

# The Public Service Function of Neighborhood Heads from the Perspective of Islamic Leadership in Medan City

Mutiah Ulfa<sup>1</sup>, Katimin<sup>1</sup>, Syukri<sup>1</sup>

<sup>1</sup>Universitas Islam Negeri Sumatera Utara, Medan, Indonesia

Email: [ulfamutiah91@gmail.com](mailto:ulfamutiah91@gmail.com)

**Abstract.** *This study examines the role of public service functions performed by Neighborhood Heads in Medan City from the perspective of Islamic leadership. The research aims to provide an understanding of how public service practices by Neighborhood Heads align with the principles and values of Islamic leadership, specifically in Medan City. This qualitative descriptive study employs participatory observation and in-depth interviews as the primary methods, utilizing an interview guide as a supporting tool. The in-depth interviews were conducted with informants to gain a comprehensive understanding of: 1) the public service functions of the Neighborhood Head, 2) the efforts made by the Neighborhood Head in fulfilling their responsibilities, 3) the supporting and inhibiting factors in executing their functions, and 4) the alignment of the Neighborhood Head's roles with Islamic leadership principles. The study concludes that the implementation of Islamic leadership values in public service by Neighborhood Chiefs is not limited to those adhering to the Islamic faith but is also evident among non-Muslim Neighborhood Chiefs. Some non-Muslim neighborhood heads demonstrate public service practices consistent with Islamic leadership values. The principles of Islamic leadership, such as amanah (trustworthiness), adil (justice), shura (consultation), and amar ma'ruf nahi munkar (enjoining good and forbidding wrong), have been observed in their practices. However, the principle of justice poses a challenge as Neighborhood Chiefs must operate within the regulations and policies established by the government, which may limit their ability to fully implement this principle.*

**Keywords:** *Public Service, Neighborhood Head, Islamic Leadership*

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## INTRODUCTION

The implementation of public services needs to be led by someone who has strong leadership, this is because the leader's responsibility is a central position in optimizing the course of services. The leader in the City Regional Government is the Mayor and in one city area consists of several sub-districts, where the sub-district area is led by the Camat. The sub-district area consists of several villages that are led by the Lurah. In a kelurahan area, the Head of the Neighborhood will be appointed to lead the neighborhood. Neighborhood is part of the Kelurahan area. The appointment of a neighborhood head applies to housing and settlement areas. This is excluded for neighborhoods whose areas have no residents or neighborhoods located in industrial trade/service areas, or other certain areas determined by the mayor (Hasanah & Kurniawan, 2023).

The Head of Neighborhood is a leader in his/her neighborhood who is proposed by the Lurah and given an appointment decree from the Camat. After the existence of Medan Mayor

Regulation Number 21 of 2021 concerning Guidelines for the Appointment and Dismissal of the Head of Neighborhood in Medan City, the process of appointing the Head of Neighborhood follows the mechanism of getting 30% support from the community and later the Head of Village still makes a proposal to the sub-district head after following the appointment mechanism (Rachmadi & Muslim, 2016).

According to Chapman and Cowdell, public services are services carried out by public institutions, which are established and funded by the state for the benefit of the state and through state means and their objectives are determined politically by the state. Professional public services have several main characteristics. First, services must be effective with a focus on achieving public welfare goals. Second, procedures must be simple, easy to understand, and straightforward. Third, transparency is very important, including clarity of procedures, technical and administrative requirements, responsible parties, cost details, and service completion time. Fourth, openness must be guaranteed so that the public can find out all information related to services clearly.

Fifth, efficiency is required by avoiding repetition of requirements and ensuring requirements are relevant to the expected results. Sixth, timeliness is important, so the public must be notified if there is a change in the completion schedule. Seventh, services must be responsive to the needs and aspirations of the community. Finally, adaptive, which is able to adjust to the demands and dynamics of society. According to Zeithaml, Berry, and Parasuraman, there are four obstacles in public service, namely not understanding public expectations, using the wrong service measures, errors in appearance when serving, and overpromising. Quality public services reflect the quality of government, because good services can meet the needs and expectations of the community, create satisfaction, and become a measure of government success (Warjiyati, 2018).

