

Determination of Public Service Innovation on Humanist Paradigm Conceptualization

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Abstract

This paper aims to explain the implementation of public services today from a humanistic perspective/paradigm. Public policy innovation as a necessity in principle and substantively will provide reinforcement in responding to and resolving public policy problems that take place in the community. The method used is descriptive method, which describes several studies, public service policies from various literatures. The results of the literature review show that character education and the inculcation of humanistic values to service providers (government/political elites, bureaucratic apparatus) are very important and must be carried out so that the public service process can be of higher quality and provide optimal satisfaction for service recipients. The result to be achieved in this research is the existence of public policy innovation efforts with the dimensions of novelty and usefulness so that it is expected to have an impact on more concrete efforts and build sustainable community participation. Innovation is applied not only at the evaluation stage of public policies but is applied from the beginning of public policy planning, implementation and evaluation of public policies.

Keywords

paradigm; humanist; public service.



I. Introduction

A responsive public policy paradigm that provides space for community development independently in the process of policy formulation, implementation and evaluation will have an impact on improving community welfare in a sustainable manner. Thus, interaction, processes and activities are needed between the community and the government in a symbiotic mutualism so that it is expected to be able to respond to the dynamics, demands and interests of the public. Public policy on the other hand is a product that fights for the public interest whose philosophy is to require public involvement from the beginning to the end. The public as the main actor in policy is a sub-stakeholder who knows exactly what and how their needs and interests are. This requires a shift in the government's role no longer as a provider but as a facilitator and regulator of a policy. The government's role will be effective if the output of public policy is able to adapt and innovate to various changes in order to encourage synergy between various interests.

The word innovation has often been heard in various aspects of life and is one of the factors that play an important role in dealing with and overcoming various problems both concerning individuals, communities, organizations and the state. In the context of state-public relations, the state acts as a facilitating actor and regulator of public policy, while innovation is a strategic keyword when the outputs and outcomes in policies are unable to meet the demands and dynamics of an increasingly global society. At this point, innovation is needed to strengthen public policy sectors with a wider spectrum. Strategic

changes in public policy as a tangible form of innovation should be interpreted as one of the preferences so that public policies have novelty and benefit for society at large.

Great expectations for quality public policies are one of the driving factors for the birth of public policies that have a public dimension and are not only limited to issues and policy agendas. Thus, public policy is not in an exclusive area and limits critical public questions, but public policy can move simultaneously and be on a continuum line with the public. In this case, public policy functions the same as the brain in the human body, because through this instrument all activities of state and community life are begun to be carried out by the bureaucracy plus the private sector and the community. Therefore, in the context of understanding public policies that are able to provide impact and benefits, public policy innovation is needed as a wider form of encouragement, namely in the form of expansion and modification of policies that are novel and useful in terms of formulation, process and policy evaluation aspects. Development is a systematic and continuous effort made to realize something that is aspired. Development is a change towards improvement. Changes towards improvement require the mobilization of all human resources and reason to realize what is aspired. In addition, development is also very dependent on the availability of natural resource wealth. The availability of natural resources is one of the keys to economic growth in an area. (Shah, M. et al. 2020)

The Minister of National Development Planning/Head of Bappenas, Bambang PS Brodjonegoro, brought attention to the increasing importance of policy innovation by inviting and asking regional heads to put forward various policy innovations during his leadership period. "In addition to administrative neatness, policy and program innovation is equally important" (www.id.beritasatu.com, 23 February 2017). In this context, the capacity of the innovator becomes increasingly important in carrying out an innovation because it will provide many benefits. Innovation aims to revitalize public administration, making it more pro-active, efficient, accountable and more service-oriented. Therefore, the ability of public officials to innovate will be a decisive role and are required to have adequate skills and knowledge prerequisites. To initiate, run, and manage innovations in state administration, innovators must realize that a good understanding and mastery of various skills and knowledge is a prerequisite⁴. So, with these prerequisites policy innovation will have a strategic impact.

