

The Bureaucratic Performance In The Services Of Making Electronic Identity Cards In The Office Of Population And Civil Registration Of Poso Regency

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Abstract – The objective of this study was to describe and analyze the bureaucratic performance in making Electronic Identity Cards (Indonesian: Kartu Tanda Penduduk Elektronik (e-KTP)) at the Office of Population and Civil Registration of Poso Regency. The informants were selected purposively, in which the researchers chose six people to be informants. Data were collected through observation, interviews, and documentation. The employed techniques of data analysis were data reduction, data presentation, and conclusion drawing. Results indicated that the bureaucratic performance in making Electronic Identity Cards at the Office of Population and Civil Registration of Poso Regency is assessed based on five indicators: productivity, service quality, responsiveness, responsibility, and accountability. Overall, they have been quite good and maximum as shown by the information that officers recording the data have reached the specified performance target. In terms of dependence, many things still need to be considered and improved by the office head and his employees, especially in setting policies that are not only based on the situation and conditions of the local community but also must be more efficient and effective so that the objective of the policy can be achieved better at the right time.

Keywords – Bureaucratic Performance, Electronic Identity Card Services

I. INTRODUCTION

The development of information and communication technology that is increasingly rapid nowadays allows the community to be able to access any information they need in their daily lives. The integration of technology and information systems also has an impact on public institutions, such as local governments, in their efforts to improve the performance of their apparatus in providing good services. In addition, the current local government system has begun to be integrated into a technology that can be controlled by the central government. For instance, electronic government (e-government) has begun to be run in Indonesia. One example of this kind of program in the government sector is the Electronic Identity Cards (Indonesian: *Kartu Tanda Penduduk Elektronik* (e-KTP)) which in each process requires good performance from all existing apparatus to achieve the targets set by the central government.

The term “performance” can be interpreted as an assessment to determine the ultimate goal to be achieved by individuals, groups, or organizations. In this case, performance is defined as a tool that can be used to measure the level of achievement or policy made by groups or individuals. In other words, performance is a description of the level of achievement of the implementation of an activity/program/policy in realizing the goals, objectives, mission, and vision of the organization contained in the strategic planning (Mahsun, 2006:25). It also explains that the concept of performance is closely related to the concept of an organization, in which the organization is often understood as a group of people who gather and work together in a structured way to achieve certain goals or objectives that have been set together (Mahsun, 2006: 1).

The Office of Population and Civil Registration is one of the government organizations that execute the making of the e-KTP, which surely applies to all people who are registered as residents of Poso Regency. In the service of making e-KTP at the Office of Population and Civil Registration, there were problems caused by some of the people of Poso Regency who work as farmers. They argued that e-KTP would hinder their activities as farmers. In addition, the location for making this e-KTP is far from the community residents. Moreover, the services seem slow. For this reason, they think that making an e-KTP will take up a lot of time which they could have used to work in the fields. They also assume that if they are not present on the appointed day and date, as stated in the summons, they will not be served by the staff of the Office of Population and Civil Registration. This is exacerbated by the lack of public understanding of the importance of having an electronic e-KTP.

Furthermore, the infrastructure available at the Office of Population and Civil Registration is still inadequate, such as an unstable internet network which results in delays in the process of sending data to the data storage center, which eventually will hamper the performance of the employees who are on duty. Accordingly, the Office of Population and Civil Registration is necessary to pay close attention to matters and infrastructure related to the performance of employees in making e-KTP in the field, especially at the Office of Population and Civil Registration of Poso Regency.

The performance of the government apparatus is very important for achieving the goals of government organizations in serving the community (public) and carrying out development activities and government administration. Thus, achieving the goals that have been set requires the professionalism of employees who work in a government agency so that their performance is satisfactory, can be considered maximum and is based on the expectations of society.

In line with the adoption of the “New Public Management” paradigm in the public sector, every public organization must continue to conduct performance measurements. At this time, when public attention is increasingly directed to the efficiency and effectiveness of public service, an assessment of performance is needed to determine the final goal to be achieved. Performance assessment is very important because it can be used as a measure of the success of the bureaucracy in achieving its mission. The information generated from performance measurement may provide feedback for the allocation of organizational resources for subsequent organizational activities. In addition to improving government performance (better government), performance measurement will provide the right information for public decision-making.

