

"GARUGIWA IN LINE" A PORTRAIT OF THE SUCCESS OF LOCAL WISDOM-BASED POPULATION ADMINISTRATION SERVICE INNOVATION IN ENDE DISTRICT

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ABSTRAK

Kajian penelitian ini bertujuan untuk melihat keberhasilan inovasi "Garugiwa In Line" dalam pelayanan administrasi kependudukan (Adminduk). Inovasi yang mengadopsi nama burung GARUGIWA atau Burung Arwah, yaitu seekor burung endemik yang hanya hidup di pegunungan kelimutu di Kabupaten Ende, telah mencatat berbagai capaian kinerja layanan administrasi kependudukan (Adminduk) masyarakat Kabupaten Ende. Metode penelitian ini menggunakan pendekatan kualitatif deskriptif, serta mengkaji fokus penelitian dengan mengukur strategi inovasi pemerintah menggunakan indikator layanan terintegrasi, pemanfaatan kerjasama, pelibatan warganegara, serta pemanfaatan teknologi komunikasi dan informasi. Hasil penelitian menunjukkan dari persentase capaian indikator layanan nasional, Disdukcapil Kab. Ende dapat meningkatkan persentase capaian indikator layanan setiap tahunnya. Hal tersebut memberikan deskripsi bahwa aspek kearifan lokal dapat menjadi "energi" yang berkontribusi terhadap kinerja layanan publik.

ABSTRACT

This research study aims to see the success of the "Garugiwa In Line" innovation in population administration services. The invention, which adopts the name of the GARUGIWA bird or Arwah Bird, which is an endemic bird that only lives in the Kelimutu mountains in Ende Regency, has recorded various performance achievements in population administration services (Adminduk) for the people of Ende Regency. This research method uses a descriptive qualitative approach. It examines the research focus by measuring government innovation strategies using indicators of integrated services, utilization of cooperation, citizen involvement, and utilization of communication and information technology. The results showed that from the percentage achievement of national service indicators, Disdukcapil Kab. Ende can increase the percentage achievement of service indicators every year. This describes that aspects of local wisdom can be "energy" that contributes to the performance of public services.

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INTRODUCTION

Over the past two decades, attention to innovation in public services has become increasingly important in governance. It aims to increase general satisfaction with public services (Saputra *et al.*, 2020 & Frinaldi *et al.*, 2022). As a serious commitment from the central government to improve management, Presidential Regulation (PP) No. 81/2010 on the Grand Design of Bureaucratic Reform 2010-2025 was issued, which became the basis for Ministries/Institutions, Local Governments, SOEs and BUMDs in implementing bureaucratic reforms to realize good governance. To support the policy, Kemenpan-RB has also issued Minister of PAN-RB Regulation No. 15 of 2008 on General Guidelines for Bureaucratic Reform to show the government's seriousness in the first step towards clean governance.

In line with the central government's commitment, commitments related to Bureaucratic Reform also reach local governments by organizing their governance systems that can prioritize the interests and satisfaction of the community with public services. It cannot be denied that public service delivery is a benchmark for government performance (Supriyanto *et al.*, 2021). So that the improvement of public services must get the primary attention of the government because public services are the fundamental social rights of the community social rights or basic rights (Holle, 2011).

Ombudsman RI as a Public Service Supervisory Institution, in its annual report in 2021, has recorded 7,186 reports of public complaints on alleged maladministration. The reports comprised 6,176 regular reports, 835 rapid response reports, and 175 investigation reports on their initiative. This data is similar to the figures in the previous 3 (three) years, 2018, 2019 and 2020, wherein in 2018, the number of reports or public complaints was 8,685. In 2019, there were 7961 reports, and in 2020, there were 7,146 reports.

Meanwhile, in the Annual Report for the First Quarter of 2022, the Ombudsman noted that it had received reports/complaints from the public on allegations of maladministration in public services totaling 2,706 reports or complaints. Moreover, 1,777 reports are community reports, as many as 893 are the Ombudsman's quick response, and 36 are investigation reports on their initiative. So,

based on this data, if analyzed, there is a decrease in the number of reports or complaints from the public against alleged public service maladministration spread throughout the province in 2022. The decrease in the number of public reports or complaints against alleged maladministration illustrates an improvement in the quality of public services. Indirectly, this proves the government's seriousness in the first step towards clean governance.

