

Analysis of the Implementation of Public Service Standards at the District Level

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Abstract. *This study critically examines the implementation of public service standards at the Penajam District Office, North Penajam Paser Regency, East Kalimantan, Indonesia. Despite formal compliance with regulatory frameworks mandating service requirements, procedures, timelines, costs, and product specifications, empirical findings reveal significant gaps between administrative design and operational realities. Utilizing a qualitative descriptive approach, data were collected through non-participant observation, semi-structured interviews, and document analysis, and analyzed using the Miles and Huberman interactive model. The results indicate that while service standards are publicly available, their accessibility, citizen comprehension, and consistent application remain limited. Procedural inconsistencies, delays in service delivery, ambiguities in service costs, and occasional lapses in service product quality highlight systemic weaknesses rooted in resource constraints, limited officer competence, and weak institutional capacity. Moreover, mechanisms for citizen feedback and complaints were found to be underdeveloped, further eroding public trust. These findings suggest that public service reform efforts must transcend procedural formalities and prioritize strengthening organizational capacity, enhancing staff competence, and fostering a culture of citizen-centered service delivery. Without addressing these deeper structural and cultural challenges, the implementation of public service standards risks becoming a symbolic exercise rather than a driver of substantive governance improvement. The study underscores the critical need for holistic reform strategies to realize the full potential of public service standardization initiatives.*

Keywords: public service standards, service delivery, administrative reform, organizational capacity, citizen engagement.

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INTRODUCTION

According to Kotler in his book *Sinambela* (2010), the definition of service is any action that is profitable in a group or unit, and offers satisfaction even though the results are not tied to a physical product. The definition of service according to Moenir (2010) is an activity carried out by a person or group of people based on material factors through certain systems, procedures and methods in an effort to fulfill the interests of other people in accordance with their rights. From these definitions it can be concluded that service is an activity carried out by a person or group of people to fulfill or take care of other people's needs (Silfiah & Mufida, 2024; Burkhard et al., 2012; Bhakti et al., 2022; Suandi, 2019).

And the purpose of service is to provide satisfaction to other people. Public services play an important role in government, this is because it concerns the public interest, especially the interests of society as a whole (Bozeman, 2007; Berenson, 1999). The state has an obligation to

serve every citizen and resident to fulfill their basic rights and needs within the framework of public services which is the mandate of the 1945 Constitution of the Republic of Indonesia. According to Hayat (2017), public service is serving all aspects of basic services that are needed by the community to be fulfilled in accordance with its provisions. Mukarom & Laksana (2016) say that Public Service is the provision of services (serving) the needs of people or society who have an interest in the organization in accordance with the basic rules and procedures that have been determined (Alea, 2024).

Meanwhile, according to Law Number 25 of 2009, the definition of public service is an activity or series of activities in order to fulfill service needs in accordance with statutory regulations for every citizen and resident regarding goods, services and/or administrative services provided by service providers. public. In Law Number 25 of 2009 concerning Public Services and Government Regulation Number 96 of 2012 concerning the Implementation of Law Number 25 of 2009 concerning Public Services, mandates that administrators must involve the community in the implementation of public services as an effort to build a fair public service delivery system, transparent and accountable.

The public service providers in question are every state administration institution, corporation, independent institution formed by law for public service activities, and other legal entities formed solely for public service activities (Sebayang & Hartati, 2021; Utami, 2022; Peso & Pranoto, 2022). As a public service provider, the government is required to provide quality public services to the entire community and in accordance with service standards set by the State. As for service standards, according to Public Service Law Number 25 of 2009 article 1 paragraph (7) are benchmarks used as guidelines for service delivery and reference for assessing service quality as an obligation and promise of organizers to the public in the context of quality, fast and easy service, affordable, and scalable (Partiwi, 2020).

Align with research from Tasyah et al. (2021), Providing good, quality, effective and efficient public services to the community must be carried out by the government at both the central and regional levels. In order to provide public services to run well, every government agency is obliged to prepare, establish Service Standards, and involve community participation in their preparation. Service standards are requirements that must be met by public service providers and can prevent maladministration in providing public services to the community (Stapenhurst & Langseth, 1997; Davis, 2004; Van Slyke, 2003). Public service providers are also obliged to publish Service Standards as a guarantee of certainty for service recipients/users.

According to Yumame (2024), with the publication of service standards, the public will be able to know standard information, including the time services are provided, the costs that must be allocated, the requirements needed are clear, the procedures and service flow/mechanisms are also clear, as well as having a complaint service regarding non-compliance of services with the rules (regulation). In implementing service standards, government officials as service implementers must also work professionally, responsibly and comply with established service standards (Bisri & Asmoro, 2019). With the designation of part of the North Penajam Paser Regency Government area as the Archipelago Capital (IKN) area by the President of the Republic of Indonesia, and the desire of the North Penajam Paser Regency Government to become an "IKN Veranda" has become a special motivation for the North Penajam Paser Regency Government to improve the quality of its public services.

