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STUDY IMPLEMENTATION OF ADMINISTRATIVE SERVICES IN PANDANWANGI VILLAGE

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Abstract

This study explores the implementation of administrative services in Pandanwangi Village, Blimbing Sub-district, Malang City, following the enactment of Mayor Regulation No. 110 of 2019 concerning the delegation of part of the mayor's authority to sub-district heads. Despite a standardized legal framework and supporting infrastructure, the implementation process faces multiple challenges, particularly in terms of procedural complexity, human resource limitations, and ineffective coordination. Using a qualitative descriptive approach, this research analyzes the mechanisms, supervision, and effectiveness of administrative services, especially in processing heirship documents. Findings reveal that service delivery remains hindered by overlapping duties among officers, unclear delegation of authority, insufficient staff training, and an excessive workload among a small team of eight officers handling 28 delegated tasks. Additionally, socialization efforts remain weak, relying heavily on neighborhood intermediaries, leading to public confusion and delays. Budget constraints and legal costs further burden low-income residents. However, the availability of infrastructure such as computers, internet access, and adequate physical facilities contributes positively to the service process. Recommendations include simplifying service procedures, enhancing coordination structures, strengthening direct community engagement, allocating government support funds, and building human resource capacity through training and task redistribution. The expected impact of these improvements is to enhance the efficiency, responsiveness, and transparency of administrative services in Pandanwangi Village, ultimately contributing to greater public trust and social equity in public service delivery.

Keywords: Public service, Policy implementation, Administrative services, Local governance, Pandanwangi village

INTRODUCTION

Public service in Indonesia is one of the important aspects of good governance, where the government must meet the community's basic needs fairly, equitably, and transparently. As a service provider, the government is responsible for meeting the community's needs through various fair, equitable, and transparent administrative services. The quality of these public services is a significant concern, given that optimal services can increase public trust in government and contribute to advancing social welfare and development. Despite a clear legal framework, implementing this policy often encounters various challenges. Public services in Indonesia often face challenges such as low service quality, convoluted bureaucracy, and lack of accountability and transparency. Law No. 25/2009 on Public Services states that public services are a fundamental right of every citizen and regulates the principles, mechanisms, and service standards that public service providers must meet. The aim is to provide fast, easy, precise, and affordable services for the community.

Malang already has many public services, such as population and civil registration, health services, public information requests, library services, employment, investment and licensing, and community satisfaction surveys. The city government provides these services to fulfill public satisfaction. As a form of improvement and enhancement of service quality, the government of Malang Regency has stipulated Mayor Regulation 110 of 2019 concerning the Delegation of Part the Mayor's Authority to the Sub-District Head. In the mayor's regulation appendix, the sub-district head carries out sub-delegations of authority. Through the implementation of this policy, public service delivery, especially in administrative services, can be more optimal, responsive, and participatory.

Blimbing Sub-district of Malang City provides public services such as the legalization of certificates, marriage dispensation letters, heir statement letters, work certificate allowance letters, assessment permit letters, and service information. Services in the Blimbing Sub-district at the sub-district level have a vital role in bringing the government closer to the community, in the community's access provided by the government, and in increasing efficiency. Blimbing sub-district is one of the five sub-districts in Malang City, in addition to Kedung Kandang, Klojen, Lowokwaru, and Sukun. Blimbing sub-district oversees 11 villages including Balerajosari, Arjosari, Polowijen, Purwodadi, Blimbing, Pandanwangi, Purwantoro, Bunulrejo, Kesatrian Polehan and Jodipan. The total population of Kecamatan Blimbing is 182,331. The largest sub-district in Pandanwangi, based on National Population Data December 31, 2023, was 34,067 people, 16,980 male and 17,087 female. The lowest population is in Blimbing Village, 8,613 people, 4,424 men and 4,371 women.

One of the areas in Malang City that became the object of this research is the Blimbing Sub-district, especially Pandanwangi Village. Pandanwangi Village was chosen as the object of research because of the large population in the Blimbing sub-district; Pandanwangi Village is administratively divided into 14 Community Associations with 139 Neighborhood Associations. Administrative services are vital in supporting community activities, such as processing important letters, population registration, and other administrative services.