Leadership is a person's willingness to persuade others to do something to achieve a certain goal. Therefore, in the scope of life together both small and large group environments, to the life of the nation and state there must be someone who can influence others. There are four basic traits possessed by the Prophet and the four leadership traits of the Prophet Muhammad namely *siddiq*, *amanah*, *tabligh*, *fathonah*. *Sidiq*, *Amanah*, *Tabligh*, and *Fathonah* are four keywords that have important meanings in Islam (Putra, 2021). The four keywords above are very instrumental in shaping the character and behavior of Muslims. Honesty, trustworthiness, the spread of religious teachings and a deep understanding of Islam are values that must be practiced in everyday life.

Living and practicing these values allows Muslims to become quality human beings and contribute positively to society (Kusriyah, 2016). This helps Muslims to faithfully practice their religious teachings and maintain personal integrity. Muslims can spread the teachings of their religion, become role models for others and have a positive impact on society (Musyafaah & Wijaya, 2020). With the development of technology today, it is easy for the public to make news or report the Head of the Environment in print or electronic / online media. Some cases include through online media "the mayor of Medan removed the head of the neighborhood in Pulo Brayan Bengkel Village, East Medan Subdistrict because of extortion cases.

Furthermore, the removal of the Head of Neighborhood VII in Petisah Hulu Urban Village, Medan Baru Subdistrict for being involved in drug trafficking cases and several complaints from residents on social media related to the performance of the neighborhood head who is considered not serving residents with a sense of responsibility. Another interesting thing is that many are also competing for the position as head of the neighborhood, not only men but also women, although the challenges faced are also very large. What researchers find difficult to maintain is trust and responsibility.

Leaders must be able to become heroes, idols, and human beings, without leaders humanity will experience disorientation and alienation. When the community needs a leader, then a person who understands the reality of the community is the one who deserves the

leadership mandate. The leader must be able to bring society towards true perfection. The legitimacy of the leader is actually born from a person who is firm in defending the rights of the people even though he has to face various challenges even sacrificing property, time, energy and even life.

Based on the above, researchers are interested in researching "The Public Service Function of the Head of the Environment in the Perspective of Islamic Leadership in Medan City", this is because researchers want to see the overall function of the head of the environment and what is the focus of services to the community and the leadership of the head of the environment in the perspective of Islamic leadership. It is very important to know and understand this so that it can be a guideline for anyone who wants to become a good leader in the environment, namely as a neighborhood head.

## METHODS

In this research, the author uses a type of qualitative research, which is to describe or describe systematically, factually, and accurately about the facts, characteristics, and relationships between the phenomena of the object being studied (Sugiyono, 2020). This qualitative method will produce findings in the form of speech or writing and so on that support the research process. Descriptive qualitative research methods in this study are used to develop theories that are built through data obtained in the field. Descriptive qualitative research theory is a series of activities to obtain data that is what it is without being in certain conditions whose results emphasize meaning. Descriptive is intended to obtain objective, valid, reliable data with the aim of discovering, proving, and developing knowledge, so that in turn it can be used to understand, solve and anticipate problems in this study (Sari et al., 2022).

## RESULTS AND DISCUSSION

Function is a necessity or obligation carried out by an organizational member or employee in an agency periodically/routinely in accordance with the expertise he has to complete the work program that has been made based on the goals, vision and mission of an organization. Function is the usefulness of something, the usability as well as the work done. As is known, the head of the neighborhood is an implementing element of the duties of the head of the kelurahan with a certain work area. So actually the neighborhood head has a task that is inherent in the duties of the sub-district head and village head, namely controlling the area in terms of service to the community, cleanliness security and environmental order (Aristoni & Ismayawati, 2020).

In carrying out its duties as an implementing element of the operational tasks of the head of the kelurahan in the fields of /government, development, and society in a certain work area in the kelurahan area. The City Government in the case of the Mayor of Medan has made a Medan Mayor Regulation Number 51 of 2021 concerning the Position, Duties, and Functions of the Head of Neighborhood in Medan City. The position of the Head of Neighborhood is as an assistant to the implementation of the operational tasks of the Urban Village which oversees one neighborhood and is not part of the Urban Village apparatus. The duty of the Neighborhood Head is to assist the Lurah in organizing government affairs, development, and community empowerment in the neighborhood area that has functions:

Table 1. Explanation of Neighborhood Head Functions

Tasks	Function	Details
Government	Assistance of the Lurah in the implementation of General Government affairs	<ul style="list-style-type: none"> <li>- Ideology</li> <li>- Politics</li> <li>- Defense</li> <li>- Nation Unity</li> <li>- Population</li> <li>- Regional Monography</li> <li>- Keagrarian</li> </ul>

