



The Community Satisfaction Index as an Instrument for Evaluating Local Government Performance: A Case Study of Gianyar Regency, 2024

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Abstrak

Tujuan: Penelitian ini bertujuan menganalisis tingkat kepuasan masyarakat terhadap kinerja Pemerintah Kabupaten Gianyar pada tahun 2024 melalui Indeks Kepuasan Masyarakat (IKM), sekaligus menilai efektivitas IKM sebagai instrumen evaluasi kinerja pemerintah daerah sebagaimana diamanatkan Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik dan PermenPANRB Nomor 14 Tahun 2017.

Desain/metodologi/pendekatan: Penelitian menggunakan metode survei kuantitatif deskriptif dengan lebih dari 400 responden yang tersebar di tujuh kecamatan Kabupaten Gianyar (Gianyar, Sukawati, Blahbatuh, Ubud, Tegallalang, Payangan, dan Tampaksiring), dipilih melalui stratified random sampling; instrumen pengukuran mengacu pada sembilan indikator baku IKM (persyaratan, prosedur, waktu, biaya, spesifikasi layanan, kompetensi pelaksana, perilaku pelaksana, penanganan pengaduan, serta sarana dan prasarana) dengan skala Likert 1-4, dikonversi ke skala 25-100 sesuai PermenPANRB No. 14/2017. **Temuan:** Nilai IKM Kabupaten Gianyar tahun 2024 mencapai 81,55, kategori Baik, meningkat 1,41 poin dari tahun 2023 (80,14); unsur dengan skor tertinggi adalah penanganan pengaduan (3,67), prosedur (3,64), dan sarana prasarana (3,62), sementara persyaratan (3,02), perilaku pelaksana (3,01), dan biaya (3,10) masih menjadi titik lemah, mencerminkan ketimpangan antara kemajuan reformasi struktural dan lambatnya transformasi kultural aparatur. **Implikasi:** IKM berfungsi tidak hanya sebagai instrumen evaluasi teknis, tetapi juga sebagai basis kebijakan berbasis bukti dan mekanisme akuntabilitas sosial; peningkatan kualitas sumber daya manusia aparatur, penyederhanaan persyaratan layanan, serta penguatan kanal pengaduan digital direkomendasikan sebagai langkah strategis bagi Pemerintah Kabupaten Gianyar.

Kata Kunci: Indeks Kepuasan Masyarakat, pelayanan publik, evaluasi kinerja, pemerintah daerah, Gianyar

Abstract

Purpose: This study aims to analyze the level of community satisfaction with the performance of the Gianyar Regency Government in 2024 through the Community Satisfaction Index (Indeks Kepuasan Masyarakat, IKM), and to assess the effectiveness of the IKM as an instrument for evaluating local government performance, as mandated by Law No. 25/2009 on Public Services and Ministerial Regulation (PermenPANRB) No. 14/2017. **Design/methodology/approach:** The study employed a descriptive quantitative survey method with more than 400 respondents drawn from seven districts of Gianyar Regency (Gianyar, Sukawati, Blahbatuh, Ubud, Tegallalang, Payangan, and Tampaksiring), selected through stratified random sampling; the measurement instrument referred to the nine standard IKM indicators (requirements, procedures, processing time, cost, service specifications, staff competence, staff behavior, complaint handling, and infrastructure) on a 1-4 Likert scale, converted to a 25-100 scale in accordance with PermenPANRB No. 14/2017. **Findings:** The Gianyar Regency IKM score for 2024 reached 81.55, categorized as Good, an increase of 1.41 points from 2023 (80.14); the highest-scoring indicators were complaint handling (3.67), procedures (3.64), and infrastructure (3.62), while requirements (3.02), staff behavior (3.01), and cost (3.10) remained weak points, reflecting a persistent gap between structural reform progress and the slower pace of cultural transformation among civil servants. **Implications:** The IKM



functions not only as a technical evaluation instrument but also as a basis for evidence-based policy and a mechanism of social accountability; improving the quality of civil-service human resources, simplifying service requirements, and strengthening digital complaint channels are recommended as strategic steps for the Gianyar Regency Government.