Based on temporary observation data in practice, service providers in Pandanwangi Village still face several obstacles. Although there

is already a precise regulation through Mayor Regulation Number 110 of 2019 concerning the Delegation of Part of the Mayor's Authority to the Sub-District Head, the policy implementation does not always run smoothly. Implementing the mayor's regulation in the field often faces various obstacles. One of them, namely the Statement of Heirs, often causes problems such as people who ignore the requirements, thus delaying the statement letter process. Meanwhile, the requirements that must be completed have a very legal impact. In addition, Pandanwangi Village is the village with the largest population in Blimbing Subdistrict, reaching 34,067 people, but is only supported by two service officers, clearly showing a significant imbalance between the number of people who need services and the available service capacity. In addition, in the Pandawangi sub-district, there are eight sub-district employees, but there are service officers who are elderly. This can also hamper the smooth running of administrative services in the sub-district and create a workload for other employees due to the limitations of inadequate human resources. Therefore, the implementation of administrative services in Pandanwangi Village, Blimbing Subdistrict is important to conduct research on administrative service standards in Pandanwangi Village in order to find out the extent to which the implementation of the policy has been running as expected and how it affects the community.

This research will analyze the implementation based on the policy of Mayor Regulation Number 110 of 2019 concerning the Delegation of Part of the Mayor's Authority as a Sub-District Head in Pandanwangi Village, Malang City, with a focus on the standard of administrative services provided to the community. The results of this study are expected to provide an overview of the effectiveness of public service policy implementation, as well as recommendations for future service improvements.

The objectives to be achieved by researchers can be described with sentences to study and analyze in formulating the problem.

1. Describe and analyze the implementation of Mayor Regulation 110 of 2019 concerning the Delegation of Part of the Mayor's Authority to the Sub-District Head in Pandanwangi Village.
2. Describe and analyze the factors that support and hinder the implementation of Mayor Regulation Number 110 of 2019 concerning the Delegation of Part of the Mayor's Authority to the Sub-District Head in Pandanwangi Village.

BENEFITS OF THIS RESEARCH

This research is expected to be of theoretical benefit, namely the benefits for the development of science and technology, and practical benefit, namely the contribution of ideas from the results of the institution under study.

1. Theoretical Benefits

The benefits of this research are expected to provide an in-depth description of the Implementation of Administrative Services and become a reference for further research on public services.

2. Practical Benefits

Practically, it is hoped that it can benefit government officials in making policies and the community as a guide in understanding how to implement Administrative Services.

LITERATURE REVIEW

Public policy is one component of the state that should not be ignored. A state without a public policy component is considered a failure because life together is only governed by a person or group working like tyrants to satisfy their interests (Nugroho, 2009, p. 11). Public policy, including governance, regulates the interaction between the state and its people. The question that arises is the significance of public policy as a component of the state. (Wibawa 2011: 3) argues that public policy is any decision made by the government from both the central and lowest levels or supra-state agencies/organizations.

According to (Lasswell & Kaplan, 1970) that, policy is "a projected program of goals, values and practices," while definition of policy according to Anderson (2006) is "Policy is defined as a relatively stable, purposive course of action followed by an actor or set of actors in dealing with a problem or matter of concern." (a projected program of goals, values, and practices, while the definition of policy according to (Anderson, 2006) policy is defined as

A series of relatively stable and purposeful actions followed by an actor or set of actors in dealing with a problem or matter of concern).

According to experts, the book (Harbani Paolong, 2007) has several policies. (Thomas R Dye 1981) states that public policy is "whatever the government chooses to do or not do." (William N Dunn 1994) says that public policy is a series of interconnected choices made by government agencies or officials in areas concerning government duties, such as defense and security, energy, health, education, public welfare, crime, urban areas, and others. (Shiftz & Russel 1997) defines public policy as " whatever government decides to do or not to do."

Meanwhile (Chaizi Nasucha, 2004) says that public policy is the government's authority in making a policy used in legal regulations. The policy aims to absorb social dynamics in society, which will be used as a reference for policy formulation to create harmonious social relations. According to Carl Friedrich, public policy is a direction of action proposed by a person, group, or government in a particular environment that provides obstacles and opportunities for the proposed policy to use and overcome to achieve a goal or realize a specific goal or purpose.

Overall, public policy lies in regulating society's social and economic life fairly and sustainably. This policy must be formulated by considering the social dynamics and needs of the community in order to create harmonious social relations and encourage progress. Thus, public policy is not only a controlling tool but also an instrument to achieve common goals for the welfare of society.