Community Empowerment	Assistance of the Head of Village in the Implementation of the affairs of Peace, Public Order, Community Protection	<ul style="list-style-type: none"> <li>- Peace</li> <li>- Public Order</li> <li>- Community Protection</li> <li>- Disaster</li> <li>- Hygien</li> </ul>
Development	Assistance of the Head of Village in the implementation of Development affairs	<ul style="list-style-type: none"> <li>- Religion</li> <li>- Education</li> <li>- Culture</li> <li>- Youth and Sports</li> <li>- Health</li> <li>- Community</li> <li>- Economy</li> <li>- Regional Revenue and/or Original Regional Revenue (PAD)</li> <li>- Environment</li> <li>- Infrastructure</li> <li>- Public Facilities</li> <li>- Social Facilities</li> </ul>

Function is a necessity or obligation carried out by an organizational member or employee in an agency on a regular / routine basis in accordance with the expertise he has to complete the work program that has been made based on the goals, vision and mission of an organization. Function is the usefulness of something, the usability as well as the work done. As is known, the head of the neighborhood is an implementing element of the duties of the head of the kelurahan with a certain work area. So actually the neighborhood head has a task that is inherent in the duties of the sub-district head and village head, namely controlling the area in terms of service to the community, cleanliness security and environmental order (Harahap & Soemitra, 2023).

Based on the Mayor of Medan Regulation Number 51 of 2021 concerning the Position, Duties, and Functions of the Head of Neighborhood in Medan City. The position of the Head of Neighborhood is as an assistant in carrying out the operational tasks of the Urban Village which oversees one neighborhood and is not part of the Urban Village apparatus. The task of the Neighborhood Head is to assist the Lurah in organizing government affairs, development, and community empowerment in the neighborhood area where the neighborhood head in carrying out his duties has the following functions: 1) Lurah assistant in general government affairs; 2) Lurah's assistant in organizing the affairs of peace, public order and community protection and 3) Lurah assistant in organizing development affairs (Cantika, 2013).

Based on the results of the interview with the Head of Village, it is known that one of the things that is often done by the head of the neighborhood is to serve the community in terms of population data collection both periodically and continuously or routinely. Periodically, one of them is the existence of population census activities which are carried out every 5 years. While continuously is population data collection that is carried out every month or every day in terms of data collection of incoming families or families who leave or move from the village. Furthermore, based on the results of interviews with the Head of the Neighborhood, it is known that the Head of the Neighborhood in terms of implementing population data collection is quite good and smooth. The population data collection service function is carried out routinely so that data on residents who enter and leave the neighborhood is clearly known whether there are still residents living in the neighborhood or not.

From the results of the interviews conducted, it is also known that the head of the neighborhood in terms of population data collection in each neighborhood is quite good by visiting residents from house to house (*door to door*) to collect data using family cards in order to find out, make it easier to socialize and provide several government programs. In particular, *door to door* activities are mainly carried out to minimize data errors on social assistance recipients in

terms of data collection of Integrated Social Welfare Data (DTKS) including BST, BPNT, PKH, KIS, KIP and other social assistance from the Medan City government.

From the results of the interviews conducted, it is also known that the head of the neighborhood in addition to taking care of the affairs of the residents also provides services to state administrators such as facilitating the implementation of recess activities and the socialization of regional regulations carried out by members of the DPRD / DPRD Province and even the DPR RI. In addition to government affairs services, the neighborhood head also performs the task of assisting the lurah in organizing the affairs of peace, order and community protection. Based on the results of the interview with the Head of Village, information was obtained that the neighborhood head is often assigned in terms of maintaining peace, order and community protection such as preventing Begal/motorcycle gangs.

### **Supporting and inhibiting factors for the implementation of public services**

The implementation of effective and quality public services is strongly influenced by supporting and inhibiting factors. Supporting factors include the commitment of governments and leaders who provide policies, budget allocations, and development priorities that support public services. In addition, competent and ethical human resources are key, coupled with regular training and development to improve service quality. Technology and innovation also play a big role, such as the implementation of online services and digital systems that facilitate public access. Public participation in providing feedback or criticism also accelerates service improvement, while clear and consistent regulations provide guidelines that reduce irregularities. Other supporting factors are adequate facilities, such as decent service offices, modern work tools, and supporting infrastructure that supports the smooth running of services (Muda, 2020).

