



## Empowerment of Civil Servants In Improving The Quality of Public Services In Southwest Papua Province

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**Abstract.** *This study examines the empowerment of civil servants and its contribution to improving the quality of public services in Southwest Papua Province, with particular focus on the Human Resources Development Personnel Agency (BKPSDM: Badan Kepegawaian Pengembangan Sumber Daya Manusia). The research employs a qualitative descriptive approach to capture and analyze empowerment practices as well as their supporting and inhibiting factors. Data collection was carried out through interviews, observations, and documentation, involving key informants such as the Head of BKPSDM and relevant staff members. The data were analyzed using the interactive model of Miles, Huberman, and Saldana, which consists of three stages: data condensation, data display, and conclusion drawing/verification. The findings reveal that empowerment practices at BKPSDM encompass structured recruitment policies for both Indigenous Papuans (OAP) and non-OAPs, systematic career development, provision of education and training programs, and implementation of fair compensation mechanisms. These initiatives are aimed at enhancing civil servants' competencies, professionalism, motivation, and accountability, ultimately contributing to better service delivery to the public. Supporting factors identified include the existence of strong regulatory frameworks, leadership commitment, competency-based training opportunities, high internal motivation, and the establishment of a collaborative work culture. On the other hand, several inhibiting factors persist, such as limited and unequal access to training, inadequate infrastructure, frequent changes in regulations, discriminatory practices, and low levels of digital literacy among some employees. The study concludes that civil servant empowerment represents a strategic pathway to building a professional, accountable, and responsive state apparatus capable of delivering high-quality public services. To strengthen these efforts, recommendations highlight the importance of expanding training access, improving digital skills, ensuring infrastructure readiness, and maintaining inclusive and transparent policies. By addressing these challenges, civil servant empowerment can be optimized to achieve sustainable improvements in public service performance across Southwest Papua Province.*

**Keywords:** *Civil Servant Empowerment; Public Service Quality; Human Resources Development (BKPSDM); Southwest Papua Province; Qualitative Descriptive Research.*

### 1. INTRODUCTION

In the contemporary era, government institutions increasingly emphasize the importance of employee performance effectiveness in organizational operations. Enhancing the quality of state civil servants' (ASN) performance remains a central priority in delivering excellent public services. Various initiatives have been undertaken to improve the effectiveness of ASN performance, particularly through administrative training programs across both governmental and private sectors. Achieving optimal performance effectiveness is expected to ensure that services are delivered to the public accurately and efficiently. The primary objective of improving administrative services through enhanced ASN performance is to strengthen institutional capacity to deliver high-quality, reliable, professional, effective, efficient, and responsive public services. Moreover, it aims to ensure that government personnel are capable of addressing strategic environmental changes while fostering positive value creation to continuously improve public service delivery (Ismail & Ramayani, 2021).

To achieve public services that are effective, efficient, and of high quality, it is essential to have strong support from qualified human resources, particularly Civil Servants (PNS: Pegawai Negeri Sipil) who demonstrate professionalism, accountability, fairness, integrity, and expertise in their respective fields. In essence, the execution of civil servants' duties must be grounded in professionalism and aligned with their competencies based on the qualifications of their areas of expertise. This is because competence represents a fundamental attribute of an individual that enables superior and effective job performance (Wood & Payne, 1999).

The significance of public service lies in its role to assist, facilitate, manage, and address the needs of individuals and groups. In general, public service can be defined as all forms of service activities conducted by public service providers to fulfill the needs of service recipients and to implement the mandates stipulated in laws and regulations (Rahmayanty, 2010).

Discussions on public services extend beyond physical infrastructure and emphasize the crucial humanitarian aspect embodied by service providers (Alaan, 2016). Public services encompass all forms of service delivery, including both goods and services, provided by the government to fulfill community needs. These service activities serve as key indicators of governmental performance (Bazarah et al., 2021). In the context of local government, the implementation of public services is heavily influenced by the role of the state civil apparatus (ASN). Given the growing public demand for effective and efficient services, local governments are obligated to ensure the provision of high-quality public services (Panjaitan & Yuliati, 2016).