Keywords: Community Satisfaction Index, public services, performance evaluation, local government, Gianyar

INTRODUCTION

Public service delivery is one of the fundamental indicators for assessing the quality of modern governance. The performance of public services not only reflects the effectiveness of bureaucracy, but is also closely tied to government legitimacy in the eyes of the public (Denhardt & Denhardt, 2000). In many developing countries, including Indonesia, the quality of public services is often a critical determinant of the success of bureaucratic reform and of public trust in government. National regulation affirms the importance of standardized public services: Law No. 25 of 2009 on Public Services mandates clear, measurable, and accountable service standards, while Ministerial Regulation of the State Apparatus and Bureaucratic Reform (PermenPANRB) No. 14 of 2017 provides technical guidelines for conducting community satisfaction surveys. This survey, formulated as the Community Satisfaction Index (Indeks Kepuasan Masyarakat, IKM), is intended not merely as a technocratic measurement tool, but also as a means of public accountability that allows citizens to assess the extent to which government fulfills their basic rights. In practice, however, the IKM is often treated as an administrative formality rather than a substantive evaluation instrument; many local governments conduct the survey as a regulatory obligation without making it a strategic basis for policy formulation (Dwiyanto, 2011). Yet according to New Public Service theory, public service should be oriented toward citizens as holders of sovereignty rather than merely toward bureaucratic efficiency (Denhardt & Denhardt, 2000); an ideal satisfaction survey should therefore be able to reveal the gap between service expectations and reality, while identifying the continually evolving dynamics of public needs.

Within the framework of regional autonomy, demands for service responsiveness have intensified. Gianyar Regency, known as one of Bali's centers of culture and tourism, faces a distinctive development complexity: economic growth and expanding infrastructure access proceed alongside social problems such as uneven service quality, perceptions of high public-service costs, and civil-service conduct that remains less than fully professional. This raises a critical question: to what extent has local government succeeded in meeting community needs, and is the IKM an effective instrument for measuring and driving improvement in local public services? Based on this question, the study pursues two main objectives: first, to analyze the level of community satisfaction with the performance of the Gianyar Regency Government in 2024 based on the IKM survey; and second, to evaluate the effectiveness of the IKM as an instrument for assessing local government performance, not only in its technical measurement dimension, but also in its contribution to improving governance.

Public service constitutes one of the principal functions of the modern state, concerned with the provision of basic services to citizens (Dwiyanto, 2011); in Indonesia it is regulated formally under Law No. 25 of 2009, which obliges every service provider to



establish clear, measurable, and accountable service standards. The concept of public service has evolved from viewing bureaucracy merely as a provider and citizens as passive objects, toward the good-governance paradigm, in which public service is understood as an interactive process between the state and its citizens (Osborne, 2006), with citizens holding voice, expectations, and the right to evaluate the services they receive. The IKM itself, formally grounded in Ministerial Decree of the State Apparatus No. 63/KEP/M.PAN/7/2003 and PermenPANRB No. 14 of 2017, functions both as a technocratic measurement tool and as a mechanism for citizen participation in evaluating government performance (Ratminto & Winarsih, 2013), calculated as the average score across nine standard service elements — requirements, procedures, time, cost, service products, staff competence, staff behavior, infrastructure, and complaint handling; prior empirical studies indicate that the IKM offers a dual benefit, functioning as a managerial tool for improving service performance and as an accountability instrument that strengthens government legitimacy (Dwiyanto, 2018; Pramusinto, 2019).