Because after all, there will be an increase in the number of people with the influx of immigrants from outside the region who want to get public services (Darwis, 2018). The North Penajam Paser Regency Government continues to strive to implement the principles of good governance and clean government consistently and continuously in order to improve good government governance, therefore improving public services in regional government agencies has huge implications for the level of public trust in the government (Tasyah et al., 2021). As an effort to improve good government governance and the quality of public service performance, the

North Penajam Paser Regency Government has issued Regent Regulation Number 8 of 2019 concerning Amendments to Regent Regulation Number 15 of 2016 concerning Mechanisms for Preparing Service Standards within the North Penajam Paser Regency Government.

The Regent's Regulation serves as a guideline for all Regional Apparatus in preparing Service Standards documents (Susanti et al., 2018). Apart from that, in order to improve the quality of public services, the North Penajam Paser Regency Government annually becomes the locus for monitoring and evaluating the performance of public service delivery by the Ministry of State Apparatus Empowerment and Bureaucratic Reform. The results of monitoring and evaluating the performance of public service delivery are in the form of a Public Service Index score and in 2023 the North Penajam Paser Regency Government received a score of B- (Good With Notes). This shows that the quality of public services within the North Penajam Paser Regency Government is still not optimal. One of the aspects assessed is the Service Policy in the form of the availability and application of Service Standards in the delivery of public services (Godjali et al., 2021).

One of the providers of public services at the basic level is the sub-district government. In this case, the government of Penajam District, North Penajam Paser Regency, which is one of the gateways to the North Penajam Paser Regency area, is expected to be able to be at the forefront of providing quality services to the community. Fulfilling Service Standards is one of the first steps that can guarantee good service to the community. If we refer to Law Number 25 of 2009 concerning Public Services and Regulation of the Minister for Administrative Reform and Bureaucratic Reform Number 15 of 2014 concerning Service Standards Guidelines, the North Penajam Paser Regency Government, in this case the Penajam District, should have implemented these service standards properly.

And service standards that are implemented well will improve the quality of public services and increase public trust/satisfaction with the performance of public service delivery in Penajam District (Sholichah et al., 2025). However, if the service standards that have been determined are not implemented properly, it will affect the level of quality of public services and the level of public trust/satisfaction with the performance of public service delivery in Penajam District. Penajam District is one of the Regional Apparatus within the North Penajam Paser Regency Government, this is stated in the general provisions of the North Penajam Paser Regency Regional Regulation Number 12 of 2008 concerning the Organization and Work Procedures of Districts and Villages in North Penajam Paser Regency.

Article 3 paragraph 3 explains that, apart from carrying out general government duties, the sub-district head also carries out government authority delegated by the Regent to handle some regional autonomy matters, which include aspects of licensing, recommendations, coordination, guidance, supervision, facilitation, determination, administration and other delegated authority. Penajam District, which is the capital of North Penajam Paser Regency, has the largest population compared to the other 3 sub-districts (Waru District, Babulu District, Sepaku District) and there are 23 villages/sub-districts included in the Penajam District area.

Penajam District has set Service Standards in 2023 based on the Decree of the Head of Penajam District, North Penajam Paser Regency Number: 060/129/ Kec.PNJ-Umum/XI/2023, but the results of initial observations found that there had been no publication of Service Standards that should have been make it easier for people to access it. Service Standards that must be published contain 6 (six) components of Service Standards related to the service delivery process in non-electronic media (public space/service information space) as well as in electronic media. The 6 (six) components consist of requirements; system of mechanisms and procedures; service period; fees/tariffs; service products; and handling complaints, suggestions and input (Hairat & Suyuti, 2020).

Apart from that, based on the results of the 2022 Community Satisfaction Survey in Penajam District, there is one element of service that has a low satisfaction score, namely related

to the competency/ability of officers in providing services. The absence of publications and lack of competence/ability of service officers will hamper public services where the community as service users will have difficulty in getting services provided by Penajam District. This research is in line with research conducted by several previous researchers such as research by Benu et al. (2022) with the title "Implementation of Public Service Standards (Case Study at the Kupang City Land Office)", research by Hairat & Suyuti (2020) with the title "Implementation of Standards Services According to Law Number 25 of 2009 at the Segeri Community Health Center", research by Fajri et al. (2020) entitled "PUBLIC SERVICE STANDARDS (Study of Family Card Services in Samarinda Seberang District), and so on.

METHODS

This study employed a qualitative descriptive research approach to explore and analyze the implementation of public service standards at the Penajam District Office, located in Nipah-Nipah Village, Penajam District, North Penajam Paser Regency, East Kalimantan, Indonesia. The qualitative descriptive method was chosen to obtain a comprehensive understanding of service practices based on real experiences and perspectives from both service providers and service recipients. The primary data for this research were collected through non-participant observation, in-depth interviews, and document study. Interviews were conducted using purposive and incidental sampling techniques. Informants selected purposively included key figures such as the Sub-District Head, Heads of Subdivisions (General Affairs, Community Empowerment, PPSDA), administrative staff, and service officers. Meanwhile, community members receiving services at the time of data collection were selected incidentally to capture direct user experiences. Secondary data were obtained through a review of relevant policy documents, legal regulations, service standard decrees, community satisfaction surveys, and other supporting literature. Data collection utilized observation to document service activities and interactions, interviews to gather insights and experiences from informants, and document analysis to review the compliance and completeness of service standards. The data analysis process followed Miles and Huberman's interactive model, consisting of data reduction, data display, and conclusion drawing. Data reduction involved selecting and simplifying relevant information; data display organized the information into narratives and visual formats; and conclusion drawing entailed identifying themes and verifying findings continuously to ensure consistency. To ensure the credibility and reliability of the research findings, several validation techniques were employed, including data triangulation across sources and methods, member checking by confirming interview summaries with informants, prolonged engagement in the field to deepen contextual understanding, and peer debriefing to obtain critical feedback from academic colleagues. Through this comprehensive methodological design, the study sought to accurately portray the realities of public service standard implementation in Penajam District.