Public Implementation Theory

Implementation is an important process in various fields, referring to implementing or applying ideas, plans, or policies into concrete actions to achieve specific goals. Etymologically, the definition of implementation is: "The concept of implementation comes from the English language, namely to implement. In the Webster dictionary, to implement means to provide the means for carrying out (providing the means to carry out something), and to give practical effect to (to cause an impact / effect on something)". Implementation comes from the English language, namely, to implement, which means to implement. Implementation is the

provision of means to carry out something that causes an impact or affects something. Something is done to cause impact or effect, and it can be in the form of laws, government regulations, judicial decisions, and policies made by government agencies in state life.

(Van Mater and Van Horn 1974 in Widodo 2001: 192) Also, describe the implementation limits as follows: Policy implementation encompasses those actions by public and private individuals (or groups) that are directed at achieving objectives outlined in prior policy decisions. This includes one-time efforts to transform decisions into operational terms and continuing efforts to achieve the large and small changes mandated by policy decisions. Policy implementation emphasizes actions, whether carried out by government or private individuals (or groups), which are directed at achieving the objectives set out in a previous policy decision. At some point, these actions seek to transform decisions into operational patterns and continue these efforts to achieve significant small changes mandated by certain policy decisions.

Meanwhile, (Mazmanian and Sabatier, 1983, p. 4) explain the meaning of implementation by saying that "understanding what actually happens after a program is declared effective or formulated and includes both efforts to administer it and to have a real impact on society through events." This definition emphasizes that it not only involves the behavior of administrative bodies responsible for implementing the program and generating obedience in the target group but also involves a network of political, economic, and social forces that can directly or indirectly influence the behavior of all parties involved, and ultimately affect the impact, both intended and unintended, of the program.

The implementation of public policy must be well-prepared in order to achieve the goal. This is because public policy implementation in public policy studies is a very "crucial" study in the public policy process (Edwards III, 1980: 1). This is crucial because no matter how good a public policy is if it is not well prepared and planned in its implementation, then what is the goal of public policy will not be realized. Conversely, no matter how well prepared and planned for policy implementation, if a public policy is not formulated correctly, then what is the policy objective will also not be realized. Thus, if you want the public policy goal to be adequately achieved, it is not only at the implementation stage that it must be well prepared and planned but also at the stage of formulating or making public policy that is anticipated to be implemented.

Policy implementation (Wahab, 2002, p. 65) not only involves the behavior of administrative bodies responsible for implementing programs and generating obedience in target groups but also involves a network of political, economic, and social forces that can directly or indirectly influence the behavior of all parties involved, and ultimately affect the impact, both intended and unexpected (spillover / adverse effects). (Van Mater and Van Horn 1975 in Wahab, 2002: 65) formulate the implementation process as "those actions by public or private individuals (or groups) that are directed at the achievement of objectives outlined in prior policy decisions" (actions taken either by individuals/officials or government or private groups directed at achieving the objectives outlined in policy decisions). Furthermore (Mazmanian Sabatier, 1983, p. 4) explains the meaning of implementation by saying that understanding what happens after a program is declared effective or formulated is the focus of attention on policy implementation, namely events or activities that arise after the ratification of good state policy guidelines.

In his book, *Public Policy Theory and Process* (Budi Winarno 2007: 145) quotes what is conveyed by (Ripley and Franklin 1982: 4) in *Bureaucracy and Policy Implementation*, which argues that:

"Implementation is what happens after a law is enacted that gives program authority, policy, benefit, or a type of tangible output. The term implementation refers to a number of activities that follow a statement of intent about program objectives and desired outcomes by government officials. Implementation includes the actions (inaction) by various actors, especially bureaucrats, that are intended to make the program work."

Policy implementation is an important stage in the public policy process. A policy resulting from a political process must be translated into real activities and actions through the implementation process to have the desired impact and objectives. After going through the policy formulation stage, the policy statement in a decided policy will be carried out through concrete steps called implementation. Implementation, according to (Van Metter and Van Horn 1975 in Budi Winarno, 2007: 144), states that:

"Policy implementation is seen in a broad sense, as a stage of the policy process immediately after the enactment of the law, implementation is seen broadly as meaning the implementation of laws where various actors, organizations, procedures, and techniques work together to carry out policies in an effort to achieve policy objectives or programs."

RESEARCH METHODS

Research Approach

The approach used in this research is a descriptive qualitative approach. Sugiyono (2016: 15) states that the qualitative research method relies on the philosophy of postpositivism; qualitative research methods are used for research that focuses on natural object conditions. In addition, it uses data collection techniques with triangulation (combined) and inductive or qualitative analysis. The results obtained from using qualitative research itself emphasize the meaning of generalization.

