng Village holds coordination and evaluation meetings every three months to assess challenges in service provision and develop innovative solutions. The village also strives to cultivate a sincere and conscientious service culture among employees. Furthermore, the sub-district government continuously improves supporting facilities, including comfortable service rooms, adequate administrative equipment, and accessibility for individuals with disabilities, all aimed at enhancing the overall service experience.

Despite these positive initiatives, challenges persist, such as budget and workforce limitations. There is also a need to improve the community's technological literacy to maximize the effectiveness of IT-based services. However, with ongoing commitment and collaboration between the sub-district government and the community, these challenges can be effectively addressed over time.

In conclusion, the professionalism of human resources, the availability of IT infrastructure, and community oversight are key factors that contribute to the improvement of public service quality in Benteng Village. The synergy among professional staff, adequate facilities, and active community participation is essential for increasing public trust in local government and enhancing the overall quality of public services.

Analysis of Public Service Quality

This research offers a comprehensive analysis of the quality of public services at the Benteng Village Office in Nusaniwe District, Ambon City. Utilizing the SERVQUAL model, the analysis evaluates service quality across five key dimensions: Tangible, Reliability, Responsiveness, Assurance, and Empathy. These dimensions are crucial for assessing public service performance and understanding how well community expectations are met. The findings reveal both strengths and areas for improvement in the services provided by the Benteng Village Office. By examining each dimension in detail, the study illustrates how various factors contribute to overall public satisfaction with local government services, as well as the challenges that must be addressed to enhance service quality.

The Tangible Dimension assesses the physical aspects of service, including facilities, employee appearance, and the comfort of the service location. The research indicates that the Benteng Village Office has effectively implemented most indicators in this dimension, such as employee appearance and the use of service aids. However, there is a notable gap in the comfort of the service location, which has not fully met community expectations. This discrepancy highlights a mismatch between public expectations and the current state of physical facilities in the area.

The Reliability Dimension evaluates the institution's ability to provide accurate, consistent, and compliant services. The findings reveal that most indicators in this dimension, including the accuracy and clarity of service standards, are functioning well. However, weaknesses exist in employees' competence with service assistance tools. This lack of technical skills creates a gap that may undermine public trust in the reliability of services provided at the sub-district level.

The Responsiveness Dimension assesses the institution's ability to promptly and accurately address community needs and complaints. Research indicates that Benteng Village has effectively met community expectations in this area. The lack of complaints suggests that village officials are providing timely and precise responses to service requests. Consequently, this dimension shows satisfactory results with no significant gaps.

The Assurance Dimension focuses on service reliability, employee competence, and the community's sense of security. Findings reveal that Benteng Village has successfully implemented timely assurance and cost certainty. The absence of community complaints in

these areas indicates that services meet safety standards and procedural clarity, contributing to overall community satisfaction.

The Empathy Dimension evaluates the attentiveness and friendly demeanor of officials towards individual community members. While most indicators, such as non-discriminatory attitudes and respect for the community, have been successfully implemented, there are shortcomings in the friendliness of service staff. This lack of friendliness creates a gap that could negatively affect public satisfaction with the services provided by the sub-district.

In conclusion, Benteng Village has made significant progress in various dimensions of public service quality, yet there remain areas for improvement, particularly regarding the comfort of the service environment, employee competence, and staff friendliness. Addressing these gaps is essential for enhancing overall public satisfaction with the services offered.

Factors Determining the Quality of Public Services

The quality of public services in Benteng Village is influenced by several key factors. First, the professionalism of human resources is crucial; employees with competence and strong work ethics are fundamental to delivering quality services. Regular training and evaluations are essential for enhancing their skills and professionalism. However, there is a noticeable weakness in the staff's ability to effectively use technological tools, highlighting the need for improved technical skills among employees.

Support for information technology (IT) infrastructure is also a significant factor. The implementation of technology-based administrative systems has greatly increased service efficiency, enabling smoother and quicker processes. Nevertheless, challenges remain regarding the comfort and adequacy of physical facilities, which need further improvement to better serve the community.

Community awareness and support are vital in determining service quality. Active community participation in monitoring and providing feedback fosters transparency and accountability in public services. Collaboration between the community and local officials also streamlines the service process, making it more efficient and responsive to public needs.

Efforts to improve services are evident through routine evaluation meetings that identify obstacles and generate innovative solutions. Additionally, promoting a positive service culture that encourages employees to serve sincerely and with dedication is a key initiative aimed at enhancing the overall service experience.

However, challenges persist. Resource limitations, particularly concerning budget and workforce, pose significant obstacles to further improving service quality. Furthermore, enhancing the public's technological literacy is essential for them to fully utilize IT-based services and maximize their benefits.

Conclusion

The analysis of public service quality at the Benteng Village Office in Nusaniwe District, Ambon City, reveals positive progress across five key dimensions. The Tangible Dimension, which includes indicators like appearance, comfort, ease, and the use of assistive tools, has been largely implemented. However, some aspects, especially the comfort of the service environment, remain underdeveloped. The Reliability Dimension, focusing on accuracy, clear service standards, and staff ability and expertise, has been implemented, but there is a notable gap in staff expertise regarding the use of service aids, which has not fully met public expectations.

The Responsiveness Dimension aligns well with community expectations, as evidenced by the lack of complaints from service users, suggesting that services are provided promptly and accurately. The Assurance Dimension, which includes timely guarantees and cost certainty, has also been implemented in accordance with community desires, contributing to overall satisfaction. Lastly, the Empathy Dimension, which emphasizes prioritizing user interests and maintaining a friendly, polite, non-discriminatory, and respectful approach, has mostly been well executed. However, concerns have been raised about the unfriendliness of some service staff, which has not fully satisfied user expectations.

Key factors influencing the quality of public services in Benteng Village include the professionalism of human resources, the availability of information technology (IT) infrastructure, and community oversight. These factors significantly enhance the effectiveness and efficiency of service delivery. Additionally, adequate support in the form

of facilities and equipment is crucial for streamlining the service process and improving overall service quality in the region.

Recommendations

The Benteng Village Office should enhance its facilities by adding supporting infrastructure, such as air conditioning in the service room, to improve user comfort. Additionally, staff who are not yet proficient in operating assistive tools should undergo retraining. Furthermore, employees should regularly remind each other of the importance of maintaining a friendly attitude toward service users to ensure a more pleasant and efficient service experience.

Limitation and Future Research

The limitations of this study include several aspects that were not thoroughly examined, such as the inadequacy of the physical facilities in meeting public expectations and the staff's lack of proficiency in using technological tools, particularly in service delivery. While most indicators in the Tangible and Reliability dimensions have been addressed, further research is necessary to evaluate the effects of gaps in technological skills and the comfort of physical facilities. Additionally, despite the Empathy dimension being largely implemented, issues with the unfriendliness of some service staff remain unexplored in this study.

For future research, it is recommended to conduct a more detailed evaluation of the comfort of physical facilities and the technological competence of staff, focusing on identifying specific training needs. Moreover, efforts should be made to enhance staff attitudes through empathy-based training programs to improve service interactions. Increasing community involvement in service assessments through surveys or in-depth interviews would also yield a more comprehensive understanding of user experiences. Addressing these gaps, particularly in terms of technological proficiency and service culture, will be crucial for enhancing the overall quality of public services in Benteng Village.

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