In line with the implementation of regional autonomy which gives authority to local governments to formulate policies, the role of public officials in the regions in carrying out public policy innovations will increase and have a positive impact on the quality of policies or regulations that will be prepared and have been produced. The quality of local regulations is an important indicator of local governance performance. However, in fact, almost all policy makers are still dominant in considering short-term and partial interests and have not prioritized a culture of innovation, resulting in public policy stagnation and governance performance has not run optimally.

The problem of the low ability to innovate and willingness to innovate is one of the challenges for public officials in government agencies both at the regional and central levels. On the other hand, public policy as an instrument that functions to unite the government and society has not run optimally, this is because there are still overlapping policies issued by different policy-making agencies. Examples of the failure of public service policies in Indonesia are in the form of disconnectivity from the output of activities of Ministries and Non-Ministry Agencies, for example, several reservoirs that have been built by the government cannot function because there are no irrigation channels, ports cannot operate normally because there are no the road that connects it to the industrial area. To avoid the termination of the policy, it is necessary to reorient

policies that are more focused both in terms of processes, methods and products of each public policy that is produced.

Public policy innovation as a necessity in principle and substantively will provide reinforcement in responding to and solving problems in society. Problems such as development disparities due to lack of precise policy analysis, corrupt behavior of public officials, food security, problems of poverty and unemployment and low education are some examples of the failure of public policy in solving these problems. Innovation is one of the best alternatives in the dimensions of public policy now and in the future.

One approach or paradigm to facilitate professional bureaucratic services is to use a humane approach, or what is referred to in this paper as the humanist paradigm. The humanist paradigm can be given the meaning that a person in treating others must pay attention to the human side of that person, group, or society. This means that if individuals or groups become part of the state administration (public), then in providing services they must also pay attention to the human side of the community they serve. At least if the humanist concept in the bureaucracy is carried out well, it will emerge as part of an ideal modern administration. This ideal type of modern administration by Weber, in Prasodjo (2016:48), is identified with the following characteristics): 1) bureaucratic activities are carried out regularly with clear boundaries of authority, 2) there is a hierarchy of authority, 3) there are rules and regulations, a clear statement of behavior, authority, and responsibilities of employees, and 4) employees are recruited on the basis of a merit system, not on the basis of kinship ties. The question then is, is the current implementation of public services as expected? Answering this question certainly requires a comprehensive understanding so that the problem can be seen from all sides. And the answer will depend on the perspective from which the question is asked. Widyastuti in Hasjimzum (2014:446) said that so far there has been an assumption and impression that the administration of public services is a government monopoly, the community is involved only when the government needs information from the society.

In line with the above assumption, Ruli Isa in Hasjimzum (2014:446) explains community's complaints are an indicator that the services provided have not met the expectations of the community. The ability of an organization to identify public needs is to pay attention to public aspirations in receiving services, which are then realized in the form of policies and/or activities. Service procedures are assessed by the existence of communication channels or ways to accommodate public complaints.

The above view certainly does not stand alone, because the condition of public services in Indonesia is still characterized by complicated service procedures, difficult access, non-transparent costs, unclear completion times, and the proliferation of illegal levies and bribery practices that are not clear. Public services in government offices in Indonesia are still fairly poor. Based on the results of a survey conducted by the World Bank, out of 157 countries surveyed, Indonesia is ranked 135th in the quality of public services (Serfianus et al., 2014).

II. Review of Literature

2.1 Stagnation of Public Policy Innovation

An absolute prerequisite for public policy innovation is the realization of ideas and ideas from public officials as entry points for the implementation of various programs and policies. Ideas and ideas can be realized if the public sector organization as the locus of policy making is able to adopt and adapt to developments that occur outside the

organization. Organization must have a goal to be achieved by the organizational members (Niati et al., 2021). The success of leadership is partly determined by the ability of leaders to develop their organizational culture. (Arif, 2019). The mechanism of the public sector organizational system that involves the organizational environment as input and organizational processes becomes an inseparable part of any public policy formulation. The problem then is that there are still many public policies that are not up to date and are considered to hinder development investment. The facts show that many regional regulations are revoked because they do not provide benefits to the interests of the community. The Minister of Home Affairs (Mendagri), Tjahjo Kumolo, emphasized that the government would immediately revoke 3,266 regional regulations which were considered to be hampering the entry of investment. Tjahjo explained that the problematic regional regulations category is to hinder unnecessary investment, licensing, and user charges. For example, people who want to open a business must be asked for a principle permit, business permit, building permit (IMB). (www.jawaPos.com, 13 June 2016).

