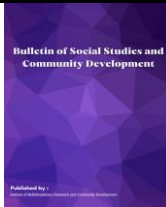




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Evaluating the Performance of the Indonesian Civil Servants to Enhance Public Service Quality: A Normative Juridical Study

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Abstract: The Civil Servants plays a central role in improving the quality of public services in Indonesia, including the implementation of government policies, service facilitation, and responding to the needs of the community. This study aims to identify the role of Civil Servants in enhancing the quality of public services, the factors influencing Civil Servants performance, and its impact on public satisfaction. The research method used is a literature review with a descriptive analysis of regulations, Civil Servants professionalism principles, and obstacles encountered in task implementation. The results show that Civil Servants professionalism, including competence, responsibility, and integrity, significantly influences the effectiveness of public service delivery. Moreover, obstacles such as the lack of a measurable performance management system, unconstructive evaluations, and limited technology also affect Civil Servants performance. Strengthening the merit system, continuous training, and the application of principles of transparency and accountability in service delivery are necessary steps to improve Civil Servants performance. In conclusion, good Civil Servants performance will enhance the quality of public services and strengthen public trust in the government, thus supporting the achievement of national development goals.

Keywords: state civil apparatus, public service quality, professionalism, merit system, performance barriers.

▪ INTRODUCTION

The evaluation of the performance of the Civil Servants is one of the critical aspects in efforts to improve the quality of public services in Indonesia. As the frontline in government administration, the Civil Servants plays a strategic role in delivering services that are effective, efficient, and responsive to the needs of the public. In this context, performance evaluation not only serves to assess the extent to which the Civil Servants fulfills its duties and responsibilities but also to identify strengths and weaknesses in the public service system. Improving public service quality is the primary goal of bureaucratic reform, which is expected to support sustainable development and increase public trust in the government (Bouckaert & Halligan, 2008; Osborne, Radnor, & Nasi, 2013). Through performance evaluation, useful feedback can be generated for Civil Servants competency development, process improvement, and innovation in service delivery (Pollitt & Bouckaert, 2011). Thus, Civil Servants performance evaluation is not

only oriented toward assessing key performance indicators but also enhancing the values of quality public service.

This introduction will further discuss the importance of Civil Servants performance evaluation, the methodologies employed in such evaluations, and their impact on public service quality. It is hoped that with a deeper understanding of performance evaluation, we can collectively contribute to creating a better and more responsive government that meets the needs of its citizens.

The Civil Servants is a key component of the government, playing a direct role in implementing public policies, delivering services, and managing various development programs in Indonesia. To achieve an efficient and responsive government, evaluating the performance of the Civil Servants is a strategic step to ensure that every individual and institution within the bureaucracy can carry out their tasks and responsibilities effectively (Moynihan, 2008). The performance of the Civil Servants not only influences the operational efficiency of the government but also directly affects the quality of public services received by the community (Boyne, 2003).

The significance of Civil Servants performance evaluation can be seen from two main aspects: as a tool to measure the success of task execution and as a mechanism to encourage continuous improvement. From an assessment perspective, performance evaluation aims to determine the extent to which the Civil Servants meets the predetermined work standards, both in terms of quantity and quality. The results of this evaluation serve as the basis for rewarding Civil Servants who demonstrate high performance and providing guidance to those needing improvement.

On the other hand, from a developmental perspective, performance evaluation functions to identify training needs, capacity development, and to reinforce the values of professionalism and integrity underlying the Civil Servants in carrying out its duties. The methods for evaluating Civil Servants performance continue to evolve alongside the complexities and dynamics of societal demands. Approaches that utilize Key Performance Indicators (KPIs), the Government Agency Performance Accountability System (SAKIP), and 360-degree feedback mechanisms are some of the commonly used methods to provide a comprehensive understanding of Civil Servants performance (Van Dooren, Bouckaert, & Halligan, 2015).

Through systematic and measurable approaches, the government can ensure that evaluation processes are conducted objectively, fairly, and transparently. This also aims to avoid bias in assessments that could diminish the motivation of Civil Servants. The positive impacts of Civil Servants performance evaluation significantly influence the quality of public services. With proper evaluation, the government can identify potential issues within the service system and promptly make improvements.