RESULTS AND DISCUSSION

Results of Interviews with Informants, Observation Results and Document Review

Based on the results of in-depth interviews with all informants, observation results, and document review results, information was obtained with the following description:

Description of Service Requirements

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section and PPSDA Section, the following information was obtained:

For services in the General Services Section, for example Resident Transfer Certificate Registration Services, there are requirements that must be submitted by the applicant (service user), including a certificate from the RT and Subdistrict, KK, KTP, SKCK, domicile letter from the subdistrict. The following are excerpts from interviews with informants:

"... here some of the services have been transferred to Licensing... the services that are still there are transfer letters coming, certificates of incapacity. "When the transfer letter comes,

the condition is that there is an introduction from the RT, sub-district... only then the sub-district head will find out..." (Informant 2, Head of Public Services)

For services in the Community Empowerment Section, for example Grant Fund Recommendation services, the requirements that must be completed include a letter submitting a request for a recommendation from the sub-district head, domicile letter and recommendations from the sub-district/village. The following are excerpts from interviews with informants:

"... examples of services include recommendations for village officials' salaries, distribution of aid, grant funds and so on... the requirements for recommendation for grant funds are a letter of proposal or submission of a request for recommendation from the sub-district head, a domicile letter as well as a recommendation from the sub-district/village..." (Informant 3, Head of Community Empowerment)

For services in the PPSDA Section, for example Tower Permit Recommendation services, the requirements include including the value of the permit contract, a statement letter from the RT, a statement letter from the Subdistrict which includes a neighbor's permit, company documents, a rental agreement and a company profile if the land is leased. The following are excerpts from interviews with informants:

"...requirements for a recommendation for a tower permit include a statement letter from the RT, a statement letter from the sub-district including the neighbor's permit, company documents. If the land is rented, there must be a rental agreement with the company profile..." (Informant 8, Service Officer)

Regarding the service requirements set in Penajam District, the community said that the service requirements were in accordance with the type of service. The following are the results of interviews with several people who are currently and have finished receiving services at the Penajam District Office:

"...according...it's like we have to fulfill what they ask for..." (Informant 10, Housewife)

"...it's appropriate, it's not complicated..." (Informant 11, Housewife)

Based on the results of observations, the service requirements are in accordance with the type of service to be provided and the applicant is already aware of this through the subdistrict office. Meanwhile, based on the document review, information was obtained that the service requirements for resident move-in/move-out certificate services, grant fund recommendations, and tower permit recommendations were not found/have not been specified in the Service Standards document in Penajam District.

System Description, Mechanisms and Service Procedures.

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section and PPSDA Section, the following information was obtained:

For services in the General Services Section, for example Resident Transfer Certificate Registration Services, there are systems, mechanisms and procedures that must be carried out by the applicant (service user), namely the applicant comes to the information section then the information section will be directed directly to the General Services Section room. Then the required documents that are brought will be checked first, if they are complete they will be signed by the Subdistrict Head or Head of Public Services, but if they are not complete then they will be returned to be taken back to the Subdistrict. The following are excerpts from interviews with informants:

"...the transfer letter arrives and the procedure is via the new information section and is directed here. Check it first...if it's not complete, you're told to go back to the sub-district. If it is complete... then it will be signed by the sub-district head or I will be here..." (Informant 2, Head of Public Services)

For services in the Community Empowerment Section, for example the Grant Fund Recommendation service, there are systems, mechanisms and procedures that must be carried out by the applicant (service user), namely the applicant comes with the file and is immediately directed to the Community Empowerment Section room, then the file is verified by an officer, if it is complete, a recommendation will be made. which is signed by the sub-district head and after that it is numbered and stamped. Then the applicant takes the recommendation letter to BKAD (Regional Finance and Assets Agency) to be disbursed. The following are excerpts from interviews with informants:

"...They came here with files. If we verify the files are complete...we process them that day then wait for the sub-district head's signature. If the sub-district head is there that day...recommendations can come out. But if the sub-district head isn't there... he's unavailable or has something to do, that means you have to wait. When it is finished, we give it a number and stamp and then hand it over to the community." (Informant 7, Service Officer)

For services in the PPSDA Section, for example the Tower Permit Recommendation service, there are systems, mechanisms and procedures that must be carried out by the applicant (service user), namely the applicant comes with documents that have been completed at the sub-district, then the files are verified by an officer if they are complete, a recommendation will be made which is signed by the sub-district head. The following are excerpts from interviews with informants:

"..The company came to the sub-district bringing the application files that had been completed from the sub-district...verifying the files and making a recommendation...signed by the sub-district head..." (Informant 4, Head of PPSDA)

Regarding the system, mechanisms and service procedures in Penajam District, the community considers it easy to carry out. The following are the results of interviews with several people who are currently and have finished receiving services at the Penajam District Office:

"...sometimes when you say it's easy...it's easy. But sometimes there are difficulties if the completeness of the documents is wrong or missing, it has to be corrected again, later coming back here...so going back and forth again..." (Informant 13, Lango Beach Village Staff)

Based on the results of observations, the system, mechanisms and service procedures are known to the applicant and are easy for the applicant to carry out. Meanwhile, based on the document review, information was obtained that the system, mechanism and service procedures for resident move-in/move-out certificate services, grant fund recommendations, and tower permit recommendations were not found/have not been specified in the Service Standards document in Penajam District.