Public policy delays in making changes are caused by many factors, such as the low capacity of public officials, a bureaucratic culture that is antipathy to change and a bureaucratic structure that tends to be rigid and less flexible. In certain cases, there are many different public policy orientations between the government and the public, especially in the policy formulation process, causing disharmony at the implementation level. The government is oriented to how to spend the budget so that it can be absorbed and accounted for, so it often neglects programs that are in direct contact with the public interest. These conditions force the public to remain obedient to policies from the government that do not have an impact and benefit the public interest.

One of the problems that still causes the stagnation of public policy innovation is the still dominant role of the leader or leader, the dependence of subordinates on the leader makes the whole system not work as expected, subordinates tend to be passive and take less initiative and participate in solving problems. Academic studies on innovation require a leader's role as administrator. There is no innovation without leadership. Whereas the integration of a culture of innovation in public policy must run in a structured and accommodating system for various public interests. This is necessary because there is still a disparity between public expectations and public policy and avoids public policy stagnation, but on the other hand, innovation awareness in the bureaucracy is still sporadic, stagnant and tends to be unclear⁹. The issue that innovation depends entirely on the leader becomes a challenge for the bureaucracy to create public policy innovations through the mechanism of the bureaucratic system. The opinion that public policy innovation is still very limited is a fact that is currently happening in the bureaucracy. Policy innovation and creativity initiated by leaders are important but a good public service system does not depend on who is in charge. When people complain or report, 8 Morris (2006) in Irwan Noor (2016) Scientific Journal of Public Administration Universitas Brawijaya Malang, Determination of Local Government Public Services: Paradoxes in the Era of Decentralization, page 132 9 Tri Widodo, 10 November 2016, <http://lan.go.id/id> systemic can also be immediately responded by the government¹⁰. Therefore, a policy innovation does not only depend on a leader but on a system mechanism that works based on the values of public organizations.

2.1 Public Policy Innovation in a conceptual perspective

Innovation is defined as an idea, product, information technology, institution, behavior, values, and new practices or objects that can be perceived as something new by individuals or society. Aspects of something new can be formed through a process of modification. And public policy is defined as a projected program with certain goals, certain values and certain practices (a projected program of goals, values, and practices). Conceptually, public policy innovation is divided into a). Policy innovation: new policy direction and initiatives, namely the policy innovation in question is the existence of new policy initiatives and directions. This can be interpreted that every public policy issued in principle must be able to contain something new. b). Innovation in the policy making process. In this role, the focus is on innovations that can influence the process of making or formulating policies.

An example is the policy formulation process which so far cannot be said to have facilitated the participation of community members or related stakeholders. c). Policy to foster innovation and its diffusion, namely the policy in question is a policy specifically created to encourage, develop, and spread innovation for various sectors.

Closely related to public policy conceptually, the researchers put forward the definition of State Administration innovation as a process of thinking about and implementing policies for the implementation of public interests that are original, important, and impactful. If it is associated with the paradigm of state administration, namely the Old Public Administration (OPA), New Public Administration (NPA), New Public Management (NPM) and New Public Services (NPS) paradigms, then the New Public Services paradigm is the most appropriate to apply the principles of innovation. Through the NPS, the public is seen as a complete and humanist, not reduced to a customer with economic-selfish characteristics or as an outsider who is the target of bureaucratic mechanics¹⁵. Furthermore, it is mentioned that the NPS paradigm also pays great attention to innovation and is integral and comprehensive because NPS is an approach that places high value on collaboration between parties and improving the performance of each element of the organization. This is different from the paradigm 13 Albury (2003) in the Handbook of State Administration Innovation (2014: 18). Handbook of State Administration Innovation, 2014, Center for Governance Innovation Deputy for Innovation in State Administration page 17 15 Ibid, page 14 others who tend to view innovation as limited and partial.