Empowering government personnel is considered an effective strategy to enhance service performance and to reward service units that demonstrate the capacity to deliver quality services across various sectors. An organization can execute its functional duties effectively and efficiently only when it is supported by personnel who possess competencies aligned with their respective responsibilities. Such empowerment is viewed as a key factor in achieving successful service delivery. The quality of diverse services, whether in goods, service provision, or administrative processes, largely depends on how employees perform their tasks. Consequently, both central and regional government institutions face the challenge of managing human resources optimally. A commonly adopted approach to achieve optimal service performance is employee empowerment, which involves engaging personnel at all levels in decision-making and problem-solving processes.

Empowering regional government personnel constitutes an appropriate policy to enhance public service performance and to recognize service units that demonstrate the capacity to deliver high-quality services across various sectors. An organization will be able to carry out its functional duties effectively and efficiently if it is supported by apparatus who have competence in accordance with their field of duty (Benyamin, 2018). The empowerment of the State Civil Apparatus (ASN) encompasses a set of strategic measures aimed at enhancing the competencies, expertise, and overall performance of government personnel. Such efforts are intended to equip ASN with the requisite skills, knowledge, and resources necessary to perform their responsibilities effectively and efficiently. The focus of apparatus resource empowerment is to increase employee productivity and work efficiency. By providing empowerment, it is hoped that there will be an increase in capacity in terms of knowledge, skills, and employee attitudes towards the work given (Handayani et al., 2018).

Empowerment of regional apparatus always refers to quality improvement that must be assessed from recruitment by using a system that can really ensure the acquisition of resources that have good basic quality, and is oriented towards empowering regional civil servants, as well as implementing the empowerment of local government apparatus through coaching on educational assignments, developing training programs that allow the availability of ready-to-use personnel especially for regional civil servants, who are none other than civil servants who work for autonomous regional governments whose salaries are charged to the APBD (*Anggaran Pendapatan dan Belanja Daerah*).

Poor bureaucratic performance among civil servants (PNS) inevitably leads to substandard public service delivery. Several factors contribute to this negative image of the bureaucracy, including excessively large organizational structures, overlapping institutional authorities, disorganized work systems and procedures, lack of professionalism and neutrality among civil servants, entrenched practices of corruption, collusion, and nepotism, as well as weak coordination, integration, and program alignment. Additionally, low levels of discipline and work ethic within the state apparatus further exacerbate these challenges. Addressing these issues requires comprehensive solutions involving the government and relevant stakeholders to achieve high-quality public service delivery.

The Southwest Papua Provincial Human Resources Development Personnel Agency, as one of the Regional Apparatus Organizations (OPD) in Southwest Papua Province, holds a strategic role in supporting government functions related to human resource development, a key aspect of regional autonomy. According to Southwest Papua Governor Regulation No. 23

of 2022 on the Organization and Work Procedures of the Provincial Personnel and Human Resources Development Agency, the agency is tasked with assisting the Governor in implementing local government support functions in the field of ASN education and training. As a newly established province, Southwest Papua faces the challenge of catching up with other regions in enhancing human resource quality to remain competitive. In response, the local government is committed to strengthening human resource capacity by empowering employees and providing relevant education and training within each OPD, enabling personnel to deliver improved public service performance.

Building on this context, the present study seeks to comprehensively describe and analyze the empowerment of State Civil Servants (ASN) within the Human Resources Development Personnel Agency of Southwest Papua Province, as well as to identify the supporting and inhibiting factors influencing this empowerment process.

## **2. THEORETICAL STUDIES**

Martoyo (2002) stated that the purpose of empowering apparatus resources is to improve the effectiveness and efficiency of employee work because by empowering the apparatus will undergo changes, as follows:

- a. Apparatus knowledge
- b. Apparatus skills
- c. The attitude of the apparatus towards their duties

According to Wibawa (2001) "the empowerment of the apparatus is: increasing effectiveness, preventing administrative changes (bureaucracy) or reform of the performance of government apparatus". Empowerment of government apparatus in all efforts to further improve their ability to carry out general government and development tasks.