Furthermore, performance evaluation encourages the Civil Servants to innovate in designing work programs and delivering services that align more closely with public expectations. In the context of bureaucratic reform, performance evaluation becomes a vital tool to build a clean, efficient, and accountable government system. Improving the quality of public services is a key goal of bureaucratic reform, which is expected to support sustainable development and enhance public trust in the government.

Through performance evaluation, the government focuses not only on achieving quantitative work targets but also on implementing service values such as transparency, accountability, responsiveness, and innovation. Thus, Civil Servants performance evaluation becomes one of the essential pillars in creating a government that is adaptive and responsive to the needs of its citizens (KemenPANRB, 2022)

This paper will further discuss the concept and significance of Civil Servants performance evaluation, various methodologies that can be applied, challenges encountered in its implementation, and its impact on public service quality. With a deeper understanding, it is hoped that performance evaluation can serve as a strategic tool to drive improvements in Indonesia's bureaucracy, thereby better meeting public expectations.

▪ **METHOD**

The research methodology employed in this study is normative legal research, a well-established method known for its focus on analyzing the law as a cohesive and systematic framework within the context of legislation (Marzuki, 2015). This approach is particularly suited to investigating legal principles, rules, and doctrines that regulate societal interactions, enabling an in-depth assessment of the role and performance of Civil Servants in Indonesia. By utilizing this method, the study delves into how legal provisions

influence public service mechanisms and their effectiveness, ensuring that the research remains firmly grounded in established legal constructs.

The research adopts a statutory approach, which centers on examining legal regulations that define the responsibilities and functions of Civil Servants, especially concerning performance evaluation systems and their influence on improving public service quality. Through the analysis of laws, government regulations, and administrative policies, the study identifies the legal foundation for performance assessment and evaluates how effectively these regulations are implemented. This approach also facilitates a detailed exploration of the alignment between legal mandates and the practical execution of Civil Servants' duties, shedding light on areas where regulatory enhancements may be required.

To achieve its objectives, the research employs a descriptive-analytical specification. This specification aims to provide a comprehensive understanding of the legal issues being studied by offering both a descriptive account of current regulations and an analytical examination of their implications (Wignjosoebroto, 2002). The descriptive component thoroughly documents the existing legal framework, while the analytical aspect investigates the relationship between Civil Servants' performance and public service quality. This dual focus enables the study to bridge theoretical frameworks with practical outcomes, offering nuanced insights into the subject matter.

Data collection was conducted using a literature study method. This technique involved systematically reviewing secondary data sources, categorized as primary, secondary, and tertiary legal materials, as defined by Soekanto and Mamudji (1990). Primary legal materials include authoritative texts such as laws, government regulations, and official decrees. Secondary materials encompass scholarly articles, legal commentaries, and research studies that interpret primary sources, while tertiary materials, like legal dictionaries and encyclopedias, were used to support the understanding of legal terms and concepts. By synthesizing information from these varied sources, the study ensures a comprehensive grasp of the regulatory environment and its impact on Civil Servants' performance.

The qualitative analysis technique was utilized to interpret and process the collected data. This approach is particularly appropriate for normative legal research, as it emphasizes interpreting and contextualizing legal texts and expert opinions. The

technique involves critically analyzing legal materials to uncover underlying principles, identify inconsistencies, and evaluate the effectiveness of existing policies in achieving their intended goals. Through qualitative analysis, the study offers a holistic understanding of how regulatory frameworks shape Civil Servants' performance and their contributions to public service delivery.

To enhance the reliability of the findings, the study applied a triangulation approach, cross-referencing results from various legal sources to validate interpretations and maintain consistency. This method not only strengthens the credibility of the conclusions but also highlights gaps within the existing legal framework. For instance, discrepancies between statutory provisions and their implementation in practice were identified and analyzed, leading to actionable recommendations for policy improvements.

The research also considers the broader sociopolitical and administrative context in which Civil Servants operate. This contextual analysis examines external factors such as organizational culture, leadership styles, and resource availability, offering a deeper understanding of their influence on performance. By integrating these broader considerations, the study goes beyond a purely legalistic perspective, providing practical insights that are highly relevant to policymakers, administrators, and legal professionals.