III. Research Method

The method used is a qualitative approach. The technique used by the researcher is a survey of academic literature in the field of public policy science in order to obtain concepts that are relevant to the study of public policy innovation. Meanwhile, data collection was carried out through searching various sources, both from government documents and print and electronic mass media reports as secondary data, which were then processed and described in narrative form according to data needs. Then the data analysis is carried out based on the theory and concept of public policy and then the data interpretation process is carried out.

IV. Result and Discussion

4.1 Humanist Public Service

Ndraha in Mustafa (2012:173) explains bureaucratic behavior has room for movement between soft behavior and hard which "is a form of interaction between individuals and their bureaucratic environment, which is in contact with the implementation of public service functions". In other words, the expected behavior of the bureaucracy is professional behavior in realizing public aspirations which are reflected in good public services, so that it will increase public trust in public service providers.

In relation to the humanist paradigm in the implementation of public services, Love Lock in Hasjimzum (450-451) offers five principles that must be considered in public services so that the quality of public services can be achieved, namely: 1) tangible, providing good service which is indicated by service behavior. ; 2) reliable and skilled, mastering the field of work applied; 3) responsiveness, a sense of responsibility for service quality, meaning that every employee in providing forms of service prioritizes service aspects that greatly affect the behavior of people who receive services; 4) assurance, a public servant who has knowledge so that people who receive services feel satisfied and believe that all forms of affairs will be resolved quickly and correctly; 5) Empathy, able to serve people who are served with full attention to various problems that require service.

Empathy is not only shown by behavior and body language, but what is much more important in it is being able to use good communication and of course containing ethical and aesthetic elements. Therefore, the humanist paradigm in public services, one of which must also be balanced is the existence of effective reciprocal communication. According to Andi Wahyudi in Hasjimzum (2014:450), the urgency of communication in public services has a very important role because the process of providing public services with completeness which includes the availability of human resources, budget, costs, facilities and infrastructure, as well as methods of service delivery, needs to be packaged in good communication between providers and users of public services. Without good communication, the public does not know what efforts have been made by providers public service

Moreover, according to Kasmawati (2011: 131), a service is judged as excellent service if the design and procedures meet several principles, namely (1) prioritizing customers, (2) being an effective system, (3) serving with conscience, (4) make continuous improvement, and (5) empower customers. In relation to the first principle, we try to learn a little from the psychology of child development in the learning process. A teacher or parent must learn to enter the world of children, not children entering the world of teachers or parents. Likewise, a good public servant must try to be present to the world he serves without leaving his nature as a professional public servant.

One thing that needs to be emphasized again in the humanist approach to public services is to provide education and training (training) to government bureaucratic administrators, including character education to foster a humanist attitude. Without character education and inculcating humanist values, the public service process will seem arid.

4.2 Humanist Government Leader

A leader in the state government must be able good governance, by realizing national ideals in accordance with the mandate of the 1945 Constitution of the Republic of Indonesia (UUD 1945), namely "protecting the entire Indonesian nation and the entire homeland of Indonesia, promoting public welfare and educate the nation's life and

participate in carrying out world order” (Swasono, 2014: 3). The mandate of the 1945 Constitution is of course still general, but of course it still needs to get a real touch at the level of reality so that these basic ideals can be achieved.

If analyzed further, good governance with a humanist paradigm in accordance with the mandate of the 1945 Constitution above has its own elaboration and purpose. In relation to the concept of "protecting the entire Indonesian nation", for example, the existence of government leaders must at least be able to protect those they lead from misery, poverty, unemployment, and so on, so as to improve general welfare.