This phenomenon prompted the researchers to conduct a study entitled “The Bureaucratic Performance in the Services of Making Electronic Identity Cards in the Office of Population and Civil Registration of Poso Regency.”

II. METHODS

This study requires a method that can help and facilitate the researchers in obtaining the necessary data based on the objectives and existing problems. In line with the focus of this study to analyze the bureaucratic performance in the services of making Electronic Identity Cards (e-KTP) in the Office of Population and Civil Registration of Poso Regency, the researchers considered the qualitative method suitable for this case.

III. DISCUSSION

Performance measurement is a tool to assess organizational success. In the context of public sector organizations, the success of the organization will be used to gain legitimacy and public support. The public will assess the success of public sector organizations through the organization’s ability to provide relatively cheap and quality public services. These public services are the bottom line in public sector organizations.

The results of this assessment can be used as input for further improvement of organizational performance. In government institutions, in particular, performance assessment is highly useful for assessing the quantity, quality, and efficiency of services, motivating the implementing bureaucrats, making budget adjustments, encouraging the government to pay more attention to the needs of the people served, and guiding improvements in public services. In contrast to private organizations, measuring the performance of public organizations is difficult because they have not found an appropriate performance measurement tool. The difficulty in measuring the performance of public organizations arises partly because the goals and missions of public organizations are often not only very vague but also multi-dimensional. Public organizations have far more complex stakeholders than private organizations. Stakeholders from public organizations often have conflicting interests. As a result, the measures of the performance of public organizations for stakeholders also vary. Bureaucratic officials, for example, often put the achievement of targets as a performance measure, while service users prefer to use service quality as a performance measure. The government has compiled an instrument to measure the performance of public services externally through the Minister of Agriculture Decree No. 25/KEP/M.PAN/2/2004 concerning General Guidelines for Compiling the Community Satisfaction Index for Service Units of Government Agencies.

Based on the main problem in this study (i.e., “The Bureaucratic Performance in the Services of Making Electronic Identity Cards in the Office of Population and Civil Registration of Poso Regency”), the researchers measured the level of performance of the bureaucracy of the Office of Population and Civil Registration of Poso Regency by observing and interviewing 6 informants.

The measurement or assessment is based on 5 indicators: productivity, service quality, responsiveness, responsibility, and accountability. Each indicator consists of several questions. The analysis of this level of performance begins by reducing each item (sub-indicator) in each indicator. Then, the results of the reduction are presented in the form of descriptive explanation data in the form of sentences. After the data is available, the data is verified before making conclusions. After measuring the level of performance of all indicators, the final results determine the level of performance of the bureaucracy at the Office of Population and Civil Registration of Poso Regency.

IV. PRODUCTIVITY

The concept of work productivity can be seen from two dimensions, namely the individual and organizational dimensions. The individual dimension sees productivity concerning individual personality characteristics in the form of mental attitudes. It implies the desires and efforts of individuals who are always trying to improve the quality of their lives. Meanwhile, the organizational dimension sees productivity in terms of the technical relationship between inputs and outputs. Therefore, in this view, the increase in productivity is not only seen from the aspect of quantity but can also be seen from the aspect of quality.

Bureaucratic performance based on productivity indicators, in this case, not only measures efficiency but also assesses the extent to which service effectiveness is achieved. Measurement of productivity is related to the use of inputs to produce direct outputs, namely products and services from each government process. Measurement of productivity can be done through several reports, in which the understanding of this issue is not clear to parties outside the organization. Productivity according to the National Productivity Council (Indonesian: *Dewan Produktivitas Nasional*) is a mental attitude to always strive and have the view that the quality of life today should be better than that of yesterday and the quality of life tomorrow must be better than that of today. Based on data obtained from interviews with several informants, the attitude shown by employees at the Office of Population and Civil Registration of Poso Regency at the time of the e-KTP service has been good. They were friendly and did not discriminate between people. One of the statements gained from the informants is as follows.

