

Community Participation in Building Quality Public Services

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Abstract. Public service in Indonesia remains a primary concern, especially in the context of enhancing community participation and improving service quality. This article aims to explore the challenges and opportunities in enhancing community participation in the provision of quality public services. Using literature analysis and conceptual discussion methods, this article highlights findings from several studies related to public service issues and community participation in Indonesia. The discussion results reveal that despite efforts to increase community participation, there are still significant challenges, such as low participation rates, lack of public information, and ineffective monitoring mechanisms. However, there are also significant opportunities to enhance community participation through the use of digital technology, increased transparency and accountability, and the development of innovative culture in public service provision. By taking appropriate steps, the government can improve the quality of public services and meet community expectations more effectively

Keywords: Public Services, Community Participation, service quality, digital technology and innovation

1. Introduction

The world is faced with an uncertain and complicated state, known as VUCA, which stands for volatility, uncertainty, complexity, and ambiguity. In general, the VUCA describes conditions full of uncertainty, no clear direction, and rapid change with impacts that have not been well defined. In this context, the Ministry of State Apparatus Empowerment and Bureaucratic Reform (PANRB) faces VUCA challenges in the organizational structure of government and public services. The government strives to create a flexible public service system to address critical situations [1]. VUCA was first introduced in 1987 by Warren Bennis and Burt Nanus as they discussed leadership theory at United States military educational institutions, referring to the period after the Cold War. The concept of VUCA then extends to various fields, including economics, business, and the public service sector. Organizations in the public sector are required to be more flexible, not only in responding to situations, but also in anticipating highly changing conditions. With rapid changes in this VUCA era, where demand for public services remains high and continues to change according to circumstances, a team is needed that can quickly and appropriately respond to these changes [2].

Public Service is a series of activities that meet the needs of the community for goods, services, and administration in accordance with regulations provided by the government,

according to Law Number 25 of 2009. The community is not only a user of services, but also plays a role in formulating policies through active participation. This participation is important so that the government understands the needs and problems of the community. In the Law, the community has a role in preparing service standards, providing reports or complaints related to services, and playing an active role in supervising services. Community participation in service supervision can be through the preparation of standards, complaints, and the active role of community groups [3]. The poor public perception of the quality of public services is caused by several factors that cause uncertainty about how the operational standards of services and overall are caused by the hearing, vision, and feelings that arise from the community related to procedures, timeliness, infrastructure and technical clarity are still very far from the community's expectations in providing good services [4]. The survey results revealed that the public's perception of service quality public service quality has several obstacles from service personnel, namely the insufficient number of human resources with the number of permit applications submitted, buildings and rooms that are not suitable for officers, narrow parking to be used together with other offices and SOPs that are sometimes not enforced [5].

Community participation has become a cornerstone in efforts to improve the quality of public services, given its role in encouraging transparency, accountability, and inclusivity in governance. Academics and public administration practitioners argue that active community engagement results in more appropriate and efficient service delivery, which aligns services with the actual needs and expectations of citizens. These engagements have demonstrated potential in fostering trust between public institutions and communities, empowering citizens, and supporting social justice.

With various situations that occur today, innovation is an unavoidable discussion for the Government as a provider of public services. Innovative policies from the Government are considered a must in the midst of the VUCA (volatile, uncertain, complex, and ambiguous) era faced by the world today. Bureaucracy, which is responsible for the implementation of public services, is often perceived as an entity that tends to stagnate (status quo) and is less effective in making changes, thus requiring outside encouragement to encourage it. Changes triggered from outside (demand-side reform) are considered more successful than changes made from within (supply-side reform) by the bureaucracy itself [6].

Community participation is an important key in generating innovation. One of them is to provide complaints related to public services to an agency, in the hope that unsatisfactory services can be improved through innovation, which can then become the advantage of the agency. There are three reasons why service institutions must innovate. First, there are regulatory demands that encourage innovation. This shows that innovation is becoming a must for public service institutions. Second, the need to adapt to changing times and conditions, especially in an era where digital technology is increasingly penetrating into various aspects of life so that public service institutions must be responsive to these developments. Third, increasing expectations from service users are getting higher [7].