In conclusion, this research employs a rigorous methodological framework that integrates normative legal research with statutory analysis, descriptive-analytical specifications, and qualitative data interpretation. Through a comprehensive literature study and triangulated analysis, the research elucidates the interaction between legal frameworks and Civil Servants' performance, contributing to a better understanding of their role in improving public service quality. These methodological choices ensure that the findings are both theoretically sound and practically applicable, offering valuable guidance for future reforms in public administration and legal policy.

▪ **RESULT AND DISCUSSION**

The Role of the Civil Servants in Improving the Quality of Public Services

The Civil Servants plays a fundamental role in improving the quality of public services in Indonesia. Fundamentally, the role of the Civil Servants refers to their responsibility to carry out governmental tasks for the benefit of the public. As state employees, Civil Servants act not only as policy implementers but also as facilitators who

bridge the needs of the community with the services provided by the government (Denhardt & Denhardt, 2015). This role encompasses a variety of tasks, ranging from directly serving the public, supporting decision-making, to ensuring that public policies are effectively implemented. The Civil Servants holds a crucial role in ensuring the continuity of effective and transparent governance and ensuring that government-established policies are felt beneficial by the broader public (Perry, 2014; Sintha, 2016).

The essential significance of the Civil Servants' role in society lies in its ability to directly impact the quality of life of the people. Their role as providers of public services places the Civil Servants in a highly strategic position in the daily lives of citizens. Without an effective Civil Servants, government programs would be difficult to translate into tangible services for the public. For example, policies in the fields of health, education, and infrastructure will only succeed if the Civil Servants tasked with them can perform their functions properly (Pollitt & Bouckaert, 2011). Therefore, the Civil Servants' role is critical as they connect the policies outlined by the government with their implementation on the ground and act as the frontline responders to public needs.

In carrying out their roles, Civil Servants are expected to adhere to several key behavioral principles, one of which is professionalism. The professionalism of the Civil Servants includes work attitudes that are competent, responsible, and possess integrity. Professional Civil Servants not only have technical expertise but also demonstrate attitudes and behaviors aligned with the ethical standards of governance. They are required to prioritize the interests of the public, maintain neutrality, and avoid abuses of authority in performing their duties (Hood, 1991). This professionalism is key to ensuring that every service provided is of high quality and meets public expectations (Azhar, 2015).

The application of professionalism in the Civil Servants aims to create a government that is clean, transparent, and accountable. Professional Civil Servants will always strive to deliver the best service in accordance with established standards while maintaining harmonious relationships with the community. This professionalism also aims to enhance government effectiveness, as well-trained and competent Civil Servants can complete various tasks more quickly and accurately (Denhardt & Denhardt, 2015). Moreover, by prioritizing professionalism, the Civil Servants can improve the

government's image in the eyes of the public, which in turn will increase public trust in the government (Perry, 2014).

As public policy implementers, the Civil Servants has the responsibility to implement policies formulated by the government. These policies may cover various sectors, such as infrastructure development, healthcare services, education, and economic empowerment of the community. Civil Servants, as policy implementers, must ensure that these policies are executed effectively and in accordance with their objectives. This requires Civil Servants to have a sound understanding of the content of the policies and the ability to communicate and implement them appropriately. The success of policy implementation heavily depends on the competence and professionalism of the Civil Servants in carrying out their duties (Osborne, Radnor, & Nasi, 2013).

In addition to their role as policy implementers, the Civil Servants also acts as public servants who must prioritize the public interest in their service delivery. As public servants, Civil Servants are expected to listen to the aspirations of the people, provide solutions to the problems they face, and ensure that every service delivered operates smoothly and fairly. The concept of the Civil Servants as public servants requires them to be friendly, patient, and non-discriminatory in serving the community. This also involves transparency in service processes and ensuring that every individual receives their rights without any unfair treatment.