“The service provided by employees at the Office of Population and Civil Registration of Poso Regency in making e-KTP is good. They are friendly in providing services and do not discriminate between one person and another. They provide the same services for all.” (Interview with Asdin on March 14, 2022)

The bureaucratic performance during the making of the e-KTP has been carried out professionally and in line with existing procedures, shown by presenting the good attitude and friendliness carried out by the employees at the Office of Population and Civil Registration of Poso Regency. This attitude is indispensable in every community service activity. In addition, it is also followed by good procedures in each process of activities. Thus, there is no confusion in the community. Furthermore, it follows the conditions of the local community. This is based on the response of one of the interviewed informants, as follows.

“The service procedures carried out by employees at the Office of Population and Civil Registration of Poso Regency in making e-KTP are good. The service procedures are in line with what is expected by the community.” (Interview with Hasna on March 14, 2022)

Considering this response from the community, it indicates that the services of the employees during the making of the e-KTP have been good because it is based on the existing procedures. It is a positive public response regarding the performance of the employees of the Office of Population and Civil Registration in services. On the other hand, the achievement of the target of making e-KTP is still not optimal, as shown by complaints from people trying to make e-KTPs. They complained that they have to wait a long time to record their data because the officers who record the people’s data at the Office of Population and Civil Registration are very limited. It is also exacerbated by the occurrence of power outages, thereby making people bored. In addition, to get an e-KTP, the community also has to wait months because the process of making the e-KTP is still being carried out by the central government. Thus, employees of the Office of Population and Civil Registration cannot ascertain when the e-KTP will be completed.

From the data obtained, we have recapitulated the recorded data for the e-KTP at the Office of Population and Civil Registration. From the rough tabulation results, 16,447 people have made e-KTPs. However, only 11,499 e-KTPs have been completed to date, or only about 89%, and distributed by the Office of Population and Civil Registration. In addition, e-KTP recording can be considered to be successful if the recording has reached above 98%. It is the most surprising thing because it has succeeded in achieving the recording target and is in line with the statement from the Head of the Office of Population and Civil Registration of Poso Regency, as follows.

“So far, we have tried to provide good service to the community in the management of making e-KTPs, in which the spearhead in making e-KTPs is the presence of officers and adequate recording equipment. In addition, the performance of the officers and recording equipment has been in line with the procedures and mechanisms that have been determined for the process of making e-KTP.” (Interview with Drs. Desmon Mewalo on March 14, 2022)

Considering the results of the interview, it can be concluded that the performance of the bureaucracy in making e-KTP based on the indicator of productivity is classified as maximum. It is indicated by the effectiveness or achievement of the targets that have been previously determined by the local government, in this case, the Office of Population and Civil Registration, which is still far from expectations. It is shown by the results of the recording (i.e., 89%) which is still far from the predetermined target.

In terms of efficiency, the bureaucratic performance of the Office of Population and Civil Registration of Poso Regency is also fairly good. Moreover, there are no obstacles or problems in any implementation carried out during the process of making e-KTP both in the field and in the administrative process. It is indicated by the equipment and human resources used in the e-KTP recording process, thereby facilitating the implementation process that should be able to run quickly and on time. The community service process in making e-KTPs is also hampered by the presence of several villages that must face difficult terrain. It makes them think twice to go to the Office of Population and Civil Registration which is quite far from where they live. These obstacles have resulted in the goals that have been set being far from achieving the expected targets. Therefore, the local government needs to make certain policies that are more efficient and effective and are more in line with the situation, conditions, and needs of the community.

V. QUALITY OF SERVICE

Understandings or meanings of the concept of quality have been put forward by many experts with different points of view, resulting in different definitions. Goesth & Davis in Tjiptono (2004: 51) suggest that quality is a dynamic condition that relates to products, services, people, processes, and the environment that meet or exceed expectations. In essence, quality is closely related to the achievement of the expected standards. Besides, quality is also defined as an effort to make continuous improvements in meeting the needs of the community so that it can satisfy the community.