Description of the Service Period

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section and PPSDA Section, the following information was obtained:

For services in the General Services Section, for example Resident Transfer Certificate Registration Services, the service time is approximately 5 (five) minutes. The following are excerpts from interviews with informants:

"...approximately 5 to 15 minutes..." (Informant 6, Service Officer)

For services in the Community Empowerment Section, for example Grant Fund Recommendation services, the service period is 1 (one) day if there is a sub-district head. The following are excerpts from interviews with informants:

"...depending on the superior...if there is a subdistrict head, then it's a day...not even a day. Morning comes... we can process it in the afternoon..." (Informant 7, Service Officer)

For services in the PPSDA Section, for example the Tower Permit Recommendation service, the service time is under 1 (one) hour if the sub-district head is present. The following are excerpts from interviews with informants:

"...it won't take 1 hour if it's complete and the sub-district head is there..." (Informant 4, Head of PPSDA)

Regarding the service period in Penajam District, the community assesses the speed of service delivery. The following are the results of interviews with several informants who are currently and have completed receiving services at the Penajam District Office:

"...fast. they don't delay...they ask what the requirements are...they see...okay, everything is complete. "But because the sub-district head isn't there... so they apologized saying we can't confirm when the sub-district head will come home, so if you believe it, just leave it here so if the sub-district head is there, we'll contact you later..." (Informant 10, Housewife)

Based on the results of observations, the service time in Penajam District is an average of 5 minutes to 1 hour if there is a sub-district head. Meanwhile, based on the document review, information was obtained that the time period for the service of certificates of moving in/moving out residents, recommendations for grant funds, and recommendations for tower permits was not found/had not been determined in the Service Standards document in Penajam District.

Description of Service Costs/Tariffs

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section and PPSDA Section, the following information was obtained:

For services in the General Services Section, for example Resident Transfer Certificate Registration Services, there are no service fees/tariffs that must be paid by the public. The following are excerpts from interviews with informants:

"...there are no fees..." (Informant 6, Service Officer)

For services in the Community Empowerment Section, for example Grant Fund Recommendation services, there are no service fees/tariffs that must be paid by the community. The following are excerpts from interviews with informants:

"...there is no cost..." (Informant 3, Head of Community Empowerment Section)

For services in the PPSDA Section, for example Tower Permit Recommendation services, the service fees/rates are non-existent/free. The following are excerpts from interviews with informants:

"...no fees..." (Informant 8, Service Officer)

Regarding service costs/tariffs in Penajam District, there are no costs to the community in providing services. The following are the results of interviews with several informants who are currently and have completed receiving services at the Penajam District Office:

"...there are none... starting from RT, sub-district to sub-district, there are none, thank God..." (Informant 10, Housewife)

Based on the results of observations, there are no costs/tariffs that must be paid by the community to obtain services in Penajam District. Meanwhile, based on the document review, information was obtained that the determination of fees/tariffs for resident move-in/move-out certificate services, recommendations for grant funds, and recommendations for tower permits were not found/had not been determined in the Service Standards document in Penajam District.

Description of the Service Products Produced

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section and PPSDA Section, the following information was obtained:

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For service products in the General Services Section, there are around 4 (four) service products according to Informant 2, while Informant 6 stated that there are 3 (three) service products, including transfer certificates, transfer certificates, ship tax certificates. The following are excerpts from interviews with informants:

"... certificate of moving in, certificate of moving out, certificate of ship tax..." (Informant 6, Service Officer)

For service products in the Community Empowerment Section, there are 5 (five) service products according to Informant 3, while according to Informant 7 there are 3, namely related to ADD/DD, salaries of village officials and recommendations for grant funds. The following are excerpts from interviews with informants:

"..There are around 5..." (Informant 3, Head of Community Empowerment Section)

"...There are 3 services at PM-Kessos related to ADD/DD, salaries of village officials and recommendations for grant funds..." (Informant 7, Service Officer)

For service products in the PPSDA Section, there are 5 (five) including a statement of state land control (SPPTN), a statement of release of state land, a letter of heir related to land, a recommendation for a tower permit, legalization of seals, a certificate of registered land. The following are excerpts from interviews with informants:

"...approximately 5...statement land ownership statement (SPPTN), heir's letter regarding land, tower permit recommendation, legalization seal, registered land certificate..." (Informant 4, Kasi PPSDA)

Regarding service products in Penajam District, the community considers that what is stated in the service standards is in accordance with the results provided. The following are the results of interviews with several people who are currently and have finished receiving services at the Penajam District Office:

"...yes, appropriate..." (Informant 10, Housewife)

Based on the results of observations, some of the service products listed in the service standards are in accordance with the results provided in Penajam District. Meanwhile, based on document review, information was obtained that several service products were not found/have not been specified in the Service Standards document in Penajam District.