The purpose of empowerment according to Hasibuan (2001) essentially concerns the following matters: (a) Work productivity, with the development of increased employee work productivity, the quality and quantity will be better, because of the technical skills, and managerial skills of the apparatus are getting better. (b) Efficiency, to improve energy efficiency, time of activities carried out and reduce waste. (c) minimizing/reducing errors. (d) increased skills and expertise. (e) improve morale; better attitudes and behaviors (f) can support the career of the apparatus, because of the support of skills and expertise (g) conceptual; With empowerment, employees will be more capable and fast in completing work.

Tjipotono (2008) emphasizes the importance of granting autonomy, authority, and trust to individuals within an organization, while also fostering creativity to enable them to perform their tasks optimally. Achieving such empowerment requires reforms in personnel-related regulations, encompassing aspects such as identification, development, training, remuneration, and supervision.

According to Mulyadi (2001), empowerment refers to the act of enabling, authorizing, and granting permission, which may arise from one's own initiative or be stimulated by external factors. In the organizational context, employee empowerment entails providing individuals with the ability and opportunity to carry out management functions within the scope of their responsibilities, both individually and collectively.

Alwi (2001) defines empowerment as the art of motivating employees to perform at their optimal capacity. Empowerment goes beyond simply developing employees' abilities and granting them the opportunity to act; it is also inherently value-driven. Effective empowerment requires honesty, transparency, and integrity at the highest levels of management. Consequently, empowerment is not merely a process of delegating authority from leaders to subordinates but also involves fostering an organizational value system that supports and sustains such empowerment.

Employee empowerment is carried out by providing abilities and opportunities for employees to develop themselves. This is clearly visible, employees who have been empowered, apparently, can improve their performance, in fact, those who have been given the ability and opportunity to develop their abilities, are proven to be able to work according to their empowerment, and can improve the quality of service

Public service is defined as the provision of services aimed at meeting the needs of individuals or communities with an interest in an organization, delivered in accordance with established rules and procedures. Public services represent outputs of the public bureaucracy that are received by citizens and society at large. Hence, public service can be understood as a series of activities undertaken by the public bureaucracy to fulfill user needs. Moreover, public services, whether in the form of goods or services, often complement one another and are difficult to separate, as services are intangible by nature (Kurniawan, 2005).

Public service can be viewed as a process involving service providers, service recipients, and the types of services delivered. This gives public services distinctive characteristics that differentiate them from those offered by the private sector. Public services are provided by the

government to meet various societal needs, thereby distinguishing them from services delivered by private entities (Ratminto, 2006).

Dwiyanto (2005) defines public services as a series of activities undertaken by the public bureaucracy to meet the needs of service users, encompassing not only the production of goods but also the provision of administrative services. Similarly, Kurniawan (2005) views public service as the act of delivering services to individuals or communities with organizational interests, conducted in accordance with established rules and procedures.

Abbas and Sadat (2020) and Larisu (2021) describe public service as any governmental activity directed toward groups or units of individuals, aiming to provide satisfaction even when the outcomes are not tied to tangible products. Similarly, Kurniawan (2005) and Mukmin and Arifin Utha (2022) define public service as a form of government-provided service designed to meet the essential needs of citizens. The implementation of public services must be based on and supported by relevant laws and regulations, which serve as key references in ensuring proper delivery. While public services can also be managed by non-governmental entities, such as private organizations or community groups, the government remains the primary actor in ensuring effective public service provision for its citizens.

In practice, public service delivery often faces numerous obstacles. One key challenge is the bureaucratic mindset, which tends to prioritize being served rather than serving. Such a paradigm gives rise to various issues (Singgih Wiranto, 2006), including convoluted and inefficient procedures, lack of clarity and transparency, unfairness, bureaucratic rigidity, unprofessional conduct, weak accountability, technological limitations, restricted access to information, legal uncertainty, inadequate community engagement, high service costs, political polarization, centralization, absence of standardized service benchmarks, and weak public oversight.

A paradigm shift has occurred in public service delivery, placing citizens at the center of service provision. Public services encompass various forms of state-provided assistance, which may include both goods and service-oriented activities (Ratminto, 2006).