Research Location

The reason for choosing the research location in Pandanwangi Village, Blimbing Subdistrict, Malang City, East Java, is based on several considerations relevant to the issues that are the focus of the study. First, Pandanwangi Sub-district is one area with complex population administration service activities. The service process shows variations in completion time, such as the cover letter from the Neighborhood Association / Community Association, which can be completed in 5-10 minutes, while the processing of the heir statement letter takes 3-4 days because it involves many parties and is often hampered by the completeness of the requirements submitted by the community.

Types and Sources of Data

According to (Arikunto, 2014, p. 172), "what is meant by the data source in research is the subject from which data can be obtained. Suppose the research uses questionnaires or interviews to collect data. In that case, the data source is the respondent, who responds or answers the researcher's written and oral questions. In this study, the data sources used are Primary Data Sources, data obtained from informants directly by using data collection techniques in the form of interviews and making observations in the field. Researchers will collect primary data through interviews with informants and

questions on implementation indicators using the theory of Public Policy Implementation.

Data Analysis Technique

According to (Lexy J. Moleong, 2016: 288), data analysis is an effort carried out by working with data, collecting data, separating data, searching and finding patterns, finding important and needed things, and determining what can be told to others. The data analysis process begins with sorting out all the data obtained from interviews, observations, and documents.

RESEARCH RESULTS

Pandanwangi Village is part of the Blimbing Sub-district of Malang City, East Java Province. Located at Jl. Simpang Teluk Grajakan No. 6A Malang 65123 Email kelpandanwangi@malangkota.go.id and website <http://kelpandanwangi.malangkota.id>. Pandanwangi Sub-district is one of 11 urban villages in the Blimbing Sub-district. Pandanwangi Village has a population of 34,067 people and a typology of rice fields, fields, plantations, livestock, small industrial crafts, services, and housing. Pandanwangi Sub-district has 10 sub-villages, namely Plabuhan, Glagah Gaurik, Sonokembang, Jambangan, Lowokpadas, Lokcari, Kenongo, Wonosalam, Terongdowo.

Based on the interviews, it can be narrated that the procedure for processing heirship letters in Pandanwangi Village has had a clear SOP since January 2025, involves complete document requirements (Family Card and Indonesian Identity Card, death certificate, etc.), and only applies to residents with local domicile. However, its implementation is constrained by reliance on specific officers, leading to service delays when authorized officers are unavailable.

The document requirements for applying for an heirship letter in Pandanwangi Village based on Mayor Regulation No.110/2019 have been clearly explained by the sub-district. However, the community still faces obstacles in fulfilling them. Some of the main problems that arise are the complexity of the requirements (many documents such as death certificates, marriage certificates, and the suitability of Family Card and Indonesian Identity Card data), which are often incomplete or incompatible. Limited procedural assistance from the sub-district, which previously used a door-to-door system, now requires people to manage independently. Technical obstacles (e.g., name errors) that must be resolved in court, lengthening the processing time.

Based on the results of the interviews on coordination, it can be narrated that coordination in the administrative services for heirs in Pandanwangi Village faces several structural and procedural problems. First, there is an overlap of authority between the Head of Public Administration (who should be in charge) and the sub-district Secretary and Head of Facilities and Infrastructure, causing inefficiency and delays. Secondly, the socialization was ineffective because it only relied on Neighborhood Association / Community Association as intermediaries without direct explanation to the community, so many residents did not understand the procedures. Third, supervision from the kecamatan (money) is only conducted once a year, reducing service accountability—fourth, there is an excessive workload on sub-district staff due to many tasks that are not actually under their authority.

Supervising the implementation of Mayor Regulation No.110/2019 at the sub-district level is reactive and unsystematic, with several

key weaknesses. Supervision by the sub-district only relies on reports from the sub-district (top-down) without field verification or regular evaluation. There is no structured supervision mechanism; problems are only handled through internal discussions with the village head / secretary sub-district. Evaluation is based on letter archives (such as numbering) and problem reports rather than active service quality monitoring. Impact Lack of supervision slows down the rectification of problems.

CONCLUSIONS AND SUGGESTIONS

A. Conclusion

Based on the analysis of the research results regarding the implementation of the administration of heirs based on Mayor Regulation Number 110 of 2019 in Pandanwangi Village, the following conclusions can be drawn:

Implementing Administrative Services in Pandanwangi Village, Blimbing Subdistrict, based on Mayor Regulation 110 of 2019 concerning the Delegation of Part of the Mayor's Authority to the Sub-District Head in Pandanwangi Village.