As a follow-up to Law Number 25 of 2009, the government issued Presidential Regulation Number 76 of 2013 concerning the Management of Public Service Complaints which requires the establishment of the National Public Service Complaint Management

System (SP4N). SP4N integrates complaint management in stages in each government agency to ensure that public complaints are handled quickly, transparently, and accountably, as well as to improve public service performance. This system is based on the *LAPOR* platform, which makes it easier for the public to submit complaints through various channels such as websites, SMS, Twitter, and Android applications. *LAPOR* team forward the complaint to the relevant agencies and publish the follow-up process for transparency. Since the signing of the Cooperation Agreement on the Utilization of the People's Online Aspiration and Complaint Service Application System (SP4N-LAPOR) in 2016, the management of *LAPOR* now involves three institutions: the Ministry of State Apparatus Empowerment and Bureaucratic Reform (Kemenpan RB), the Presidential Staff Office (KSP), and the Ombudsman of the Republic of Indonesia, with each institution having an important role in supporting the operation and management of SP4N-LAPOR [8].

Based on national data from the Public Service Complaint Management System (SP4N) – *LAPOR*, the age group of 20-34 years is the one who submits the most complaints, which is 42 percent. Meanwhile, users under 20 years old are in second place with 25 percent. The ease of the complaint process is also a factor in the high level of community participation. Complaints can be submitted through various channels, such as the lapor.go.id website, SMS to the number 1708, Twitter account @lapor1708, as well as mobile applications available on Android and iOS. The use of the *LAPOR* and active community participation needs to continue to be increased to ensure the effectiveness of public complaint management. With more and more people involved in submitting inputs and complaints, government agencies can be more responsive in improving and improving the quality of public services. This increase in participation can be achieved through wider socialization and improvement of the *LAPOR* system, so that it is more accessible and used by all levels of society [9].

Community participation is their active involvement in the decision-making process and the responsibilities taken in the process. This becomes important in the formulation of public policies, especially in a democratic country like Indonesia. The community can participate by raising problems, providing input, and supporting policy implementation. However, participation is still low due to several internal factors such as the old habit of not involving the community, lack of awareness of participation opportunities, and lack of knowledge about participation procedures. In addition, low legal sanctions are also a barrier to community participation [10].

Community participation has a very important role in improving public services in the VUCA era. In a context of uncertainty, complexity, and rapid change, the active involvement of the community assists the government in understanding the needs and problems faced by the people. By providing input, complaints, and participation in decision-making processes, communities can effect positive change in the provision of public services. This literature study was conducted to deepen the understanding of how community participation can be the key to improving responsiveness and quality of public services in the midst of challenges faced in the VUCA era.

2. Literature Review

2.1. Public Service

Law No. 25 of Public service is an action or series of actions taken by public service providers to meet the needs of the community [11]. Public services can be said to be services provided by the government to meet the needs and interests of the community [12]. Public service refers to an activity or set of activities aimed at meeting the service needs of citizens and residents. The scope of this service includes goods, services, and/or administrative services provided by public service providers [13]. According to the Decree of the Minister of State Apparatus Empowerment (KEPMENPAN) Number 63 of 2004, the Ministry of PAN-RB classifies public services into three types; namely administrative services, goods services, and service services [14].

Law No. 25 of 2009 concerning Public Services, public service providers refer to any entity, corporate entity, independent institution regulated by law for public service activities, and other legal entities established specifically for public service activities. Public service providers include, at a minimum: (1) organizations that provide public services, including work units under state institutions, corporations, independent institutions established under the law for public service activities, and other legal entities established specifically for public service activities; and (2) individuals tasked with carrying out an act or series of public service activities, such as officials, employees, officers, and other personnel within the organizing organization.

According to Zeithaml in [11] there are several indicators of public services, namely:

1. Form, refers to the physical or appearance of the public service provided. This includes the physical state of the facility, equipment availability, and visual display of the service provider.
2. Reliability, certifies the consistency and reliability of the services provided by the operator. This reliability relates to the ability of the operator to provide services on time and as promised.
3. Responsiveness, refers to the ability of service providers to respond quickly and effectively to the needs and desires of the community. This includes the ability to provide solutions or answers to questions and problems quickly.
4. Assurance, it's the confidence given to the community that the services provided will meet the promised standards. It involves aspects such as quality assurance, safety, and reliability of service.
5. Empathy, demonstrate the organizer's ability to understand and respond empathically to the needs, wants, and feelings of the community. This includes a friendly attitude, caring, and willingness to assist in providing a more personalized and community-oriented service.