Although intangible in form, the implementation of public services can be observed and experienced through perceptions such as speed, comfort, complexity, and cost, whether considered affordable or expensive. From a process perspective, the production, distribution, and consumption of services occur simultaneously (Dwiyanto, 2008). Public service delivery by the public bureaucracy represents one of the fundamental functions of the state apparatus, serving not only as an instrument of the state but also as a servant to society, with the ultimate

aim of promoting community welfare. According to Law No. 25 of 2009 on Public Services, the scope of public service provision encompasses public goods, public services, and administrative services as regulated by law. These include sectors such as education, employment and business, housing, communication and information, environment, health, social security, energy, banking, transportation, natural resources, tourism, and other strategic areas.

The implementation of public services must be guided by clear service standards, which serve as a guarantee of certainty for both service providers and recipients. Service standards function as benchmarks that providers must adhere to in carrying out their duties and responsibilities, while also serving as guidelines for recipients in submitting applications. Additionally, they act as instruments for community oversight of service delivery performance. Consequently, the development and establishment of service standards should be aligned with the nature, type, and characteristics of the services provided, while also considering the surrounding context. The formulation process requires the involvement of the community and relevant stakeholders, including bureaucratic officials, to gather input, encourage participation, and foster shared commitment and accountability.

According to the Decree of the Minister of Administrative Reform (Minister of PAN) No. 63/KEP/M.PAN/7/2003, public service standards must, at a minimum, include the following components:

- 1) Service Procedures
- 2) Turnaround time
- 3) Service fees
- 4) Service products
- 5) Facilities and infrastructure
- 6) Competence of service officers

### **3. RESEARCH METHODS**

This study on the empowerment of civil servants to enhance the quality of public services in Southwest Papua Province employed a qualitative research approach, specifically using a descriptive qualitative design. The descriptive method is used to examine the current status of a group of individuals, an object, a condition, a system of thought, or a class of events (Nazir, 2011). Data collection techniques included interviews, observations, and documentation. The

research informants comprised key authorized officials, including the Head of the Human Resources Development Personnel Agency of the Southwest Papua Provincial Government. Data were analyzed using the interactive analysis model developed by Miles et al. (2014), which consists of three stages: data condensation, data display, and conclusion drawing.

#### **4. RESULTS AND DISCUSSION**

##### **Empowerment of the State Civil Apparatus at the Regional Government Office of Southwest Papua Province**

Sedarmayanti (2000) defines human resource empowerment as a process aimed at optimizing “human potential” through personal development in areas such as skills, confidence, authority, and responsibility. Employee empowerment is crucial, particularly in an era characterized by competition and service orientation, as organizations require responsive and self-reliant employees to achieve a competitive advantage through human capital. Organizational empowerment initiatives serve to enhance employees’ capabilities and strengthen their commitment. Moreover, empowerment fosters a sense of meaningful contribution, competence, and autonomy among employees in their work.

The empowerment of Civil Servants (PNS) at the BKPSDM of Southwest Papua Province includes various activities aimed at improving the capabilities and quality of civil servants, as well as ensuring that they can carry out their duties well. This activity includes socialization of personnel regulations, anti-corruption education, and training related to promotions and functional positions. The empowerment of civil servants in the Southwest Papua Regional Government is manifested in several aspects, including:

##### 1) Procurement of Officers

The Southwest Papua Provincial Government selects and procures civil servants, both for Indigenous Papuans (OAP: *Orang Asli Papua*) and non-OAPs, to meet the needs of personnel in various sectors. The process of implementing employee procurement in Tana Tidung district is carried out through an objective selection and in accordance with the provisions of existing personnel regulations. So that the procurement practice carried out so far is transparent and objective. This means that opportunities are given for all officials/employees or the general public who have the ability to be able to develop their potential. So that the composition of the civil servants themselves is in line with the expectations of empowerment. And procurement is also carried out in accordance with the formation that is opened.

The implementation of employee recruitment or civil servant tests in the Southwest Papua Provincial Government has been carried out in accordance with existing regulations. Everything is supervised and organized, starting from registration, file collection, selection, and announcement, all are carried out in a transparent and objective manner.

## 2) Career Development

Career development is a personal improvement made by a person to achieve a career plan and improvement by the organization to achieve a work plan according to the path or level of the organization (Sedarmayanti, 2017). The career development system at the BKPSDM office of the Southwest Papua Provincial Government is essentially a planned systematic effort that includes structures and processes that produce the alignment of employee competencies with the needs of the BKPSDM office.