Additionally, inherent in the role of the Civil Servants is the obligation to safeguard the integrity of the Unitary State of the Republic of Indonesia (Sellang, 2019). Civil Servants must recognize that their position as part of the state apparatus directly contributes to the nation's stability and unity. Therefore, Civil Servants are not only required to perform their duties professionally but must also actively maintain national unity and solidarity in every action they take. They must strive to avoid behaviors or attitudes that could harm social and political harmony and play an active role in preserving unity and cohesion within Indonesia's diverse societal context.

The role of the Civil Servants as facilitators of public services is critical in ensuring that every citizen has equitable access to the services provided by the government. Civil Servants are responsible for ensuring that public service processes run smoothly, efficiently, and effectively. As facilitators, Civil Servants must ensure that service procedures are easily accessible to the public and do not create unnecessary difficulties.

Furthermore, Civil Servants must be capable of providing clear information to the public regarding service procedures and mechanisms and managing complaints or grievances related to the services provided.

In carrying out their duties, Civil Servants must also possess a high level of competence relevant to their respective fields of work. This competence includes technical expertise in areas such as administration, law, finance, or other fields pertinent to their responsibilities (Junaidi, 2019). With adequate competence, Civil Servants can perform their duties more effectively and efficiently. Additionally, Civil Servants must take responsibility for the tasks assigned to them, ensuring that every decision made is accountable and yields positive impacts for the public. Thus, the competence and accountability of Civil Servants are critical determinants of the quality of public services delivered.

Fundamental principles such as morality, accountability, transparency, and clear work standards serve as guidelines for Civil Servants in executing their duties. Morality encompasses the integrity of Civil Servants in performing their tasks while avoiding all forms of corruption and abuse of authority. Accountability requires Civil Servants to be able to justify every decision and action they take to the public. Transparency in the service process allows the public to clearly understand the procedures followed and the outcomes achieved. With these principles, Civil Servants are expected to deliver high-quality public services while maintaining public trust and satisfaction.

The legal foundation for Civil Servants is regulated in Law No. 5 of 2014 concerning the Civil Servants, which mandates that Civil Servants possess sufficient competence. This law emphasizes the importance of providing training and developing the competencies of Civil Servants to enable them to perform their duties effectively. With appropriate competencies, Civil Servants are expected to execute their responsibilities efficiently, effectively, and professionally. Furthermore, this law regulates the merit system, which ensures that Civil Servants are placed in positions aligned with their qualifications, competencies, and performance, without discrimination based on personal backgrounds.

The merit system in Civil Servants management is key to creating a professional and fair government. This system ensures that Civil Servants are selected and placed based on their abilities and performance, unaffected by political, racial, religious, or other

personal factors. Through the merit system, it is expected that Civil Servants can focus more on public service and reduce nepotism or political influence in job placements. The implementation of the merit system is a crucial effort to enhance the quality of governance and public services in Indonesia. One of the main steps necessary to support the success of this system is structured and continuous training to enhance both the technical skills and service ethics of Civil Servants.

Barriers to Civil Servants Performance in Improving Public Service Quality

The performance of the Civil Servants has a significant impact on the quality of public services. However, several barriers often reduce its effectiveness. One of the main factors is the lack of a clear and measurable performance management system. Many government institutions do not have systems capable of monitoring and evaluating the performance of Civil Servants in a structured manner, leading to a lack of clarity in setting targets and conducting evaluations. Without an adequate system, Civil Servants lack clear guidelines to improve their performance. Therefore, it is crucial to develop a better and measurable performance management system to enhance public service delivery.

In addition, the underdeveloped culture of performance evaluation is a significant obstacle. Many Civil Servants feel uncomfortable with evaluations, which are often perceived as negative criticism, whereas evaluations should serve as a tool for improvement. By adopting a positive evaluation approach, Civil Servants can be encouraged to continuously improve the quality of services provided. Hence, it is essential to build a constructive evaluation culture that supports Civil Servants in enhancing their performance.

The lack of adequate incentives is also a contributing factor. Insufficient incentives can reduce the motivation of Civil Servants to achieve the performance targets set. Furthermore, minimal involvement of leadership in managing Civil Servant performance can hinder the effectiveness of performance management. Leaders who are not actively engaged in monitoring and supporting the performance of their subordinates lead to suboptimal performance management. Greater proactive leadership involvement is vital to establish clear targets, provide support, and ensure that Civil Servants work towards shared objectives.