The literature distinguishes two dimensions of public-service quality. The structural dimension concerns regulation, procedure, and infrastructure, and typically improves more quickly because it can be advanced through policy change or the provision of facilities — reforms characterized by modern-management principles such as procedural simplification, the use of information technology, and an emphasis on efficiency (Osborne & Gaebler, 1992); in Indonesia, service digitalization has been shown to shorten processing time, increase transparency, and reduce the potential for illegal levies (Setiawan, 2020), although in developing-country contexts such structural improvement often meets institutional-capacity constraints that slow its impact (Riggs, 1964). The cultural dimension, by contrast, concerns the behavior, ethics, and orientation of civil servants; organizational culture strongly shapes the interaction between service provider and citizen (Hofstede, 2010), and studies show that even where procedural reform has occurred, civil-service conduct often remains paternalistic, rigid, and insufficiently empathetic (Dwipayana, 2016), so that bureaucratic reform in Indonesia tends to stall at the structural level while cultural transformation proceeds far more slowly (Pramusinto, 2019) — a point central to New Public Service theory, which calls on civil servants to act not as rulers or sole providers but as facilitators who listen to citizens (Denhardt & Denhardt, 2000). This structural-cultural distinction is reinforced by the good-governance framework, which emphasizes transparency, accountability, and participation (UNDP, 1997) and holds that accountability in public service must go beyond technical reporting to genuine citizen involvement in assessing government performance (Bovaird & Löffler, 2003), extending, in some formulations, toward collaboration in which citizens not only monitor but help formulate solutions (Vigoda, 2002). National literature further identifies recurring challenges facing Indonesian public services — complex bureaucratic procedures (Thoha, 2012), budget constraints that shift service costs onto citizens (Muluk, 2015), weak civil-service empathy and integrity (Dwiyanto, 2011; Pramusinto, 2019), and unequal access disadvantaging the poor (World Bank, 2004) — set against a global trend toward digitalization that can improve efficiency, broaden access, and strengthen transparency (OECD, 2019; Indrajit, 2016), tempered by the risk of a digital divide between urban and rural populations (Setiawan, 2020). Cross-country experience offers a further lesson: while advanced economies such as Finland have advanced



citizen participation through New Public Governance (Kettunen & Kallio, 2020), developing countries more often see slow bureaucratic reform due to limited institutional capacity (Grindle, 1997) — a pattern similar to Indonesia's, where procedural improvement is not always matched by behavioral change, underscoring the need to balance structural reform with cultural transformation and sustained citizen participation.

Building on this background, the present study aims to (1) analyze the level of community satisfaction with the performance of the Gianyar Regency Government in 2024 based on the IKM survey, examining both its aggregate score and its performance across the nine standard service indicators; and (2) evaluate the effectiveness of the IKM as an instrument for local government performance assessment, considering not only its technical measurement function but also its contribution to evidence-based policy and social accountability. The study is expected to contribute to the literature on public-service quality in tourism-dependent regencies, while offering practical recommendations for the Gianyar Regency Government to strengthen service delivery. The remainder of this article is organized as follows: the next section describes the research method, followed by the results and discussion, and finally the conclusions and policy recommendations.

RESEARCH METHOD

This study employed a descriptive quantitative approach using a survey method, a design well suited to systematically measuring community perceptions of the quality of public services provided by the Gianyar Regency Government. The quantitative approach enables satisfaction levels to be expressed as scores comparable across time, allowing the study to capture trends in local government performance. The study population comprised all residents of Gianyar Regency who had used a local-government public service. To ensure representativeness, respondents were selected from the regency's seven districts (Gianyar, Sukawati, Blahbatuh, Ubud, Tegallalang, Payangan, and Tampaksiring) using stratified random sampling based on district and demographic characteristics (gender, age, education, and occupation). The number of respondents followed the minimum requirement of 150 set out in PermenPANRB No. 14 of 2017 on Guidelines for Community Satisfaction Surveys; the study obtained more than 400 respondents, comprising 50 percent men and 50 percent women, aged 17–65 years, with varied educational and occupational backgrounds, so that the survey results could more comprehensively represent community conditions.