Career development at the BKPSDM office of the Southwest Papua Provincial Government is carried out solely to get employees who have high work performance. The form of career development for employees in the office, in addition to sending employees to take part in training, also provides encouragement and support for employees/civil servants to continue their further studies with study assignments. Career development at the BKPSDM office is carried out solely to get employees who have high work performance. The form of career development for employees in the office, in addition to sending employees to take part in training, also provides encouragement and support for employees/civil servants to continue their further studies with study assignments. In addition to developing ASN careers, training can also improve ASN competencies.

ASN empowerment at the BKPSDM of the Southwest Papua Provincial Government in terms of career development is relatively good because there have been efforts to guide the careers of employees through the development of career plans, the provision of direction regarding career opportunities, and strategies to achieve ASN career goals through a holistic approach including the identification of employees' career potential and goals, relevant and up-to-date skills training, as well as providing direction for career opportunities. There is also ongoing support such as mentorship, and interaction with leaders, heads of fields and among fellow employees.

Applicatively, career development at the BKPSDM of the Southwest Papua Provincial Government shows quite good indications. This is reflected in the appointment process in structural and functional positions that consider more normative approaches and objectivity. This means that for employees whose careers are developed, they prioritize the feasibility or qualification aspects determined in the position analysis.

### 3) Education and Training

In addition to career development, education and training are also efforts to develop the intellectual abilities and personality of employees. Implementation of education and training in improving the empowerment of ASN at the BKPSDM office of the Southwest Papua Provincial Government. Education and training are essential to implement. All employees have the same opportunity to participate in education and training. After participating in training and education, employees are able to work optimally by applying all the abilities and skills that have been acquired to be applied in the ability to work.

Consistency in the view that education and training programs (diklat) at BKPSDM in Southwest Papua Province make a relatively positive contribution to employee empowerment. Through the development of knowledge, skills, and attitudes that are in accordance with duties and responsibilities, this program has succeeded in improving the quality of public services and employee engagement.

The training program equips employees with the tools they need to overcome challenges, increase confidence, and better plan their careers. Training also plays a role in creating an environment that supports the personal and professional growth of employees, in line with the vision of ASN empowerment carried out by the Southwest Papua Province BKPSDM Employees who support the training program acknowledge that the program has a positive impact on empowering employees. They feel an increase in knowledge and skills that are in accordance with their duties at BKPSDM, providing a sense of competence and readiness to face challenges. Training is also considered a career development opportunity and motivation to contribute better.

The development of apparatus resources is carried out through education and training in the field of general administration, although it has not been able to attract all employees to participate in general administration education and training, but the efforts made can add several apparatus that have the legality of training

### 4) Payroll, Benefits and Welfare

Salary is a form of retribution or appreciation that is given regularly, usually every month for a person's services and work, while allowance is any additional benefit offered to employees (Hasibuan, 2017). The salary received every month, along with the amount, is in accordance with rank and class. In addition to salaries, every month ASN at BKPSDM Southwest Papua Province Employees also get TPP (Additional Income Improvement: *Tambahan Perbaikan Penghasilan*) allowances. This is in accordance with the statement (Shyreen A et al., 2022), that everyone who works will definitely get a different salary. A higher salary rate will make a person more confident that he or she has a good ability to do a good job. Therefore, the higher the salary obtained, the better the employee's performance will usually be.

In the context of empowering ASN in the Southwest Papua Province BKPSDM, Employees, the compatibility between salaries and allowances with responsibilities and performance is a key element. Employees who feel that the compensation they receive is commensurate with their contribution will tend to be more motivated to improve their performance. On the contrary, the gap between the responsibilities carried and the rewards received can reduce work morale and the positive impact of empowerment (ASN empowerment in BKPSDM Southwest Papua Province Employees have brought positive results), showing the organization's commitment to improving employee performance. The results of internal surveys conducted by organizations that have been conducted confirm the view of the majority of employees that compensation fully reflects their contributions. A recognized correlation between empowerment and compensation perceptions suggests that increased empowerment can contribute to a better balance between effort and financial recognition.