The seriousness of the central government in governance is also realized with the "One Agency One Innovation" movement policy to create a climate of innovation in government, which is then supported by organizing public service innovation competitions as described in Permenpan RB No.7 of 2021 concerning Public Service Innovation Competitions (KIPP) within Ministries / Institutions, Regional Governments, State-Owned Enterprises, and Regional-Owned Enterprises. Referring to this central government policy, the Population and Civil Registration Office (Disdukcapil) of Ende Regency has created an innovative population administration (Adminduk) service called "Garugiwa In Line" Compulsory Civil Registration Customer Affairs Outlet with an integration and Ball Pickup approach model.

"Garugiwa In Line," a public service innovation from the Ende District Disdukcapil, has achieved several achievements. The latest achievement is in the TOP 10 of the NTT Province Public Service Innovation Competition (KIPP) in 2022, organized by the Organizational Bureau of the Regional Secretariat of East Nusa Tenggara Province. Another achievement is that the Ende District Disdukcapil, through the "Garugiwa In Line" innovation, has achieved a Community Satisfaction Index (IKM) Score of 82.33 or Good Category for Service Quality in the assessment period from June to December 2021. In 2022, in the assessment period January to June 2022, the Community Satisfaction Index (IKM) value increased to 84.39 or Good Category. The Ende District Disdukcapil, through the "Garugiwa In Line" innovation, has also collaborated with an international organization, "Childfund International in Indonesia".

The achievement of the "Garugiwa In Line" innovation also illustrates how local wisdom values can contribute to implementing a public service innovation. The Garugiwa In Line innovation was adopted from the name of an

endemic bird in Lake Kalimutu, Ende Regency, the Garugiwa Bird, commonly known by the people of Ende Regency as the "Spirit Bird".

Apart from the above achievements, several public service problems became the background for the idea of the Ende District Dukcapil to create the "Garugiwa In Line" innovation. Lambertus Siga Sare, ST, M.Eg (Head of Ende District Dukcapil), in the interview stage selection at the 2022 NTT Province Public Service Innovation Competition (KIPP), stated that the main problem behind the idea of population administration service innovation (Adminduk) is the low public awareness of ownership of population administration. Other problems are the public's demand for easy, fast, precise and transparent services and the need for more quality and quantity of human resources owned by Disdukcapil Kab. Ende; the lack of understanding and awareness of some people regarding ownership of population administration; the low achievement of public service indicator targets in the previous leadership based on assessments from the Central Government; and services that are still centralized in the Office and have not used the ball pick-up approach, integrated services and online services.

Based on the description above, this article will discuss "GARUGIWA IN LINE" Portrait of the Success of Public Service Innovation (Study of Public Service Innovation in Disdukcapil Ende Regency). In this study, researchers tried to dissect a model comparing 2 (Two) perspectives in examining the application of public service innovation, namely the perspective of public administration through the theory of government innovation strategies (Sangkala, 2013) and the perspective of local wisdom.

Research on Garugiwa In Line innovation has been conducted by Kesu, A. G. (2021) with a study of innovation as a solution to public service problems, not examining the perspective of local wisdom and using the theory of government innovation strategies (Sangkala, 2013) as a basis for dissecting research studies. However, a study of the success of public service innovation has been carried out by previous researchers, including Pratama, (2013), who examined the success of public service innovation based on the application of Value Added, while Eldo & Mutiarin (2018) examined the success of innovation as Best Practices, where according

to Prasojo *et al.*, (2007) it is explained that one of the factors that influence the formation of Best Practices includes the application of the principle of partnership, as applied in the Garugiwa In Line innovation when examined with the theory of government innovation strategy (Sangkala, 2013) where one of the indicators of government innovation strategy is the utilization of cooperation. The description of the previous research review shows the novelty of the research "Garugiwa In Line" Portrait of Public Service Innovation Success, where this research examines the principles of local wisdom that can contribute to the success of public service innovation, supported by the application of government innovation strategy indicators (Sangkala, 2013).

RESEARCH METHODS

In this study, the researcher intends to obtain an in-depth description of the innovation creation process and the implementation strategy of the "Garugiwa In Line" innovation in order to successfully achieve good service performance so that, as a whole, it will be seen how the Ende Regency Dispenduk implements population administration service innovations (Adminduk) with an integration and "pick up the ball" approach model. Therefore, this research uses a descriptive qualitative approach to capture various phenomena and information, especially those related to the research focus. Besides that, the advantages of this approach can also present a holistic or comprehensive form of analyzing a social phenomenon. The qualitative research process involves essential efforts, such as asking questions and procedures, collecting specific data from participants, analyzing data, inductively starting from specific to general themes and interpreting the meaning of the data. The final report of this research has a flexible framework. Those involved in this research should adopt an inductive-style research perspective, focus on individual meanings, and interpret the complexity of issues.