Another factor hindering Civil Servant performance is the lack of relevant training and competency development. Without adequate training, Civil Servants struggle to cope with the increasingly complex demands of their jobs. Therefore, it is necessary to provide continuous training programs to enhance the competencies of Civil Servants and improve the quality of services delivered to the public. Additionally, a lack of alignment between planning and implementation is also an obstacle. Programs often fail to produce significant impacts due to the misalignment between individual and organizational goals. Ensuring alignment between planning and implementation is crucial to guarantee that all parties work towards the same objectives.

Low work discipline is another major barrier to improving Civil Servant performance. Low discipline directly affects the quality of public service delivery. Therefore, consistent enforcement of work discipline is needed to enable Civil Servants to work more effectively. Finally, technology plays a vital role in supporting Civil Servant performance. Bill Creech noted that technology can have a positive impact on Civil Servant performance, as it allows them to be more creative and innovative in designing new, more effective strategies. Technology, such as computers and digital devices, facilitates Civil Servants in accessing information, managing data, and communicating with the public. However, if the technology available is inadequate or incomplete, efforts to improve service quality will be hindered. Therefore, providing adequate technological facilities is essential for Civil Servants to deliver faster, more efficient, and higher-quality services.

Overall, factors such as the lack of a clear performance management system, an underdeveloped evaluation culture, minimal leadership involvement, inadequate training and competency development, as well as issues related to work discipline and insufficient technology, all contribute to hindering the performance of the Civil Servants in delivering quality public services. Establishing a supportive work environment with a healthy organizational culture and providing adequate facilities are essential keys to enabling Civil Servants to work professionally and effectively in achieving shared goals.

Public Service Quality

Public service quality is one of the essential aspects of governance, serving to meet the needs of society. Public services encompass a wide range of services provided by the

government to citizens, such as civil administration, healthcare, education, and other social services. The quality of these services is crucial as it directly correlates with public satisfaction with the government and enhances public trust in the implemented policies. Achieving high-quality services requires attention to several components and principles underlying service delivery.

According to Law No. 25 of 2009 on Public Services, public service is an activity or series of activities carried out by the government to meet societal needs in accordance with applicable regulations. The quality of public services can be measured through several indicators, such as speed, accuracy, accessibility, and the level of public satisfaction with the services provided. Measuring service quality is critical to ensuring that the services delivered are not only adequate but also meet public expectations in various aspects, including time and cost.

Public service quality has broad impacts on both society and the government. High-quality services can enhance public satisfaction, strengthen trust in the government, and encourage public participation in various government programs. Furthermore, quality services can improve the efficiency and effectiveness of public resource management, as clear service standards help the government deliver more focused and measurable services. Thus, public service quality is not only related to fulfilling society's basic needs but also to improving governance.

To achieve optimal service quality, the government must pay attention to various service standard components. These components include a clear legal basis, requirements that citizens must fulfill, transparent systems and procedures, appropriate service delivery timeframes, reasonable costs or fees, and the competency of service providers. Each of these components is interrelated and plays a critical role in ensuring that the services delivered are not only high-quality but also easily accessible to the public. Therefore, it is essential for the government to continually evaluate and improve each of these aspects to ensure sustainable service quality improvements.

Principles of service quality must also serve as a foundation for public service delivery. Six main principles that need to be implemented include simplicity, participation, accountability, sustainability, transparency, and fairness. Service processes should be easy for the public to understand and access, and the public should be involved in developing service standards that align with their needs. Moreover, the government

must be accountable for the services it provides and ensure that these services are continually improved in line with the evolving needs of society. Challenges in improving service quality, such as complicated bureaucracy, a lack of qualified human resources, and the suboptimal use of technology, require special attention. Continuous efforts to enhance service quality are essential to achieving the goal of societal welfare optimally.