Services to improve the general welfare of the administrators of government leaders with the regime in it are of course still a fairly heavy homework, this is certainly not separated from the behavior of state officials who are shameless in "robbing the people's welfare" with their corrupt actions. Borrowing the term Sri-Edi Swasono (2014: 5) that the regime of robbing the state has marginalized the obligations of the state bureaucracy to promote public welfare. For the record, from 480 regents/mayors throughout Indonesia, there are 300 regents/mayors who have become suspects in corruption cases (not including other bureaucratic ranks in the executive, legislative, judicial, including other law enforcers) (Harman, BK, & Sudirman, A, 2011). In addition, when observed carefully, it is seen that the tendency of the low performance of public service bureaucracies (especially government officials) is influenced by a strong paternalism culture that encourages bureaucratic officials to be more power-oriented than service, positioning themselves as rulers, and treating service users. (public) as objects of service that need their help (Maani, 2005:28).

Further explained by Abdulwahab in Maani (2005:28) that the low performance of the government is caused by the power-sharing system that tends to focus on the leadership, so that subordinates who are directly related to service users often do not have adequate authority to respond to the dynamics that develop in service delivery. Such conditions, of course, are still happening to this day, even more so when decentralization has been misunderstood and has been misplaced by the authorities.

The portrait of the bureaucracy, whether in the case of the regime robbing the state or the centralization of policy by the government, is a portrait of the fragile bureaucracy of a leader who is certainly still far from being able to carry out good governance that humanizes humans.

Reflecting on what most of the current leaders show in running the government, the people are increasingly having a thin trust and increasingly lacking in figures, so that the potential of the community to develop is difficult to mobilize if not with their own efforts. However, the progress of the government system built by a leader depends on his ability to effectively mobilize the potential of all community forces to be disciplined and obedient to the force of the law, mutual respect for individual rights and communal rights owned by the community (Irsan, 2014:41).

Along with the decentralization (regional autonomy) policy which was launched on January 1, 2001, as a manifestation of the mandate of Law (UU) No. 22/1999 on Regional Government (which was later revised and/or amended several times, most recently by Law No.9/1999). 2015 concerning the Second Amendment to Law Number 23 of 2014 concerning Regional Government), which has given expansion of authority to regional governments, local governments must be able to carry out various authorities that have been carried out by the central government, along with the services that must be provided. Related to this, Smith in Maani (2005:27) explains that one way to bring the government closer to the people is to implement a decentralization policy. However, decentralization

efforts will become a problem if political officials and/or bureaucratic officials are not professional.

Apart from these problems, to make a political leader or a humanist government, of course, one must follow many instructions. For a Muslim leader, for example, to become a leader who is able to approach the community in a humanistic way, of course, cannot be separated from the example given by the Prophet Muhammad SAW. Hayat (2015: 66) explains that the leadership of the Prophet against various changes in the world that has been produced and has become an important icon for his people (people) in his example, among others; (1) able to enforce a sense of justice; (2) have a sense of love, empathy, and sympathy aimed at fellow human beings; (3) uphold the principle of honesty; (4) uphold the principle of trust; (5) have intelligence in intellectual, emotional, and spiritual dimensions; and (6) being transparent in every implementation of their duties and responsibilities.

Likewise, every leader who has a different religion can get good leadership principles through their respective religions. In addition to religious teachings and theoretical concepts that are very useful, socio-cultural understanding must also be considered, namely that a leader carries out the mandate of his leadership. And most importantly, a leader must be able to make changes in accordance with the developments that exist in his community.

The changes that a leader can make to improve the quality of public services according to Sanapiah (2005:22), include:

1. Trimming various irrelevant bureaucracies.
2. Implement contestability (comparing the services provided by its organizational unit with other organizations to see its efficiency and effectiveness), even developing contracts with the private sector (if this is the most effective and efficient way to go).
3. Using various new technologies to improve the quality of public services. Develop a customer-oriented public policy (customer focus).