Public service by the public bureaucracy is an implementation of the role of the state apparatus as a public servant, in addition to being a servant of the state. The existence of state institutions, including bureaucracy, basically aims to serve society, not for its own internal

interests. Therefore, the public bureaucracy has the responsibility and obligation to provide quality and professional public services [15].

The implementation of public services follows several principles stipulated in the Public Service Law, such as public interest, legal certainty, equality of rights, balance of rights and obligations, professionalism, participation, equal treatment, transparency, accountability, special facilities and services for vulnerable groups, punctuality and speed, convenience, and accessibility [16].

The government is responsible for providing services to the community, because these services become an integral part of people's lives. Therefore, it is important for public services to provide quality services to the community [17].

2.2. Community Participation

Creighton (2005) in Rachmat [13], states that community participation is a process that involves several continuous steps. These steps include delivering information to the community, listening to input from the community, involving the community in finding solutions to problems, and developing joint arguments. This process is considered an important part of a democratic system of government.

Community participation is a tool for the government to collect information from the public with the aim of improving performance and meeting their needs and expectations. Community involvement in the decision-making process increases income, security, and self-esteem of the community [18].

According to Sedarmayanti (2020) in Nurasikin [17], participation indicators include several things, namely:

- a) The state organizer's understanding of participatory processes or methods. This shows that state organizers have an understanding of the various processes or methods involved in participation.
- b) Decision making based on mutual agreement. This shows that decisions are taken through agreement, both through words and unanimity.
- c) Improving the quality and quantity of inputs (criticisms and suggestions) for regional development. This reflects participation by improving the quality and amount of inputs provided for regional development.
- d) The attitude of the community that is more concerned about every step of development taken by the government. This signifies community participation when there is a change in attitude where they pay more attention to every process and decision taken by the local government.

3. Research Methods

In the preparation of this article using qualitative methods with a literature study approach. Cooper and Schindler (2014: 145), define a qualitative approach as a series of interpretation techniques that try to describe, translate, and emphasize the meaning rather than the frequency

of phenomena that occur naturally in the social world with the aim of deepening the understanding of a situation [19]. The qualitative approach was chosen because it allows researchers to understand and describe in depth how community participation can influence and help in building quality public services in the VUCA era. Through a literature study approach, this study explores various perspectives, findings, and expert views related to the role of community participation in the context of quality public services. Through this analysis, it is hoped that deeper insights can be found on how the government and service institutions can effectively utilize community participation to improve the quality and responsiveness of public services.

In this literature study, the research explores various perspectives, findings, and views from experts related to the role of community participation in improving the quality of public services. The data collection technique is carried out by tracing and analyzing relevant literature sources, such as scientific articles, policy reports, and academic publications. Through this analysis, it is hoped that more in-depth insights will be obtained on how the government and service institutions utilize community participation effectively to improve the quality and responsiveness of public services.

4. Discussion

The VUCA era represents a rapidly changing and uncertain environment, where challenges such as technological change, political dynamics, and global crises can affect public policy and service delivery. Public services in Indonesia still have not reached public expectations. The results of a survey of compliance with public service standards conducted by the Indonesian Ombudsman in 2021 showed an unfavorable picture, especially at the provincial and district/city levels. Of the 39 ministries/agencies (K/L), 34 provinces, and 514 districts/cities surveyed, it can be seen that public services still have significant challenges. There are 13 provinces included in the green zone category, 19 provinces are in the yellow zone or medium compliance level, and two provinces are in the red zone with low compliance levels. At the district/city level, 137 regions have good ratings (green), 287 regions have medium compliance levels (yellow zones), and 90 regions have poor compliance levels (red zones) [16]. Service delivery starts from making service standards to evaluation and awarding. However, involving the community in the process of delivering public services is not an easy thing to do [17].

Innovative and effective public services are one of the important factors in assessing a country's progress. In this digital age, technology has a major role in changing the way people use public services, while opening up new opportunities to improve the efficiency and performance of these services [12]. The digital age brings fundamental changes in the traditional way public administration is run. Digital transformation includes the use of information and communication technology in all aspects of public administration, from data collection, analysis, decision making, to the provision of more efficient public services. E-Government, or electronic government, refers to the use of information and communication technology to increase efficiency and transparency in the delivery of public services. Through e-government, the government can offer online services such as resident registration,

licensing, tax payments, and others, allowing people to access them easily without having to go to a government office [20].