The research instrument referred to the nine standard IKM indicators specified in PermenPANRB No. 14 of 2017: service requirements; systems, mechanisms, and procedures; processing time; cost/tariff; service-type specifications; staff competence; staff behavior; complaint, suggestion, and feedback handling; and service infrastructure, supplemented by contextual indicators capturing local issues such as the quality of health, education, transportation, and socio-cultural services. The instrument used a 1–4 Likert scale (1 = dissatisfied, 4 = very satisfied). Primary data were collected through a structured questionnaire administered directly in the field with enumerator assistance to ensure response validity, while secondary data were drawn from the previous year's (2023) survey report to support trend analysis. Data were analyzed by calculating the average score for each indicator, converting these averages to a 25–100 scale in



accordance with PermenPANRB No. 14/2017, and interpreting the resulting scores against four quality categories: 88.31–100 (Very Good), 76.61–88.30 (Good), 65.00–76.60 (Not Good), and 25.00–64.99 (Poor). This analytical approach allowed the study not only to capture community satisfaction at a single point in time, but also to evaluate changes in local government performance over time and to provide an empirical basis for public-service policy formulation.

RESULTS AND DISCUSSION

Community Satisfaction Index Score, 2024

Table 1: Gianyar Regency Community Satisfaction Index (IKM), 2023–2024

Year	IKM Score	Category	Change
2023	80.14	Good	—
2024	81.55	Good	+1.41

[Source: Gianyar Regency IKM survey data, 2023–2024 (this study).]

Table 2: IKM Service-Quality Classification (PermenPANRB No. 14 of 2017)

Score Range	Category
88.31 – 100	Very Good (Sangat Baik)
76.61 – 88.30	Good (Baik)
65.00 – 76.60	Not Good (Kurang Baik)
25.00 – 64.99	Poor (Tidak Baik)

[Source: Ministerial Regulation of the State Apparatus and Bureaucratic Reform (PermenPANRB) No. 14 of 2017.]

The survey results show that the Community Satisfaction Index (IKM) of Gianyar Regency in 2024 reached a score of 81.55, an increase over the preceding year's (2023) achievement of 80.14. With this score, the performance of Gianyar Regency's public services falls within the "Good" category under the PermenPANRB No. 14/2017 classification (76.61–88.30). Quantitatively, the 1.41-point increase appears reasonably positive, yet it has not been sufficient to shift the service-quality category to "Very Good" (88.31–100). Descriptively, the score of 81.55 indicates that most respondents consider public services in Gianyar to have met minimum expectations, although not yet an ideal standard. The improvement over 2023 points to gains in specific areas, particularly service procedures and the provision of infrastructure; the achievement, however, still leaves considerable work to be done, particularly in the dimensions of service interaction and cost affordability. From a public-policy evaluation perspective, Gianyar's 2024 result can be read as a reflection of the partial success of an ongoing bureaucratic reform process. According to Dwiyanto (2011), bureaucratic improvement in Indonesia tends to be incremental, and rarely produces a significant jump in quality within a short period — a pattern also reflected in Gianyar's result: improvement has occurred, but not yet enough to reach the "Very Good" category.



More broadly, an IKM value that remains stable within the "Good" category signals that the community still perceives limitations in the local government's efforts to deliver excellent public service. In other words, the improvements made have not yet reached the fundamental aspects most directly connected to citizens' day-to-day satisfaction.

Best-Performing Service Indicators

Table 3: Highest-Scoring IKM Indicators, Gianyar Regency 2024

Indicator	Score (1–4 scale)
Complaint handling	3.67
Service procedures	3.64
Infrastructure	3.62

[Source: Gianyar Regency IKM survey data, 2024. Scores for the remaining IKM indicators are not individually disaggregated in the source study.]

Analysis by indicator shows three that stood out in Gianyar Regency's 2024 IKM survey: complaint handling (3.67), service procedures (3.64), and infrastructure (3.62). The high score for complaint handling indicates that local government is relatively responsive to citizens' aspirations and grievances; within the New Public Service framework (Denhardt & Denhardt, 2000), this is significant because it shifts service orientation away from mere procedural compliance toward recognizing citizens as holders of sovereignty, with an effective complaint channel allowing the community to act not merely as passive recipients but as critical partners of government. The 3.64 score for service procedures indicates that the service process has become simpler and easier for the community to understand, consistent with the digitalization trend now emerging across regions; Pramusinto (2019) affirms that procedural simplification combined with technology-based service delivery can reduce excessive bureaucratism and thereby raise community satisfaction. The 3.62 score for infrastructure indicates that the Gianyar government has been relatively successful in providing adequate service facilities — improved service offices, available waiting areas, and supporting infrastructure all contribute to this result, although continued improvement remains necessary given that Gianyar carries a heavy service burden owing to its tourism activity and population density.