1. Mechanism

The Standard Operating Procedure (SOP) in Pandanwangi Sub-district has been standardized since January 2025. This mechanism is important for policy implementation, but its implementation has not been optimal. The main obstacles include the complexity of document requirements, dependence on certain officers, changes in the system from "door-to-door" to independent without adequate assistance, and weak coordination between agencies.

2. Coordination and Supervision

The existing task structure in Pandanwangi Sub-district is often unclear and inefficient, and shifting responsibilities, hierarchical bureaus, and ratic culture hamper accountability.

Supervision is reactive (only through reporting and money twice a year), lacks systematic evaluation, and socialization of procedures only relies on Neighborhood Association / Community Association heads.

3. Budget Support

Services in Pandanwangi Sub-district are free, but the community faces significant additional costs for further processes (court, notary, BPN). This is burdensome for low-income groups and exacerbates inequalities in access.

4. Readiness of Implementing Human Resources

Human resources in Pandanwangi Sub-district do not even understand procedures, there is a dependency on certain officers, and the division of tasks is not by the SOP. These limitations have led to slow service delivery and administrative errors.

5. Source/Base of Implementation:

Mayor Regulation No.110/2019 provides a clear legal basis, but human resource capacity is limited (8 staff handling 28 task delegations). A high workload results in service delays and exceeds the standard workload.

Supporting and inhibiting factors in the Implementation of Administrative Services in Pandanwangi Sub-district, Blimbing District, based on Mayor Regulation No. 110 of 2019 concerning

the Delegation of Part of the Mayor's Authority to the Sub-district Head in Pandanwangi Village.

1. Supporting Factors

Pandanwangi Sub-district already has adequate infrastructure and facilities to support administrative services based on Mayor Regulation No.110 of 2019, which support includes:

Facilities and technology such as computers, printers, and internet access speed up the administrative process.

Physical facilities such as air-conditioned waiting rooms, adequate toilets, large parking areas, and meeting halls increase community comfort.

Service conveniences include blank certificates of heirs and information from banners in front of the service entrance.

Organized document storage system for archival security.

2. Inhibiting Factors

Policy implementation in Pandanwangi Village has several significant challenges, both internally and externally, some of which include:

Limited Human Resources, Pandanwangi Village only has eight village officers who handle 28 delegations from Mayor Regulation No.110 of 2019, which causes excessive workload and dependence on certain officers. Irregularity of tasks, uneven delegation of work, and lack of Human Resources training. There are obstacles in the community, namely the lack of public understanding of document requirements and the frequent incompleteness of documents. Service flow irregularities are evident when authorized officers are absent without proper delegation mechanisms, especially for sensitive services such as the Certificate of Heirs. As a result, the community feels that the existing procedures are too convoluted.

Overall, policy implementation in Pandanwangi Sub-district already has adequate facilities and infrastructure to provide administrative services. However, it still faces significant challenges in procedural aspects, coordination, budget, human resource capacity, and infrastructure support, so services are not fully responsive to community needs.

B. Suggestion

Improve the effectiveness of the implementation of their administration in Pandanwangi Village, the following recommendations can be given:

1. Simplification of Procedures and Strengthening SOPs

Revise document requirements that are too complex by utilizing digital technology (e.g., an online system for data verification) and form a community assistance team in the self-service process.

2. Improving Coordination and Supervision

Develop a clear task structure with division of authority based on competence, increase the frequency of monitoring and evaluation (money) to quarterly and involve community participation in supervision and socialization of procedures directly to the community through village activities, not only through Neighborhood Association / Community Association heads.

3. Budget Support

The city government needs to allocate a budget to subsidize the cost of further processes (e.g., court, BPN) for people with low incomes and build collaboration with notaries and BPN to provide affordable services.

4. HR Capacity Building

Conduct regular training for all sub-district staff on SOPs and technicalities of their administration and increase the number of personnel or redistribute tasks proportionally to reduce workload.

5. Strengthening the Basis for Implementation

Strengthen coordination with relevant agencies (courts, BPN) for data integration and process acceleration and develop more detailed operational guidelines derived from the Perwal, including mechanisms for handling complex cases.

The expected impact of this implementation is to make administrative services in Pandanwangi Village more efficient, transparent, and responsive. Thus, the burden on the community will be reduced, and social justice will be supported by the objectives of Mayor Regulation No.110/2019.

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