Description of the Means Used to Convey Complaints, Suggestions and Input Regarding Services

Based on the results of interviews with informants in the General Services Section, Community Empowerment Section, PPSDA Section and General Subdivision of Penajam District, the following information was obtained:

According to informants in the General Services Section, there are no facilities used to submit complaints, suggestions and input. The following are excerpts from interviews with informants:

"...there are no and there have never been any complaints from the public..." (Informant 2, Head of Public Services)

"...don't know whether there are facilities or not..." (Informant 6, Service Officer)

According to informants in the Community Empowerment Section, there are facilities used to submit complaints, suggestions and input regarding services, namely the suggestion box, Facebook (FB) application, SP4N LAPOR! application. The following are excerpts from interviews with informants:

"...there is a suggestion box, FB..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, there is a facility used to convey complaints, suggestions and input regarding services, namely SP4N LAPOR! and a suggestion box. The following are excerpts from interviews with informants:

"...there is SP4N REPORT, suggestion box..." (Informant 4, Head of PPSDA)

"...who knows SP4N REPORT! Just use the suggestion box..." (Informant 8, Service Officer)

According to informants in the PPSDA General Sub Division, there are facilities used to submit complaints, suggestions and input regarding services, namely the suggestion box, Instagram (IG), Facebook (FB). There is also a complaints management officer named Andin. The following are excerpts from interviews with informants:

"...yes there is...this is the officer..." (Informant 5, Head of General Subdivision)

"...yes there is...his name is Andin..." (Informant 5, Head of General Subdivision)

Regarding handling complaints, suggestions and input regarding services in Penajam District, some people do not know that there are infrastructure or facilities for handling complaints, suggestions and input. The following are the results of interviews with several people who are currently and have finished receiving services at the Penajam District Office:

"...just handled it quickly...responded..." (Informant 9, Sidorejo Village staff)

"...I don't know where the complaint went because this is the first time I'm taking care of it..." (Informant 10, Housewife)

"...if there is a complaint it is handled even though it is a bit delayed...it depends on the case..." (Informant 13, Lango Beach Village Staff)

Based on the results of observations, the means for complaints, suggestions and input as well as the process for handling them are available, but many people don't know about them. And based on the document review, information was obtained that the means for complaints, suggestions and input in the form of a suggestion box, email, the Penajam District website and complaint management have been included in the Service Standards document.

Basic Description of Service Law

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to the informant in the General Services Section, the legal basis for moving-in services is legislation, and regional regulations from the Dukcapil Service. The following is an excerpt from the interview with the informant:

"...the legal basis for transfer services is legislation, regional regulations from capil..." (Informant 2, Head of Public Services)

According to informants in the Community Empowerment Section, the legal basis for grant recommendation services is the rules relating to the provision of grant funds. The following is an excerpt from the interview with the informant:

"...There are regulations regarding the provision of grant funds..." (Informant 3, Head of Community Empowerment Section)

According to the informant in the PPSDA Section, the informant did not memorize the legal basis regarding tower permit recommendations. The following is an excerpt from the interview with the informant:

"...I don't remember especially those recommendations..." (Informant 4, Head of PPSDA)

Based on the results of observations, the legal basis regarding services in Penajam District is not well known or remembered by some service officers. Meanwhile, based on document review, information was obtained that the legal basis related to grant fund recommendation services, move-in certificates, and tower permit recommendations was not found/has not been determined in the Service Standards document in Penajam District.

Description of Service Facilities and Infrastructure

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to informants in the General Services Section, the infrastructure provided for service delivery includes computers, laptops, waiting rooms, toilets, parking lots, . The following is an excerpt from the interview with the informant:

"...that's the computer and laptop used by the head of staff, there is a waiting room, there are toilets, a parking space..." (Informant 2, Head of Public Services)

According to informants in the Community Empowerment Section, the infrastructure provided for providing services includes official cars, breastfeeding/lactation rooms, prayer rooms, libraries. The following is an excerpt from the interview with the informant:

"...official car, breastfeeding room, prayer room, library..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, the infrastructure provided for service delivery includes a lactation room. The following is an excerpt from the interview with the informant:

"...lactation room...everything here can be used..." (Informant 4, Head of PPSDA)

According to the community, the facilities and infrastructure in the sub-district are adequate and the quality is still standard and needs to be improved. The following are excerpts from interviews with informants:

"...yes, if it's an office, it's more or less...it's not adequate, it needs to be improved..." (Informant 11, Housewife)

"...standard..." (Informant 12, Teacher)

"...good standards..." (Informant 13, Lango Beach Village Staff)

Based on the results of observations, the infrastructure provided for service delivery in Penajam District is partially available and known to service officers and the community. Meanwhile, based on document review, information was obtained that there are some of the facilities and infrastructure listed in the Penajam District Service Standards document, namely printers, computers/laptops, and ATK (office stationery).