The Impact of Civil Servants Performance on Public Services

The performance of the Civil Servants has a significant impact on public services, influencing not only the effectiveness and efficiency of service delivery but also shaping the government's image in the eyes of the public. Good Civil Servants performance is key to delivering high-quality services, encompassing timeliness, accuracy, and public satisfaction with the services received. For instance, the speed of service delivery is heavily influenced by the abilities of well-trained and competent Civil Servants in managing public administration. Rapid service delivery, such as processing administrative documents like birth certificates or e-KTPs, provides a positive experience for citizens and enhances the efficiency of service delivery. Moreover, good Civil Servants performance ensures accuracy in all services provided, avoiding data errors that could have serious consequences for both the public and government institutions.

The importance of Civil Servants performance in service quality is also evident in the availability of information provided to the public. Civil Servants with adequate knowledge are able to deliver clear and accurate information, thereby improving transparency and public trust in the government. Research also shows a direct relationship between Civil Servants performance and public satisfaction. Civil Servants with high competence and professionalism tend to provide better services. Proper education and training can enhance skills in communication, problem-solving, and handling public complaints. Additionally, a friendly and proactive attitude in interacting with the public plays a critical role. Empathetic service delivery creates a positive experience for citizens and significantly increases their satisfaction.

Furthermore, the responsiveness of Civil Servants to the needs and complaints of the public greatly influences service quality. Civil Servants who actively listen to the concerns and feedback of the public demonstrate care and respect for the community. This fosters stronger relationships between the government and its citizens and builds

greater trust. To enhance Civil Servants performance, skill development through education and training is one of the most effective strategies. Relevant training equips Civil Servants with new skills needed to perform their duties, such as training in information technology utilization, which can improve the efficiency of public service delivery. Additionally, training helps Civil Servants adapt quickly to changes in the digital and globalized era, ensuring they remain relevant and ready to face new challenges.

Training and skill development for Civil Servants also have an impact on their motivation and job satisfaction. Civil Servants who feel empowered through education and training tend to be more motivated in carrying out their duties, which in turn improves their performance. The positive impact of good Civil Servants performance is not only evident in the short term but also in the long term. One of the long-term benefits is increased public trust in the government. When Civil Servants deliver good services, the public feels valued and gains more trust in government institutions and the programs they manage. Additionally, responsive Civil Servants performance can create better social stability, avoiding potential social conflicts arising from public dissatisfaction with poor services.

In summary, Civil Servants performance has a significant influence on the quality of public services and public satisfaction. By prioritizing skill enhancement through education and training, the government can ensure that Civil Servants deliver optimal services. This not only improves the government's image but also strengthens public trust, fosters social stability, and supports sustainable development. Continuous improvement in Civil Servants performance will contribute to achieving development goals across economic, social, and environmental domains, thereby reinforcing a responsive and proactive governance system that addresses the needs of the public.

▪ **CONCLUSION**

The Civil Servants plays a crucial role in improving the quality of public services in Indonesia, ranging from policy implementation to acting as a facilitator in bridging the needs of the public with government services. Professionalism, competence, and integrity of Civil Servants are key to ensuring services that are effective, efficient, and satisfying for the public. However, barriers such as unclear performance management systems, a

negative evaluation culture, and limited technology can diminish the effectiveness of Civil Servants in delivering services. Therefore, enhancing competence through training, strengthening the merit system, and applying principles of accountability and transparency are essential to creating a cleaner, more responsive government that can optimally meet the needs of society.

The evaluation of Civil Servants performance is a critical tool to assess how effective and efficient the services provided to the public are. With structured evaluations, various elements affecting the performance of Civil Servants can be identified, including their abilities, motivation, and the supervisory systems in place. The results of these evaluations can be used to formulate policies and training programs aimed at improving the capacity of Civil Servants to deliver quality services. Beyond this, transparency and accountability in the performance appraisal of Civil Servants are also vital in building public trust. By implementing a fair and results-oriented evaluation system, Civil Servants are expected to become more attuned to public needs, which can ultimately lead to significant improvements in the quality of public services.

The use of public feedback is also crucial in continuously enhancing performance and aligning services with the expectations of citizens. Therefore, the evaluation of Civil Servants performance is not merely a process of assessment but an integral part of efforts to improve public service quality in a better and more sustainable manner.

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