The focus of this research is integrated services, utilization of cooperation, citizen involvement, and utilization of communication and information technology. For data collection techniques using in-depth interviews, observation and documentation, the three data collection techniques, according to Lincoln & Guba (1985), are methods suitable for humanized inquiry after collecting data, which

includes primary data obtained directly from all informants and secondary data through several documents such as notes, newspapers, reports, and other sources related to the implementation process of the "Garugiwa In Line" innovation at Disdukcapil kab. Ende, the data is processed by analyzing the data with an interactive model as developed by Miles, Huberman & Saldaña (2014), namely by carrying out activities in qualitative data analysis which are carried out interactively and take place continuously until completion, so that the data is saturated. The analysis steps are shown in the following figure:

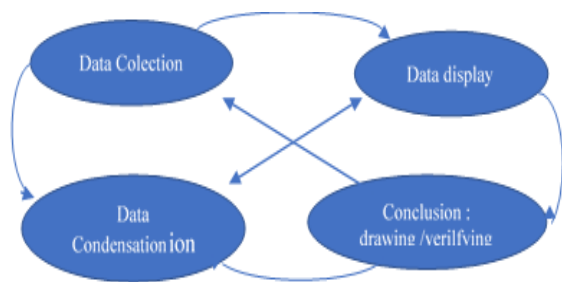


Figure 1. Data Analysis Scheme (Interactive Model)

Source: Miles, Huberman & Saldaña (2014)

RESULT AND DISCUSSION

This research examines the performance of public service innovations in population administration services (Adminduk) at the Ende District Disdukcapil through implementing the "Garugiwa In Line" innovation, a local wisdom-based public service innovation. The Garugiwa In Line innovation was adopted from the name of the endemic bird on Mount Kelimutu, Ende Regency, the Garugiwa Bird, commonly known by the Lio tribe in Ende Regency as the "Arwah Bird". The name "Bird of the Spirit" is motivated by the fact that the Garugiwa bird only lives in the Kelimutu Mountain area, where there is a Three-Colored Lake known as Lake Kelimutu, which for the Lio people in Ende Regency is believed to be the destination of the spirits of people who have died to return to Lake Kelimutu. Therefore, the Garugiwa bird is also known as the "Arwah Bird".

With the above philosophy, the Ende Regency Dispenduk adopted the big name of the Garugiwa Bird in population administration service innovation, with the hope that the big name of the Garugiwa Bird, which is already highly trusted by the people of Ende Regency, can contribute to fostering Ende Regency community compliance in population

administration ownership. As stated by Lambertus Siga Sare, ST, M.Eg (Head of the Ende Regency Dukcapil office) in the interview stage selection at the 2022 NTT Province Public Service Innovation Competition (KIPP), which stated that of the total population of Ende Regency of 276,963 people, the problem in population administration services is the low compliance of the Ende Regency community in ownership of population administration, in addition to other problems, namely public demands for services that are easy, fast, precise, and transparent; the lack of quality and quantity of human resources owned by Disdukcapil Kab. Ende; lack of understanding and awareness of some people regarding ownership of population administration; low achievement of public service indicator targets in the previous leadership based on assessments from the Central Government; and services that are still centralized in the Office and have not used the ball pick-up approach, integrated services and online services.

However, after two years of implementing the Garugiwa In Line innovation based on the Decree of the Head of the Ende Regency Population and Civil Registration Office No. DUKCAPIL 477/ 01.1/ 1741./ X/ 2020 on the Determination of Population and Civil Registration Administration Public Service Innovations at the Ende Regency Population and Civil Registration Office: DUKCAPIL 477 / 01.1 / 1741./ X / 2020 Regarding the Determination of Population and Civil Registration Administration Public Service Innovations at the Ende Regency Population and Civil Registration Office, the Garugiwa In Line innovation has succeeded in improving the performance of population administration services for the people of Ende Regency with an integration pattern combined with a ball pick-up pattern for people in villages and schools that have difficult access, as well as churches, mosques and social institutions. The ball pick-up service is supported by one Minibus Unit, which is equipped with population administration service infrastructure and service officers. The performance achievements of the Garugiwa In Line innovation service can be seen in the table below:

Table 1. Achievement of Target Indicators of Ende District Disdukcapil

Type of service	National Indicator Target			Achievement of National Indicator Targets		
	2020	2021	2022	2020	2021	2022
Electronic Identity Card (KTP-EI)	-	-	99,30%	94,57%	98%	99,30%
Birth Certificate	92%	95%	97%	80,90%	96,30%	98,50%
Child Identity Card (KIA)		30%	40%	1,76%	27,91%	68,58%
Death Certificate	20%	40%	60%	100%	100%	100%
Marriage Certificate	20%	40%	60%	100%	100%	100%
Divorce Certificate	70%	100%	100%	100%	100%	100%

Source: Disdukcapil Ende Regency, 2023

Garugiwa In Line innovation in administrative services also implements online services through <https://disdukcapil.endekab.go.id> and the achievements of online administrative services can be seen in the table below:

Table 2. Achievements of Online Services as of May 24, 2023

Type of Service	Online Service Outcomes			Total
	2021	2022	2023	
Family Card (KK)	1,693	1,443	584	3,720
Birth Certificate	1,174	674	211	2,059
Child Identity Card (KIA)	519	256	26	801
Population Identification Number (NIK)	363	366	51	780
Consolidation				
Total	3,749	2,739	872	7,360

Source: Disdukcapil Ende Regency, 2023

In addition to the above service achievements, the Garugiwa In Line innovation has also been included in the Central Level Public Service Innovation Competition (KIPP) and has passed the administrative selection stage among 1,381 innovation proposals that passed administrative selection, the Letter of the Deputy for Public Services of the Ministry of PANRB Number: B/208 / PP.00.05 / 2023 regarding the Results of Administrative Selection of Public Service Innovation Competitions within Ministries / Institutions, Regional Governments, BUMN and BUMD in 2023. Below will describe the Garugiwa In Line innovation strategy, based on the theory of government innovation strategies (Sangkala, 2013) with indicators: integrated services, utilization of cooperation, citizen involvement, and utilization of communication and information technology.

Integrated Services

Sangkala (2013) states that an integrated service strategy is that the government offers an increase in the number of services so that citizens have expectations that are more

complex to obtain services provided and convenience. This is by what is done by Disdukcapil Ende Regency, where from the results of the study, it is known that the application of integrated services in the Garugiwa In Line Innovation includes:

- 1) Integrated innovation of 3 In One stall (birth can adminduk), which issues Family Cards, Birth Certificates and Child Identity Cards;
- 2) Integrated innovation Manda 3 In One (Dying later Can be Adminduk) serves Death Certificates, Family Cards and Change of Status ID Cards;
- 3) Integrated innovation Kanda 3 In One (Married Later Can Get Adminduk), which serves the issuance of family cards, marriage certificates and KTP -EI (Status Change);
- 4) Panda 3 In One integrated innovation (Bathers Will Get Registration) that serves family cards, birth certificates and KIA;
- 5) Integrated innovation Canda 3 in One (Divorce later can adminduk), which serves family cards, divorce certificates/divorce books, and KTP-EI;
- 6) Kaida 3 in One integrated innovation (Kawin Isbak nanti dapat adminduk), which serves to issue family cards, marriage books and KTP-EI.

The integration pattern above is combined with a pick-up ball pattern for communities in villages, schools and social institutions with difficult access, as well as services in churches and mosques. Types of services with the "Jemput Bola" pattern include KIA services for elementary school students in mountainous areas far from Ende City, services for the elderly in social institutions and administrative services for village communities that have geographically limited access to the Ende City Disdukcapil Office. The above description can be seen in the picture below:



Figure 3. Civil Registration Services With a Ball Pickup Approach

This integrated service pattern is one of the supporting factors for the success of Garugiwa In Line Innovation, as seen in the data tables 1 and 2 above, which show an increase in service

performance. This integration pattern also makes services to the community more accessible and faster to access, and this is evident from the results of the study, which show data on the achievement of the community satisfaction index (IKM) on the Garugiwa In Line Innovation of 82.33 or Service Quality Category B based on a survey conducted by Disdukcapil Kab. Ende in the July-December 2021 survey period. Meanwhile, the survey in the January - June 2022 period obtained a community satisfaction index (IKM) of 84.39 or service quality category B, and in the July - December 2022 survey period obtained a community satisfaction index (IKM) of 84.48 or service quality category B.