The paradigm shift in managing organizations in an unpredictable and complex era drives the need for adjustment through the process of change. Drucker (1993) states that requests to update organizations can come from unexpected internal and external factors, such as impropriety, process needs-based innovation, changes in industry or market structure, demographics, changes in perception, atmosphere, meaning, and new knowledge [21].

The paradigm shift from "government" to "governance" indicates a transformation of the paradigm of state administration as part of democracy in governance. Consequently, public services administered by the government must adhere to the principles of good governance. One of the implementations of this democracy is through public participation in the implementation of public services [22]. Providing quality public services to the community is the main indicator for the government in achieving good governance [23].

In the era of globalization, the government has shifted from the paradigm of rule government to good governance in governance, development, and public services. These changes challenge public administration to deliver efficient and responsive services in line with the increasing needs of society. The government is the main focus in administrative affairs, so that public services are expected to increase competitiveness and national development, not become a source of irregularities. The government has a dominant role in the public sector, particularly in the provision of public services, which must be done through the government bureaucracy. Therefore, public service institutions must make improvements in accordance with Law Number 25 of 2009 concerning Public Services, by providing the best and quality services to the community [24].

Community participation is a key element in facing the challenges of the VUCA era. In this context, community participation is not only a tool for gathering information, but also as a mechanism for creating resilience and adaptation to rapid and complex changes. By involving the public in the decision-making process and development of public services, the government can gain a better understanding of people's needs, hopes, and aspirations in the midst of continuous change. However, in its implementation there are still problems with low public participation, lack of public information, and lack of supervision. To increase public participation, awareness-raising, government transformation towards services, provision of information rights and choices to the public, improvement of supervisory mechanisms, and evaluation of public services are needed [25].

Good, innovative, and efficient public services can increase people's trust in the government and improve their quality of life. The government can develop more effective and efficient public services to meet the needs of the community. Transparency and accountability are also important in building good public services. Governments should provide clear and open information about public services, including costs, processes, and people's rights. In addition, public services must conform to established standards, and employees who do not perform their duties properly must be penalized. It is also important to ensure that public services are non-discriminatory and accessible to all levels of society, including vulnerable groups. This can be done by paying attention to the diversity of society and ensuring public services are easily accessible and friendly for all [12].

In research [26] suggests that the participation approach in public services has seven important features. First, recognize that public services reflect community values and participation must be understood in the context of these values. Second, the delivery of public services is not a linear process per se, and is not just the responsibility of public managers. Third, Participation is integral to the use of the Service and creates value for users. Fourth, participation is an essential element in the production of public services, not just an addition. Fifth, participation can be implemented in the delivery of public services through joint design and production. Sixth, participation has repercussions for a wide range of actors in public services, not just direct users. Seventh, participation is not simply a benefit to public services; It can also be detrimental if not done according to established procedures.

In research [25] stated that there are three reasons why public participation in public service procurement by the government is low. First, participation is more prevalent when public services are provided or evaluated, but less when services are booked. This makes it difficult to meet public needs. Second, because people's needs are diverse, it is difficult to reach agreement in choosing services, causing some people's needs to go unmet and lack of trust in the government. Third, individual factors such as education, knowledge, and economics also influence people's willingness to participate.

From the point of view of the new public service paradigm, the importance of public participation in developing public service programs is in the spotlight. The program must benefit the needs of the community, provide equal rights, enable public participation, and ensure transparency and accountability of service providers. The implementation of standards and bureaucratic implementation must also pay attention to this. Public services that must be implemented involve various programs that accommodate people's choices and voices, reflecting the government's efforts to take into account people's voices in setting public service policies [27].

The transformation of public services in e-government is directed at the implementation of flexible governance, so that in this disruptive era, agile governance is needed and becomes a necessity in facing the crisis of existence for a country [28]. The implementation of electronic government in Indonesia refers to Presidential Instruction Number 3 of 2003 and 2006 concerning National Policy and Strategy for the Development of e-Government and Government Regulation of the Republic of Indonesia Number 82 of 2012 concerning the Implementation of Electronic Transactions and Systems, this policy emphasizes that the government must be able to take advantage of advances in information and communication technology in improving the ability to process, manage, distribute, and disseminate information [29].

In the VUCA era, it is important to have sensitivity, flexibility, and positive understanding, and not only focus on user satisfaction, but also on creating services that can cover a wide range of global needs. Digital transformation has the potential to transform the public sector through changes to the applications, processes, culture, structure, responsibilities, and duties of civil servants as well as changing consumer and social behavior. Therefore, public services that can adapt to changing times are needed [30].