Weakest Service Indicators

Table 4: Lowest-Scoring IKM Indicators, Gianyar Regency 2024

Indicator	Score (1–4 scale)
Service requirements	3.02
Staff behavior	3.01
Cost / tariff	3.10

[Source: Gianyar Regency IKM survey data, 2024. Scores for the remaining IKM indicators are not individually disaggregated in the source study.]



Despite these strengths, the survey also reveals several relatively weak indicators: service requirements (3.02), staff behavior (3.01), and cost/tariff (3.10). The 3.02 score for requirements indicates that the community still faces difficulty understanding or fulfilling service conditions; per bureaucratic-pathology theory (Riggs, 1964), bureaucracies in developing countries often become trapped in complicated procedural practice that hinders service effectiveness, a pattern still visible in Gianyar, where, even as procedures have begun to be simplified, administrative requirements continue to be perceived as burdensome. The 3.01 score for staff behavior indicates that civil-service conduct remains a weak point, with the community citing concerns over friendliness, empathy, and staff integrity — evidence of a cultural lag in bureaucratic reform, in which structures and systems have changed while working culture has not fully followed; consistent with Osborne and Gaebler (1992), bureaucratic reform without a corresponding transformation of organizational culture produces only superficial change. The 3.10 score for cost/tariff indicates that the affordability of public-service costs remains an important issue: for lower-income groups, certain service fees, particularly in health and civil-registration services, are still perceived as costly, a condition that risks creating social inequity in services that are meant to be universally accessible.

Year-on-Year Trend, 2023–2024

Compared with the 2023 survey results, the 1.41-point increase in the IKM does indicate improvement. A closer analysis, however, shows that this increase is driven mainly by higher scores on the procedures and infrastructure indicators, while the cost and staff-behavior indicators remained relatively stagnant. This pattern is consistent with findings elsewhere in Indonesia, where bureaucratic reform tends to succeed more readily on structural aspects — digitalization, procedural simplification, and infrastructure improvement — than on cultural aspects such as civil-service conduct. In other words, Gianyar faces a challenge common to Indonesian bureaucracy generally: change proceeds more quickly in the technical-administrative domain than in the domain of ethics and service behavior. Moreover, an increase in score that does not shift the overall quality category also indicates that bureaucratic reform still requires long-term consistency; this modest gain risks plateauing in the absence of a more substantive policy intervention.

Structural and Cultural Dimensions of Service Reform

Within a broader analytical framework, the IKM results for Gianyar can be distinguished along two principal dimensions: structural and cultural. The structural dimension covers improvements in procedures, infrastructure, and complaint-handling mechanisms; the relatively strong results on these indicators reflect a genuine government effort to build a more efficient system, with service digitalization and infrastructure development as the determining factors. The cultural dimension covers staff behavior, empathy, and service integrity; the low scores on this dimension indicate that behavioral change among civil servants proceeds far more slowly than structural improvement, consistent with Hofstede's (2010) argument that organizational culture is the variable most difficult to change in bureaucratic reform. This analysis underscores that successful bureaucratic reform requires a balance between structural change and cultural transformation; without both proceeding in tandem, community satisfaction is unlikely to improve significantly.



Comparison with Theory and Prior Literature

The results from Gianyar are consistent with the broader literature on public services in Indonesia. Dwiyanto (2011) argues that Indonesian bureaucracy tends to emphasize fulfilling administrative procedure over the quality of interaction with the community, a pattern borne out by Gianyar's low staff-behavior score. From the perspective of New Public Service theory (Denhardt & Denhardt, 2000), the high score for complaint handling deserves recognition, as it reflects genuine progress in engaging citizens as partners; the low staff-behavior score, however, indicates that the older paradigm — in which citizens are treated as service "objects" — has not been fully left behind. Compared with Pramusinto's (2019) findings in other regions, a similar pattern emerges: improvements in infrastructure and procedure consistently outpace improvements in civil-service ethics. This reinforces the conclusion that the principal challenge facing public services in Indonesia is not merely regulatory, but concerns the transformation of bureaucratic culture itself.