Nowadays, quality of service tends to be important in explaining the performance of public service organizations. Many negative views about public organizations arise because of public dissatisfaction with the quality of provided services. Dwiyanto stated that public satisfaction to provide services can be used as an indicator assessing the performance of the public bureaucracy. The main advantage of using community satisfaction as a performance indicator is that information about community satisfaction is often easily and inexpensively available. Information regarding public satisfaction with service quality can often be obtained from the mass media or public discussions. The quality of service is relatively very high. For this reason, it can be a measure of the performance of the public bureaucracy that is easy and inexpensive to use.

Based on the results of the study, the performance of the bureaucracy based on the indicator of the service quality has been good, as seen from the people who feel comfortable with the service and the transparent (open) attitude of employees in the service of making e-KTP at the Office of Population and Civil Registration. It is indicated by the delivery of the procedures and requirements that must be met in making an e-KTP. Thus, it is clear what must be done by the community at the time of making e-KTP, starting from the schedule or recording time for each village to the procedures or mechanisms in each recording process.

In line with the transparency provided, the officials of the Office of Population and Civil Registration also prepare and clean the place to be used for recording data. They also provide facilities and infrastructure even though these facilities and infrastructure are still classified as inadequate because the equipment used in the e-KTP recording process is very limited so that many people have to queue to do the recording. However, in providing the service of making e-KTP, the Office of Population and Civil Registration deploys police and medical officers needed during the recording process so that people may feel comfortable and officers can work well so that the recording process can take place safely and calmly.

The bureaucratic performance in terms of services provided by the apparatus of the Office of Population and Civil Registration has been maximized because the employees/officials are trying hard to provide good service to the community, as evidenced by the minimum complaints from the public about the services of the officers during the recording process. The only problem during the e-KTP recording process is the location of the Office of Population and Civil Registration which is far away and the terrain is difficult to reach, thereby requiring more costs for transportation. However, the community is satisfied with the performance of the apparatus in providing services and convenience given by the employees during the e-KTP recording process.

VI. RESPONSIVENESS

Responsiveness is the ability of the bureaucracy to recognize and meet the needs of the community. Responsiveness needs to be included in the indicator assessing performance because it directly describes the ability of government organizations to carry

out their mission and goals (Dwiyanto, 2006: 50). Employees who have responsiveness must be able to prioritize services and develop public service programs corresponding the needs desired by the community.

Responsiveness is one of the indicators assessing performance because it can directly describe the ability of the public bureaucracy in carrying out its mission and goals, especially to meet the needs of the community. Low responsiveness is indicated by the misalignment between services and community needs. It clearly shows the failure of the organization in realizing the mission and goals of the public bureaucracy. Organizations that have low responsiveness may have poor performance.

Based on the results of this study, the management of the Office of Population and Civil Registration of Poso Regency has been trying very hard to provide the best for the community. The employees have provided explanations about the procedures for making e-KTP starting from filling out forms to the e-KTP recording process taking place. In addition, the public is expected to not experience confusion during the process because, at every stage that must be passed by the people, there are officers ready to guide them so that recording errors may be minimized.

The employees who become officers in making the e-KTP also try to provide good performance based on procedures so that they can make the community comfortable when doing the e-KTP recording process, as shown by the way they try to give the best based on what is needed by the community. For example, the officers are alert in dealing with any complaints from the community and try to immediately follow up quickly and precisely following the tasks and procedures determined by the Office of Population and Civil Registration. The point is that employees always try their best to maintain the comfort and safety of the community during the process of making the e-KTP.

Organizational performance in terms of responsiveness has been good because employees have worked referring to existing procedures in the local government and prioritized services by providing convenience and flexibility to the community. This is shown by the positive response given by the people who have made e-KTP. Unfortunately, the positive response is not balanced with the productivity of e-KTP which is far below the success rate, while this is the main goal of this activity. This is understandable because the local government is only in charge of collecting public data while the task of printing is the task of the central government.

The works and duties of the employees at the Office of Population and Civil Registration of Poso Regency have been programmed and the implementation is also in line with established procedures. The results of their work have been archived. Therefore, it can be used in the future as a reference for doing assignments and further work. This is a way carried out by the Head of the Office of Population and Civil Registration of Poso Regency to help his employees more easily understand the tasks and work they should be doing. In addition, the management of the Office of Population and Civil Registration of Poso Regency always conducts a briefing before the service process for making e-KTP is carried out so that the employees on duty can work in a directed and correct manner.