However, there are various obstacles to overcome, such as complicated and convoluted bureaucracy, which often lengthens service times and increases public dissatisfaction. Lack of transparency regarding procedures, costs and turnaround times is also an obstacle that creates confusion and suspicion. Other obstacles include limited resources, both in terms of budget, manpower, and human resource competencies. Unintegrated or inadequate technology makes the service process slow and error-prone. Corruption, illegal levies, and abuse of office create public distrust of the government. In addition, policy uncertainty or overlap between central and local regulations often leads to confusion. Lack of public awareness and participation in understanding procedures or providing input, as well as poor work culture such as low discipline and professionalism, also hamper public services (Syafuruddin, 2024).

The success of public services requires a synergy between optimizing supporting factors and overcoming obstacles. Government support, human resource competence, adequate technology, and clear regulations must be balanced with bureaucratic reform, eradicating corruption, and increasing public awareness. With these steps, public services can run effectively, efficiently, and satisfy the community (Ismail & Azmi, 2022). The implementation of quality public services is not only an indicator of government success but also reflects the state's commitment to meeting the needs of its citizens. Supporting factors for the implementation of good public services begin with a strong commitment from the government and leaders.

This support is manifested through policies that prioritize public services, allocate sufficient budgets, and strategic planning that is oriented towards the welfare of the community. In addition, the presence of competent human resources (HR) is very important. Apparatus that have professional knowledge, skills and attitudes are able to provide fast, precise and satisfactory services. This competency can be continuously improved through continuous training and regular coaching. Modern technology also plays a big role in improving service quality. Digital-based information systems, online service applications, and automation of administrative processes allow people to get easy, fast, and transparent services (Aini, 2019).



On the other hand, community involvement as service recipients is an equally important aspect. The active participation of the community in providing suggestions, input, and criticism helps the government identify shortcomings in the service system. People who are educated about their rights in public services can also become watchdogs who ensure services are delivered according to standards. Other supporting factors are clear regulations and adequate facilities. Consistently drafted regulations provide guidelines for service implementers and ensure equality of services. Meanwhile, adequate facilities, such as representative service offices, complete work tools, and supporting infrastructure such as internet networks, allow services to run more efficiently (Kusriyah, 2016).

However, there are inhibiting factors that often become obstacles in the implementation of public services. One of the main obstacles is the complex and convoluted bureaucracy. Lengthy procedures often cause delays and make it difficult for people to get services. Lack of transparency in the service process is also a big problem. Lack of clarity regarding requirements, costs, turnaround times, or responsible officials makes people feel dissatisfied and suspicious of irregularities. In addition, limited resources, both in terms of manpower, budget, and infrastructure, result in services not running optimally. Technological problems are also an obstacle if the system used is not integrated or difficult to access by the wider community, especially in remote areas (Prasodjo, 2017).

Another significant inhibiting factor is a poor work culture. A culture that tends to be slow, unprofessional, and less responsive to the needs of the community results in low service quality. Corruption, illegal levies and abuse of office worsen the image of public services and reduce public trust. Policy uncertainty or regulatory changes that are not well coordinated between central and local governments also often lead to uncertainty in implementation in the field. In addition, the lack of public participation, either due to lack of awareness or ignorance of service procedures, results in slow potential improvements (Nurkhatimah et al., 2021).

To overcome these obstacles, the government needs to carry out comprehensive bureaucratic reforms, including simplifying procedures, clarifying regulations, and increasing transparency in every stage of service delivery. Eradicating corruption, both through law enforcement and stricter supervision, is a priority to restore public confidence. Technology must be maximally utilized to create an integrated and easily accessible service system, even for people in remote areas. On the other hand, communities need to be empowered through education and active involvement in decision-making related to public services. With these steps, public services can run more effectively, efficiently, and be able to meet the needs of the community well.

### **The Service Function of the Neighborhood Head from a Qur'anic Perspective**

The service function of the neighborhood head in the Qur'anic perspective can be understood as the leader's responsibility in serving, guiding, and meeting the needs of his community. In Islam, leadership is seen as a mandate that must be carried out with justice, honesty and responsibility. As mentioned in the Qur'an, leaders are tasked with upholding justice (QS. An-Nisa: 58) and ensuring the welfare of the people they lead (Setianingrum, 2013). Neighborhood heads are expected to be community servants, not rulers who are only concerned with personal interests. This concept is reflected in the teachings of the Prophet Muhammad, who emphasized that "leaders are servants of their people." In addition, the neighborhood head should try to create a harmonious environment, maintain harmony, and resolve conflicts with wisdom (QS. Ash-Syura: 38).