### **Supporting and Inhibiting Factors for the Empowerment of State Civil Apparatus at the Human Resources Development Personnel Agency of Southwest Papua Province.**

#### 1) Supporting Factors

Supporting factors for the empowerment of State Civil Apparatus (ASN) at the Southwest Papua Province Personnel and Human Resources Development Agency (BKPSDM) include strong policies, training and competency development, and active participation of ASN. In addition, internal motivation, cooperation between work units, and support from leaders also play an important role in the success of empowerment.

a. Strong Policy

BKPSDM needs to have clear and measurable policies related to ASN empowerment, including regulations that support career development, performance incentives, and an objective assessment system.

b. Training and Competency Development:

Relevant and continuous training is very important to improve the competence of civil servants in carrying out their duties and responsibilities. BKPSDM must provide various types of training, ranging from basic training to more specific training as needed.

c. Active Participation of ASN:

ASN must be involved in decision-making processes related to career development, training, and other personnel policies. The voice of civil servants must be heard and respected.

d. Internal Motivation:

Motivated and dedicated civil servants will be more productive and contribute positively to organizational performance. BKPSDM needs to create a positive work culture and support the motivation of ASN.

e. Cooperation Between Work Units:

Collaboration between BKPSDM and other agencies in the government environment, as well as between work units within BKPSDM, will increase the effectiveness of ASN empowerment.

f. Support from the Leadership:

The leadership must fully support ASN empowerment programs, both financially and non-financially. This support will set an example and encourage all ASN to improve their performance.

2) Inhibiting Factors

Some of the factors that hinder the empowerment of ASN in the Southwest Papua Province BKPSDM can include limited access to education and training, lack of infrastructure, and rapid regulatory changes. In addition, service discrimination and lack of understanding of the use of new technologies can also be barriers.

a. Limited Access to Education and Training

In remote areas with minimal infrastructure, access to quality education and training is often limited. This can hinder the capacity building of ASN human resources, which are needed to carry out their duties and responsibilities effectively.

b. Inadequate Infrastructure:

The lack of supporting infrastructure, such as air conditioning and fingerprints, computers, and inadequate internet can hinder the performance of ASN. Adequate facilities are needed to support the work process, including in terms of data processing and documentation.

c. Rapid Regulatory Changes:

Rapid regulatory changes, especially related to SKP (Employee Performance Targets) and PAK (Credit Score Assessment), can cause difficulties for ASN. ASN needs time to understand and adapt to these changes, which can hinder the empowerment process.

d. Lack of Understanding of New Technologies:

Some ASN may have difficulty implementing new technologies, such as e-Office. This can be due to age factors and lack of experience in the use of digital technology. Improving understanding and skills of digital technology needs to be done to support digital transformation in the government environment.

## 5. CONCLUSION

The empowerment of Civil Servants (PNS) at the BKPSDM of Southwest Papua Province includes various activities aimed at improving the capabilities and quality of civil servants, as well as ensuring that they can carry out their duties well. This activity includes socialization of personnel regulations, anti-corruption education, and training related to promotions and functional positions. The empowerment of civil servants at the BKPSDM of Southwest Papua Province is manifested in several aspects, including a. Procurement of employees through selection for both Indigenous Papuans (OAP) and non-OAP is carried out in accordance with existing regulations. Everything is supervised and organized, starting from registration, file collection, selection, and announcement, all are carried out in a transparent and objective manner. b. Career Development is carried out to get employees who have high work performance. The form of career development for employees in the office, in addition to sending employees to take part in training, also provides encouragement and support for employees/civil servants to continue their further studies with study assignments. c. Education and Training through education and training programs in the field of general and technical administration. d. Payroll, Allowance and Welfare. compensation fully reflects their contribution.

Supporting factors for the empowerment of State Civil Apparatus (ASN) at the Southwest Papua Province Personnel and Human Resources Development Agency (BKPSDM) include strong policies, training and competency development, and active participation of ASN. In addition, internal motivation, cooperation between work units, and support from leaders also play an important role in the success of empowerment. Factors that hinder the empowerment of ASN in the Southwest Papua Province BKPSDM can include limited access to education and training, lack of infrastructure, and rapid regulatory changes. In addition, service discrimination and lack of understanding of the use of new technologies can also be barriers.

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