Policy Implications

These findings carry a number of important policy implications. First, local government needs to make IKM data a foundation for evidence-based policy formulation. Second, public-service reform should be directed not only at technical-administrative aspects, but also at strengthening civil-service capacity and ethics. Third, affirmative policy is needed to ensure that vulnerable groups obtain fair access to public services.

Table 5: Strategic Policy Recommendations by Time Horizon

Time Horizon	Key Actions
Short-term (1–2 years)	Simplify service requirements; improve cost transparency; strengthen digital complaint channels; improve basic service facilities
Medium-term (3–5 years)	Ethics-based staff training; cross-sector digital service integration; subsidies for basic-service costs; performance reward-and-sanction systems
Long-term (>5 years)	Transform bureaucratic culture through performance-based incentives, participatory public-oversight systems, and rights-based public service delivery aimed at reaching the "Very Good" category

[Source: Policy recommendations derived from this study's findings.]

CONCLUSION

This study of the Community Satisfaction Index (IKM) in Gianyar Regency for 2024 found a score of 81.55, an increase from 80.14 in 2023. Under the PermenPANRB No. 14/2017 classification, this places the quality of Gianyar's public services in the "Good" category (76.61–88.30); the 1.41-point increase indicates improvement, but has not been sufficient to move the category to "Very Good," suggesting that ongoing bureaucratic reform remains incremental, requires continued consistency, and has yet to produce a substantial leap in service quality.

These findings carry three main implications. First, the pattern of results — high scores for complaint handling, procedures, and infrastructure alongside persistently weak



scores for requirements, cost, and staff behavior — indicates a structural-cultural imbalance in bureaucratic reform: government has succeeded in delivering more efficient systems and improved infrastructure, but transformation in civil-service conduct remains far slower, consistent with the view that organizational culture is the most difficult variable to change in bureaucratic reform (Hofstede, 2010). Second, from a theoretical standpoint, the findings reinforce the relevance of the IKM as a multidimensional measure — technical, social, and political — that functions not merely as a quantitative satisfaction metric but as an instrument of social accountability, reflecting public voice and expectations within the framework of New Public Service (Denhardt & Denhardt, 2000), in which citizens are treated as rights-holders entitled to evaluate, critique, and participate in service improvement rather than as passive consumers. Third, from a practical standpoint, the results provide local government with a comprehensive evidentiary basis for prioritizing programs — staff training, requirement simplification, and cost regulation — although the findings should be read within clear limitations: the survey captures perceptions at a single point in time and is thus susceptible to situational context, qualitative dimensions such as citizens' personal experience or local political dynamics are not fully captured, and no comprehensive comparison with other regencies has yet been conducted, pointing to a need for further research through comparative or more in-depth qualitative approaches.

Based on these findings, this study recommends that the Gianyar Regency Government pursue five complementary strategies: simplifying administrative requirements through service digitalization, inter-agency data integration, and application of the once-only principle, so that citizens are not required to resubmit the same documents across services; controlling public-service costs through subsidies or fee incentives for basic services such as health, education, and civil registration targeted at low-income and vulnerable groups, alongside budget-efficiency measures to limit the operational costs passed on to citizens; strengthening civil-service human-resource quality through ethics-, empathy-, and communication-focused training paired with a clear system of performance-based rewards and sanctions; expanding digital complaint channels — mobile applications, official social media, and public-service chatbots — supported by transparent and publicly trackable follow-up mechanisms; and institutionalizing longitudinal IKM monitoring, conducted consistently every year, analyzed over time, and published openly to strengthen social accountability and encourage citizen participation in service improvement. These measures should be sequenced across short-term, medium-term, and long-term horizons, as set out in Table 5. Future research should extend this study through longitudinal and comparative approaches across regencies, combined with qualitative methods capable of capturing the lived experience of service users and the political dynamics shaping local service delivery.



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