Thus, the service function of neighborhood leaders in the Qur'anic perspective includes sincere devotion, responsibility for advancing the community, and ensuring that every individual is treated fairly and compassionately (Aprianto, 2016). The service function of the head of the neighborhood in the Qur'anic perspective is not only limited to meeting the physical needs of the community, but also includes meeting spiritual, social, and moral needs. In Islam, the concept of leadership is a great mandate that will be accounted for before Allah SWT. Neighborhood heads as local leaders have the responsibility to ensure community welfare based on the principles of

justice (QS. An-Nisa: 58), transparency, and honesty. A good leader according to the Qur'an must prioritize deliberation in decision-making (QS. Ash-Syura: 38), so that every aspiration of the community can be absorbed and their needs can be met fairly (Umam, 2024). In addition, neighborhood heads are also expected to maintain social stability and create a safe and comfortable environment.

This function includes conflict prevention, resolving disputes wisely, and maintaining harmony among people from various backgrounds. In carrying out their duties, neighborhood heads must emulate the leadership traits of the Prophet Muhammad, such as honesty (shiddiq), trustworthiness, intelligence (fathanah), and the ability to convey (tabligh). The neighborhood head is also required to be responsive to the needs of the community, as Allah commands to help each other in goodness and piety (QS. Al-Maidah: 2) (Setyono, 2015). This service function reflects the main purpose of leadership in Islam, which is to prosper the earth (QS. Hud: 61) and make leaders as servants of the community, not arbitrary rulers. Neighborhood heads who work sincerely, fairly, and responsibly will create a harmonious, productive society, and are blessed by Allah SWT. Thus, the function of the neighborhood head in the Qur'anic perspective emphasizes the importance of serving the community with integrity, empathy, and commitment to Islamic values (Ridwan & Sudrajat, 2020).

The service function of the neighborhood head in the Qur'anic perspective has a broad and deep dimension. The neighborhood head not only acts as an administrator who manages community affairs, but also as a leader who plays a role in building character, guiding, and protecting his citizens. In the Qur'an, leadership is a mandate that will be held accountable in the afterlife (QS. Al-Ahzab: 72). Therefore, neighborhood heads must carry out their duties with a full sense of responsibility and sincerity, because every action and decision taken has a direct impact on people's lives (Zayyadi, 2017). One of the important functions of the neighborhood head is to uphold justice (QS. An-Nisa: 135). In every problem faced by the community, the neighborhood head must be a neutral, wise mediator who sides with the truth. He is also expected to promote deliberation in solving problems, as commanded in QS. Ash-Shura: 38. With this approach, the neighborhood head can maintain community harmony and prevent social conflict (Ulya, 2018).

In addition, the neighborhood head is responsible for ensuring the basic needs of the community are met. This is in line with the principles in Islam that emphasize the importance of safeguarding the rights of every individual, including the need for security, food and shelter. Neighborhood leaders also play a role in building social solidarity by encouraging their residents to help and support each other, as commanded in QS. Al-Maidah: 2 (Solehudin et al., 2023). The neighborhood head must also pay attention to the moral and spiritual development of the community. He must be a role model in noble morals, such as honesty, generosity, and patience, as the Prophet Muhammad became *uswatun hasanah* (a good example) for his people (QS. Al-Ahzab: 21). The head of the neighborhood not only plays a role in handling worldly matters, but also encourages the community to get closer to Allah through strengthening religious values and the implementation of worship (Susilo, 2016).

Another function is to create an environment that is adaptive to change, including facing global challenges such as urbanization, social change, and natural disasters. The head of the environment must be able to initiate innovations and creative solutions to overcome these problems, still based on Islamic principles that prioritize *maslahat* for all parties (QS. Al-Baqarah: 201). By carrying out these functions, the neighborhood head can become a trustworthy leader, protect the community, and support the creation of a harmonious, just and prosperous life in accordance with the teachings of the Qur'an. Leadership that is based on Islamic values will not only have a positive impact on society, but also become a valuable act of worship in the sight of Allah SWT.

## CONCLUSION

Based on the results of the research conducted, it is concluded that public services carried out by the Head of Neighborhoods in eight sub-districts in Medan City have been running well.

Nevertheless, improvement and optimization are still needed so that the community can feel the function of public services optimally. In addition, in relation to the implementation of Islamic leadership values, public services carried out by the Head of Neighborhood show a positive correlation. This can be seen from the results of interviews with 10 selected informants, as well as in-depth interviews with 5 informants with different religious, ethnic and gender backgrounds, which show that Islamic leadership values have been applied in the services provided.

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