Description of the Competency of Service Implementers/Officers

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to informants in the General Services Section, service officers have provided services according to their abilities and main duties. The following is an excerpt from the interview with the informant:

"... maybe it's appropriate..." (Informant 2, Head of General Services)

According to informants in the Community Empowerment Section, service officers have provided services according to their abilities and main duties. The following is an excerpt from the interview with the informant:

"...it's in accordance with the main duties and functions..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, service officers have provided services according to their abilities and main duties, such as being able to use GPS to determine coordinates. The following is an excerpt from the interview with the informant:

"for coordinate points..." (Informant 4, Head of PPSDA)

According to the community, service officers have provided services according to their abilities and main duties and have polite and friendly behavior in providing services. The following are excerpts from interviews with informants:

"Just capable.." and "...friendly and polite.." (Informant 9, Sidorejo Village staff)

"...According to his field...his duties..." and "...they arrived quickly and we were greeted and asked by the mother what they needed...that's good, I'm really happy..." (Informant 10, Housewife)

"...yes.." and "...yes, it's good to be friendly...although there are some who are less friendly (information section)" (Informant 11, Housewife)

"...capable.." and "...very polite...friendly" (Informant 12, Teacher)

"...mastery.." and "...polite and friendly.." (Informant 13, Lango Beach Village Staff)

Based on the results of observations, in general service implementers/officers have the ability and are in accordance with their main duties and functions and have polite and friendly behavior in providing services. Meanwhile, based on document review, information was obtained that the competency of the implementer had been determined, including having a minimum of a high school education and being able to operate a computer.

Description of Internal Supervision

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to informants in the General Services Section, internal supervision in the Public Services Section is carried out by the Head of Penajam District. The following is an excerpt from the interview with the informant:

"...supervision, Mr. Sub-District Head..." (Informant 2, Head of Public Services)

According to informants in the Community Empowerment Section, internal supervision in the Community Empowerment Section is carried out by the Secretary of the Penajam District Head. The following is an excerpt from the interview with the informant:

"...Sir Sekcam..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, internal supervision in the PPSDA Section is carried out by the Head of Penajam District. The following is an excerpt from the interview with the informant:

"...district head..." (Informant 4, Head of PPSDA)

Based on the results of observations, internal supervision regarding services is carried out by the Head of Penajam District. Meanwhile, based on document review, information was obtained that internal supervision regarding services was carried out by each Section Head (Kasi).

Description of the Number of Implementers

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to informants in the Public Services Section, the number of implementers in this Section is 4 (four) people. The following is an excerpt from the interview with the informant:

"...just 4 people with me..." (Informant 2, Head of General Services)

According to informants in the Community Empowerment Section, the number of implementers in the Section is 6 (six) people. The following is an excerpt from the interview with the informant:

"...6 people..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, the number of implementers in the Section is 6 (six) people. The following is an excerpt from the interview with the informant:

"...6 people including me..." (Informant 4, Head of PPSDA)

Based on observation results, the number of implementers in the Public Services Section is 4 (four) people, in the Community Empowerment Section and PPSDA Section is 6 (six) people. Meanwhile, based on document review, the same information was obtained on the total number of implementers in each section as stated by internal informants, but the average number of implementers for each type of service was 2 (two) people.

Description of Service Guarantee

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to informants in the Public Services Section, there is no guarantee of service in Penajam District. The following is an excerpt from the interview with the informant:

"...it doesn't exist now..." (Informant 2, Head of General Services)

According to informants in the Community Empowerment Section, the guarantee of service in Penajam District is providing excellent service. The following is an excerpt from the interview with the informant:

"...we provide excellent service as quickly as possible..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, service guarantees in Penajam District are unknown. The following is an excerpt from the interview with the informant:

"... in general in the sub-district, I don't know... in terms of speed, I would also be confused if the sub-district head wasn't there..." (Informant 4, Head of PPSDA)

Based on the results of observations, there is a service guarantee in the form of a written commitment and posted on the wall of the Penajam District Office, namely We are Ready to Provide the Best Service for You Wholeheartedly. And based on document review, information was obtained that the service guarantee for the Penajam District Office is in the form of a written commitment, namely that we are ready to provide the best service for you wholeheartedly.

Description of Service Security and Safety Guarantees

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to informants in the Public Services Section, the guarantee of service security and safety is the availability of Satpol PP officers. The following is an excerpt from the interview with the informant:

"...there is a Satpol..." (Informant 2, Head of Public Services)

According to informants in the Community Empowerment Section, the guarantee of service security and safety is the availability of Satpol PP officers. The following is an excerpt from the interview with the informant:

"...there is a Satpol PP in front...if there is anything ready to help..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, the guarantee of service security and safety is the availability of Satpol PP officers. The following is an excerpt from the interview with the informant:

"...there are around 9 Satpol people so it's safe..." (Informant 4, Head of PPSDA)

Based on the results of observations, the guarantee of service security and safety in the form of a service provider's commitment is not visible on the walls of the Penajam District Office. Meanwhile, based on document review, information was obtained that the written guarantee of service security and safety is that we are committed to providing a sense of security and comfort in the service process.