Utilization of Cooperation

Cooperation is a supporting element that is exceptionally strategic in realizing a goal Suryani (2018). According to Sangkala (2013), utilization of cooperation means that an innovative government will meet increased satisfaction to be more efficient in delivering public services, more collaborative between organizations and cooperation between the public and the private sector. So, the "Garugiwa In Line" innovation in its implementation has organized cooperation with many parties in population administration services, including cooperation with the private sector. The form of cooperation is contained in the MoU document with related parties, including:

- 1) Internal parties of Ende District Government; Ende District Hospital, Ende City Health Center, Clinic, Ende District Religious Court, Ende Keuskupan, Syaloom Church, Mosque, Ende District Social Service, Women's Empowerment, Ende District Population Control and Family Planning Office, Ende District Transmigration Office, and Ende District Bappeda;
- 2) External parties to the Government, namely cooperation with the private sector, including shoe and stationery shops that contribute to providing discounts for people who have KIA cards, as well as cooperation with Child Fund International in Indonesia in the field of social welfare development. The following is an example of the MoU document:



Figure 4. Example of MoU Document of Ende District Disdukcapil

From the description above, the "Garugiwa In Line" innovation qualifies as Best Practices for similar public service innovations. Sangkala, 2013 explains that one of the criteria for Best Practices is Partnership, where a best practice must be based on a partnership between the actors involved, involving at least two parties.

Community Involvement

The success of public service innovation is undoubtedly not only supported by strategies from the internal organization of public service providers, but community involvement and contribution can also influence service performance (Sururi, 2019). Sangkala (2013) explains that government innovation strategies include elements of citizen involvement or community participation. The results showed that implementing the "Garugiwa In Line" innovation by Disdukcapil Ende Regency also involved the role of the community. As stated by Kadis. Dukcapil Kab. Ende, Lambertus Siga Sare, ST, M.Eg that in the implementation of the "Garugiwa In Line" innovation, forms of community involvement in the process of accelerating ownership of population administration documents include:

- 1) Through the MANDA 3 In 1 innovation (Die Later Get Adminduk). If there are people who die, three documents will be issued, namely the Death Certificate, Family Card and ID card. The role of the community in this service is to record people who die and will be buried at the cemetery and report to Disdukcapil Kab. Ende and distribute the issued administrative documents to the family of the deceased;
- 2) Another role of the community is through the involvement of the RT (Neighborhood Association) in data collection, updating and issuing documents. The involvement of RTs is a strategic step taken by Dukcapil Kab. Ende in collaboration with kelurahan

in the 3 P program (Data Collection, Updating and Issuing Documents). This innovation project will be carried out 2022 for all people living in Kelimutu Village, Central Ende District.

The role of the community above has also indirectly answered the problem of population administration document services, which was initially caused by low public awareness of ownership of population administration documents, but since the implementation of the "Garugiwa In Line" innovation, which adopts the name of an endemic bird that is highly trusted by the people of Ende Regency, the achievement of administrative document services has shown an increase.

Utilization of Communication and Information Technology

Communication and information technology is the most dynamic resource in its development (Nugraha, 2018). In today's digital era, the use of communication and information technology is a fundamental need to meet the demands of the development of the organizational environment (Atthahara, 2018). Therefore, Sangkala (2013) also states that communication and information technology are some of the government's innovation strategies. Likewise, the Ende Regency Disdukcapil, in implementing the Garugiwa In Line innovation, has utilized communication and information technology in its services. The utilization of communication and information technology in the online service process and the publication of Disdukcapil Kab. Ende services. The two processes of utilizing communication and information technology can be described as follows:

- 1) The online service process can be done at the time of registration through the website address <https://disdukcapil.endekab.go.id>;
- 2) Service publication process in collaboration with several online print media and electronic media, among others: (a) Online print media: detikflores.com; gesstur.id; antaranews.com; rri.co.id; wartanusanantara.com; koranantt.com; timexkupang.fajar.co.id; rakyatntt.com; postntt.com; gardantt.id; detikflores.com, etc. (b) Other electronic media are RRI Ende Regency through the program "Lintas Ende Pagi" and YouTube Chanel of the Office of Kominfo Ende Regency.

Examples of the utilization of communication and information technology can be seen in the picture below:



Figure 5. Media Utilization in The Publication of Dukcapil's Civil Registration Services in Ende District

CONCLUSSION

The "Garugiwa In Line" innovation, implemented for over two years, has shown significant success. This achievement also indirectly illustrates the success of local wisdom-based public service innovation because the name Garugiwa is adopted from the name of an endemic bird in Ende Regency, which is highly trusted by the community, thus affecting the level of community compliance in ownership of administrative documents. The philosophy of the Garugiwa bird is very influential on employee performance and impacts service and public enthusiasm. By its name and acronym Garugiwa, "Mandatory administrative personnel customer affairs booth" this innovation has changed the face of service at Dukcapil, which was previously slow, convoluted, expensive and tiring, turning into an easy, fast, cheap, and direct service.

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