VII. RESPONSIBILITY

Lenvinne in Ratminto & Winarsih (2005: 175) argues that responsibility is a measure that shows how far the process of providing public services is carried out without violating the provisions that have been set. Moreover, it must comply with applicable rules because this is a national program based on Presidential Regulation No. 26/2009 concerning the Application of a National ID Card Based on NIK as amended by Presidential Regulation No. 35/2010 which is enforced and is mandatory for every Indonesian citizen. This can be seen that there are no people who have difficulty getting e-KTP. Moreover, the activity also only takes place in a short time. However, several things must be considered, such as the supervision of the authorities, the very long completion time, and the officers who do not remind the people to activate their e-KTP which is not on purpose but they do not know it.

According to Friedrich in Darwin (1997: 72), responsibility is a concept related to professional standards and technical competencies possessed by public administrators to carry out their duties. Islamy (1998: 16) says that subjective responsibility prioritizes ethical and human values which are summarized in equity (rights according to justice), equality (equal rights), and fairness (honesty) to provide services to the community and other administrative tasks.

In conclusion, responsibility is a concept related to professional standards and technical competencies possessed by public administrators to carry out their duties, in which the leadership board prioritizes ethical and human values in the aspects of equity, equality, and fairness.

Based on the results of interviews with informants, the organizational performance in providing service policies at the Office of Population and Civil Registration of Poso Regency has been good, as indicated by the provision of an extension of time for conducting sweeps in remote areas and going through people's houses door to door to notify the recording schedule for e-KTP. If they find people who have not come to the office to make e-KTP, these people will be called back with rescheduling.

The employees of the Office of Population and Civil Registration of Poso Regency are surely trying hard so that all people in their area can carry out the e-KTP recording process properly and according to a predetermined schedule. Thus, what is expected by the central and regional governments regarding the recording target that must be achieved can be realized and implemented properly to realize the target achievement. The principles applied at the Office of Population and Civil Registration of Poso Regency in serving the making of e-KTP are quite good, as shown that the principles have been in line with the administrative management procedures set by the regional government.

The procedures and work mechanisms have been made clear. However, in practice, it is still far from perfect because what is being done is still not in line with what is expected. Each of the sections already has a clear and non-overlapping job description. Therefore, the officers of the Office of Population and Civil Registration of Poso Regency are expected to continue to improve the organizational structure in a better direction, especially those related to improving employee performance based on the aspect of responsibility as seen from the implementation of activities at the Office of Population and Civil Registration of Poso Regency, which has been line with procedures and mechanisms.

Organizational performance based on the indicator of responsibility is quite maximum. It is shown by the service in the e-KTP recording process and the activities carried out based on the rule of law although the legal rules underlying these matters still have to be adjusted to existing developments. The clarity of the procedure for making an e-KTP that has been given by employees at the Office of Population and Civil Registration is a form of openness that helps the community in understanding the stages that must be passed during the process of making an e-KTP. In addition, the policies provided by the office are also very helpful and most have followed the situation and conditions of the local community.

VIII. ACCOUNTABILITY

In this context, the concept of public accountability can be used to see to what extent the policies and activities of the public bureaucracy are consistent with the will of the public. The performance of the public bureaucracy can not only be seen from the internal measures developed by the government bureaucracy but should also be seen from external measures, such as the values and norms that apply in society. A public bureaucratic activity has high accountability if the activity is considered correct and in line with the values and norms that develop in society.

Dwiyanto (2006: 50) argues that accountability in the implementation of public services is a measure that shows the level of conformity of service delivery which is juxtaposed with the size of external values and norms that exist in the community or those possessed by stakeholders. The references to services used by public organizations can also show the level of accountability in providing public services. The references that are considered the most important by a public organization are those that can reflect the service pattern used, namely the accountable service that refers to public satisfaction as service users. Accountability is different from the concept of responsibility. Accountability can be seen as one element in the concept of responsibility. Accountability means the obligation to account for what has been done or not done by someone, while responsibility is accountability related to the obligation to explain to other people or parties who have the authority to ask for accountability and provide an assessment. However, it should be noted that the demand for accountability must be followed by the provision of capacity to implement, discretion, and authority.