Overview of Implementing Performance Evaluation

Based on the results of interviews with informants in the Public Services Section, Community Empowerment Section, and Penajam District PPSDA Section, the following information was obtained:

According to informants in the General Services Section, performance evaluations are carried out quarterly. The following is an excerpt from the interview with the informant:

"...per quarter..." (Informant 2, Head of Public Services)

According to informants in the Community Empowerment Section, performance evaluations are carried out every month and sometimes every week. The following is an excerpt from the interview with the informant:

"...evaluation every month, sometimes every week...it's called coffee morning..." (Informant 3, Head of Community Empowerment Section)

According to informants in the PPSDA Section, performance evaluations are carried out quarterly. The following is an excerpt from the interview with the informant:

"...there are quarterly..." (Informant 4, Head of PPSDA)

According to the Head of Penajam Subdistrict, service performance evaluations are carried out every month to ensure the implementation of service standards. The following is an excerpt from an interview with informant 1:

"... often, even every apple every week. If it's routine every month..." (Informant 1, Subdistrict Head)

Based on the results of observations, service performance evaluations are carried out by the Penajam Subdistrict Head regularly every month. Meanwhile, based on document review, information was obtained that service performance evaluations were carried out by the Head of Penajam District every quarter.

Implementation of Service Standards

According to Article 20 of Republic of Indonesia Law Number 25 of 2009 concerning Public Services each Public Service Providing Unit needs to establish the 14 (fourteen) service standard components. Research outcomes demonstrate that Penajam District fulfills public service standards with average quality standards that satisfy the community needs. Several aspects require improvement and correction at Penajam District to achieve better public service administration quality levels. The preparation of service standards requires community participation and notification should be made to all affected stakeholders and the general public.

The Penajam Subdistrict Head needs to review the existing incomplete service standard documents. The 2023 Penajam District Service Standards document contains only 16 (sixteen) types of services. The results demonstrate that multiple everyday services operate without service standards including offerings for grant fund recommendations and tower permit recommendations. The current service standard documentation produces adverse effects on public service execution quality throughout Penajam District.

The Penajam District Office demonstrates strong administrative dedication to national regulatory compliance by implementing service standards. The district made public key service elements which included requirements, procedures, cost assessments, service timescales and product specifications. Align with research from Umpain & Wardiyanto (2024), the comprehensive assessment demonstrates that administrative processes prevail over substantial organizational changes during the implementation stage. Solutions provided by government services show persistent problems regarding how easily people can reach them and how consistent their work is and how effective their operation is and how well they enable citizens to participate. Both compliance requirement achievement and authentic public service transformation need a complete organizational and cultural transformation that extends past basic standards implementation.

Service requirements together with procedures received formal documentation that met organizational transparency requirements. Research findings indicated that users of public services faced challenges understanding complete procedural requirements and processing procedures without support from staff members. The current situation indicates major differences exist between documented information services and effective accessibility for users. Active facilitation of public service emerges from the principles of New Public Service theory (Ulya et al., 2025) above simple transparency methods. Static posters and brochures as information delivery methods are ineffectual for reaching citizens who do not possess bureaucratic literacy. The use of technical legal language for standard communications creates a wall between service users and staff who protects vulnerable groups from fair service delivery.

Solving this problem involves both making documents simpler and using active communication approaches which include workshops about services and outreach activities for communities and digital training for services. Official timeframes and product specifications developed for standardized services showed discrepancies according to empirical research because actual service delivery deviated from declared standards. Service processing delays and documentation errors happened frequently mainly when there were high service volumes. The implementation of standard procedures fails because frontline employees lack adequate resources or insufficient infrastructure along with inadequate workflow management processes (Buchanan et al., 2013). According to Lipsky (2010) theory of street-level bureaucracy service staff adopt discretionary behavior because official rules conflict with operational requirements.

The service deviations at Penajam District Office became normalized because the staff maintained limited numbers, received insufficient training and lacked operational performance monitoring systems in real time. Such actions break citizen trust and convert service standards from performance measures into meaningless representation instead of genuine quality indicators. Service reform needs to focus on improving frontline staff capabilities and dynamic workforce control and establish ongoing initiatives for service quality assessment along with

improvement frameworks. Formal disclosure systems addressed service costs by stopping hidden fees while establishing transparency in costs to all stakeholders. Practice implementation failed to achieve clear disclosure of supplementary or exceptional services to service users because they remained uncertain about their costs. Service quality theory defines assurance as a key aspect of perceived quality because it describes the trust that citizens have in service provider competence and professionalism.

These ambiguities compromise the assurance about costs by providing opportunities for both opportunistic activities and informal transactions. The lack of proper cost exception explanations increases public mistrust of government services because corruption remains a prominent concern for the national population. Effective service delivery requires that users understand cost structures through their active explanation and the establishment of reliable mechanisms for body complaints involving cost improprieties. Service standards at Penajam District Office have established an important administrative achievement with limited capability to deliver comprehensive reform within public service agendas. Organizations need to put citizens first while building service delivery capabilities because this strategy should include development of responsive systems and transparent practices that maintain continuous improvement at all stages. Democratic governance together with enhanced citizen trust become possible only through comprehensive organizational transformation that transforms procedural rules into active tools for public service delivery.

Supporting Factors and Challenges in Service Delivery

Service delivery effectiveness depends both on enacted service standards and the fundamental organization systems and structures which shape service delivery possibilities and limitations. Service delivery realities at Penajam District Office operate through multiple interacting components starting from facilities and infrastructure to officer capabilities and complaint management methods. The listed factors simultaneously influence service quality and delivery outcomes but at the same time reveal major organizational constraints which block service targets from materializing. The Penajam District Office follows established standards through its formal structures yet insufficient infrastructure hampers the office from delivering stable and high-quality services. Organizational resources play a central part in public service reform results according to research in public administration as shown by Nieto et al., (2015).