4.3 Regional Government Bureaucratic Leadership in Humanist Public Service

It is very important to distinguish between the government elite (politics) and the bureaucratic apparatus, which of course will cooperate with the government elite selected based on political consensus (regional election). However, if you pay attention, one of the steps often taken by government elites who have just assumed leadership positions in regional government institutions, especially in regional government institutions, is "rationalization", which is to focus policies on a major overhaul of bureaucratic formations. Mutations were also carried out on bureaucratic apparatus which were considered to have poor performance. This step, of course, triggers tension in the relationship between local government leaders who are held by the political elite with the bureaucratic apparatus and the community (Hadi, 2009:25). It was further explained that tensions could occur because the new political officials prefer to include bureaucratic apparatus who are their sympathizers into or within the bureaucracy rather than looking for the best and professional bureaucratic apparatus already in the bureaucracy.bureaucratic model patrimonial. The characteristics of a patrimonial bureaucracy are (1) officials are screened on the basis of personal criteria; (2) position is seen as a source of wealth and profit; (3) officials exercise control over political and administrative functions; and (4) every action is directed by personal and political relationships (Hayat, 2014: 72). Therefore, every time there is a change in the political leadership, the bureaucratic apparatus in it also usually changes, this is generally packaged in the slogan and slogan "bureaucratic reform". The existence of this tendency, explained by Hadi (2009:25) that

the slogan of bureaucratic reform in some areas turned out to be nothing more than getting rid of the disliked role of the bureaucratic apparatus and strengthening the favored role of the bureaucratic apparatus. As a result, the bureaucracy can never work optimally and professionally. On the other hand, the bureaucratic apparatus, which is supported by political elites from outside the bureaucracy, is also trying to engage in collusion and personal approach to new political officials to secure positions or want certain other positions.

Referring to these problems, what needs to be done by the government elite to develop humanist public services and free from the interests of political officials, at least it must fulfill several characteristics as described by Hadi (2009), as follows:

First, it must be responsive to economic dynamics, social, cultural, and political activities at the local community level. The consequence of this understanding is that bureaucrats no longer consider themselves as public officials, but as public servants. The fact is that when many bureaucratic apparatus compete to

become officials, they are actually competing to become public “servants”, and not the other way around.

Second, the emergence of a servant spirit must be owned by the top leadership of the bureaucracy. Therefore, there must be firmness from regional bureaucratic leaders, for example, using a regional regulation (perda) or a regional head decision that stipulates that the bureaucratic apparatus must begin to change the culture that has been attached to them with a new culture that is more concerned with the public interest.

Third, one thing that has been forgotten in learning to educate prospective bureaucrats so far is the cultivation of "noble character", such as a culture of honesty, a culture of kindness, a culture of shame, an anti-corruption culture, an anti-begging culture, and so on. If it turns out that the inhibiting culture is still practicing, then there must be moral sanctions given to the perpetrators. So that bureaucratic services are no longer an obstacle and can eliminate the public's slanted assumption that public service places can run smoothly if the community offers "facilitating money" or often referred to as "cigarette money", "pulse money", "administrative money" or also "appreciation money" and so on.

Fourth, it takes a government leadership figure who has strong integrity, has a strong character, has a commitment to the bureaucratic reform agenda, and is oriented to the interests of the wider community. Such a leadership figure is believed to be able to give birth to a new culture within the ranks of the bureaucracy in the regions. With such bureaucratic leadership, it is hoped that the naughty bureaucratic apparatus will no longer be able to lobby for certain positions.

IV. Conclusion

The management of public services is not only limited to the fulfillment of interests between those who serve and those who are served, but more than that there are logic, ethics, law, aesthetics, and other policies in it, so that anyone who has a duty as a public servant must understand the philosophy and principles of public service. public service properly, so that they will be able to serve customers in a humane way in accordance with their nature as humans who have a soul that is regulated, both by emotion, culture, and of course also religion. implementation of public services by government elites, bureaucratic apparatus, as well as public/ government administration activists, must have sense of social so that the work pattern is always oriented to the interests and needs of the public being served (customer oriented), which is certainly more humanist and dynamic.

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