Based on the results of this study, the performance of the bureaucracy based on the indicator of accountability is shown by the openness in the e-KTP service at the Office of Population and Civil Registration of Poso Regency which is quite good, as indicated by statements from officers who argue that they had provided information to the public about the requirements, procedures, and processing time for the e-KTP recording process based on the applicable standard operating procedures so that their actions can be accountable to the public. This is because the level of knowledge of respondents is different. In addition, the resources they have also vary even though the officers have carried out their duties in line with the procedures and mechanisms for making e-KTPs that have been determined by the central government.

The existing policies at the Office of Population and Civil Registration of Poso Regency in making e-KTP meet the needs of the community have been good. The Head of the office always provides wise policies or does not make it difficult for the community to make e-KTP. For example, when a member of the community needs KTP or NIK for administrative requirements of admission to a hospital, TKW, Umrah, pilgrimage, or other purposes using KTP, the office will respond to the people quickly.

Bureaucratic performance based on the indicator of accountability has been good and in line with community expectations. It is shown by the fact that the Office of Population and Civil Registration, in this case, the employees, have carried out their responsibilities well in the process of providing facilities and infrastructure properly. Regarding community satisfaction, they claimed to be happy with the service during the e-KTP data collection process so that they were satisfied with the services and policies that had been provided by the employees of the Office of Population and Civil Registration of Poso Regency in the process of making e-KTP.

The success of achieving the goals and objectives cannot be separated from the Office of Population and Civil Registration of Poso Regency in determining solutions to existing controls through the establishment of policies and transparency of work, programs, and activities to be carried out (i.e., the making of e-KTP). For this reason, in achieving the goals and objectives of the Office of Population and Civil Registration of Poso Regency, various efforts have been made to carry out the activities of making e-KTP, thereby being able to run based on the main tasks and functions that have been determined in each section. One of the efforts made by the Office of Population and Civil Registration is to provide socialization to the community regarding the making of an e-KTP so that the public may obtain information about what files they must complete making an e-KTP. In addition, other policies provided by the Office of Population and Civil Registration of Poso Regency support meeting the targets set by the central government. Therefore, the regional government must be responsible for this because it is a very important task to be carried out at the Office of Population and Civil Registration of Poso Regency.

IX. CONCLUSIONS AND RECOMMENDATIONS

Conclusions

Based on the results of this study from the data obtained in the field and after analyzing them, the researchers conclude as follows.

The performance of the Office of Population and Civil Registration of Poso Regency in the making of e-KTP is assessed with five indicators: productivity, service quality, responsiveness, responsibility, and accountability. Overall, the results are classified as good and can be considered optimal. In terms of productivity, the data recording conducted by the office has almost reached the predetermined target, namely 89%. In this case, what has been achieved by the Office of Population and Civil Registration of Poso Regency is only 80%. Bureaucratic performance based on the quality of services provided by employees to the community has been good which can increase target achievement. In terms of responsiveness, the performance provided has been good because the employees have worked in line with existing procedures set by the local government. Bureaucratic performance based on responsibility has been maximal, as shown by services that are already based on the rules of law although these rules still have to be adjusted to existing developments. Meanwhile, in terms of accountability, it has been also good and in line with community expectations as shown by the openness of services provided and positive responses from the public regarding the services and policies that have been set during the making of the e-KTP.

Recommendations

To improve bureaucratic performance in making e-KTP at the Office of Population and Civil Registration of Poso Regency, the researchers recommend the following suggestions to the local government.

The Office of Population and Civil Registration of Poso Regency is expected to improve performance in terms of productivity and maintain indicators of service quality, responsiveness, responsibility, and accountability that have contributed to the achievement of targets and positive responses from the community. In addition, employees in charge of distributing the completed e-KTP are expected to remind the public to activate and take the old KTP when the e-KTP is given.

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