Basic facilities existed in the office but its staff encountered difficulties in space allocation and instrument access and equipment range. Insufficient office spaces together with old equipment made it difficult for staff to deliver services in an efficient manner. The interaction spaces used by citizens inside the office became overwhelming due to insufficient privacy which caused delays and frustration among visitors. The theory of Organizational Capacity demonstrates relevance in this scenario because it places emphasis on both resources and operational readiness in goal achievement (Duchek, 2020). The office will struggle to achieve its stated standards because facility updates receive no investment funding. Orientation of resources demands both strategic planning and infrastructure investments for achieving better service delivery efficiency and accessibility. Service delivery quality depends heavily on the level of competence among all service officers working at the Penajam District Office.

The Penajam District Office employs personnel with varying levels of skill and experience. The majority of officers show competence but a specific group faces difficulty executing technical work that demands knowledge about updated rules and regulations. Service quality suffers from the variety of skills among service officers at Penajam District Office thus causing delays alongside incorrect information being provided to users. The Human Capital Theory explains these problems because it teaches that public servants' abilities determine service outcome effectiveness (Adiele & Ibietan, 2017). The absence of proper training and development programs simultaneously diminishes both service quality standards and destroys staff morale together with job satisfaction. The District Office should implement ongoing professional development

initiatives to give staff members timely and precise services by supplying them with needed expertise. The initiative supports leading public administration principles that emphasize ongoing staff training along with performance evaluation systems.

Citizen complaints with their feedback process present major difficulties to the Penajam District Office. The office maintains formal channels to acquire complaints yet citizens typically find that complaint resolution occurs too slowly or remains unattended. Public service quality assessment reveals this issue as a major difficulty in the way service providers relate to their constituents (Wisniewski, 1996). Citizens holding complex matters or extraordinary situations usually experienced dismissal of their complaints which damaged their faith in the institution. According to Rhee & Rha (2009) the Service Quality Model identifies Responsiveness as a primary element because service providers should demonstrate readiness and capability to deal with client requirements to generate positive public evaluations. When Penajam District Office fails to address complaints properly their service quality declines and decreases trust from the citizens toward the institution. A complaints-handling system can be strengthened by training staff and simplifying processes while implementing systematic follow-up practices to deliver better citizen satisfaction and build more trusted public services.

The investigation reveals various significant organizational and systemic barriers which prevent successful service outcomes in addition to the factors discussed previously. The organization experiences bureaucratic resistance along with a problem in department coordination and weak performance tracking capabilities. The barriers faced at Penajam District Office exist across various public institutions because they fail to transform in line with modern governance requirements. According to Heydebrand (1977) Bureaucratic Inertia theories show that extensive public organizations become resistant to change because of complex processes and hierarchical structures that create resistance. The resistance of organizations to new solutions together with inefficient delivery processes results in worsened service delivery issues.

Making structural adjustments which promote flexible systems alongside cooperation between units and continuous development is essential for crossing these barriers. It is necessary to establish performance management systems which will reward innovation and accountability while departmental communication needs improvement together with hierarchical flattening. Implementing such reforms will establish a flexible organizational culture that aligns with citizen requirements. Penajam District Office achieved progress in meeting public service standards yet the delivery quality primarily depends on several organizational challenges and supporting factors. The necessary reforms should extend past procedural fulfillment to accomplish resource upscaling and improve officer capabilities while establishing active citizen connections to the District Office. The District Office will enhance its service quality standards and public trust levels when it implements solutions for its systemic problems.

CONCLUSION

The research objective evaluated the critical delivery of public service standards within the Penajam District Office. The research outcomes show that entities maintain acceptable compliance with legal requirements yet operational quality standards appear partly achieved and show irregular results across different areas of public service delivery. The establishment of service requirements, procedures and timelines, costs and product specifications shows administrative dedication but operational difficulties persist in delivering satisfactory services and building public trust. Service delivery encounters various operational limitations which include restricted access to public information together with procedural variations and delayed service times and unclear service costing practices and occasional product failures. Systemic problems rather than technical deficiencies cause these issues because of weak organizational capabilities combined with inconsistent skill levels among officers and insufficient citizen participation along with unbending bureaucracy. Public administration theories including New Public Service and street-level bureaucracy alongside service quality models and organizational

capacity theories explain these shortcomings because they emerge from institutional cultural problems rather than single events. To resolve these issues we must implement strategic accessible solutions that enhance infrastructure quality, develop professional human resources, develop effective feedback programs, build a responsive service system and implement ongoing quality assessment protocols. Formal standardization functions as the base requirement for successful governance yet provides insufficient abilities to achieve high-quality administration as demonstrated by the Penajam District Office experience. Transformation occurs through the development of service philosophy that merges citizen centrism with flexible institutional structures alongside dedicated service quality maintenance. Future initiatives need to adopt two main objectives: improve enforcement systems and develop robust institutions that both deliver adaptable service delivery and practice responsible management.

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