In facing the complex and uncertain challenges of the VUCA era, as well as to realize the principles of good governance, community participation plays a very important role.

Through active public participation in decision-making processes and the delivery of public services, governments can gain more comprehensive insights into people's needs and expectations. In addition, community participation can also increase accountability and transparency in the delivery of public services. To evaluate the effectiveness of public services, the indicators proposed by Zeithaml in [11], such as form, reliability, responsiveness, assurance, and empathy, can be very useful guidelines. By paying attention to these indicators, the government can measure the extent to which public services have met the needs and expectations of the community and maintain the principles of good governance.

1. *Form*: This indicator highlights the physical or appearance of the public services provided. The factors included in the form are the physical condition of the service facility, the availability of the necessary equipment, and the visual appearance of the service provider. The physical quality of this service gives a strong initial impression to the public about the professionalism and seriousness of the service provider.
2. *Reliability*: Reliability reflects the consistency and reliability of the services provided by the operator. This is closely related to the ability of the organizer to provide services on time and as promised. High reliability will build public trust in the government and organizing agencies.
3. *Responsiveness*: This indicator refers to the ability of service providers to respond quickly and effectively to the needs and desires of the community. Good responsiveness indicates that the government cares about people's needs and is ready to provide solutions or answers to questions and problems quickly.
4. *Assurance*: Assurance is the confidence given to the community that the services provided will meet the promised standards. It involves aspects such as quality assurance, safety, and reliability of service. The government needs to ensure that every service provided meets the standards that have been set to build public trust.
5. *Empathy*: This last indicator highlights the organizer's ability to understand and respond empathetically to people's needs, wants, and feelings. A friendly attitude, caring, and willingness to assist in providing a more personalized and community-oriented service are key to this aspect. Empathy shown by the government can increase public trust and satisfaction with public services.

The community plays a role in quality public services, with their experience and knowledge, being a major factor in policy making. Due to the dynamic nature of society, public services must constantly change according to development. Community participation starts from the preparation of standards to service evaluation, in accordance with Law No. 25/2009. The government encourages participation through community satisfaction surveys (SKM), complaints, and Public Consultation Forums (FKPs). FKP facilitates dialogue between organizers and communities to improve the quality of public services. PANRB Ministerial Circular No. 11 and 12 of 2021 regulate the implementation of SKM and FKP. This shows collaboration with various parties to improve the quality and innovation of public services [31].

In addition, public participation in public services needs to be increased to improve their quality. The Ministry of PANRB has responded with policies, including the National Public Service Complaint Management System (SP4N) - People's Online Aspiration and

Complaint Service (LAPOR!). Through SP4N-LAPOR!, the public can complain about public service problems, with a guaranteed direct response from the relevant agency. The Ministry of PANRB collaborates with various agencies to manage SP4N-LAPOR!, which has been connected with many government agencies. Data shows a significant number of reports, with satisfactory levels of user satisfaction [32].

Public awareness of public information has a major influence on their participation in government processes. When people have a good understanding of the information provided by government, such as policies and participation processes, they tend to be more actively involved. In addition, satisfaction with public information services is also important; When these services meet their expectations, communities will be more motivated to take part in participatory activities. In addition, the indicators of public participation expressed by Sedarmayanti (2020) in [17] are also considered very relevant in the context of the VUCA era (Volatility, Uncertainty, Complexity, Ambiguity) and the realization of good governance, especially related to public participation in building quality public services. First, the understanding that state organizers have about participatory processes is key in facing VUCA challenges. In the face of uncertainty and complexity, a good understanding of how to involve communities in decision-making can help governments design policies that are more adaptive and responsive to change. Second, decision-making based on mutual agreement underlines the principle of good governance, where democratic and inclusive processes are the main foundation in running an effective government. Third, improving the quality and quantity of input from the community is a reflection of sustainable participation in regional development. Fourth, the attitude of the community that is more concerned shows active involvement in the development process. By paying attention to these participation indicators, the government can strengthen the principles of good governance and face the challenges of the VUCA era more effectively in an effort to improve the quality of public services for the community.

In the context of demographics, factors such as age, gender, and education level can also influence the level of community participation [17], namely has :

1. Age factors, for example, can affect a person's activeness in community activities, where older groups may tend to be more experienced and have a tendency to participate more actively.
2. Economic factors are also an important consideration, where an individual's livelihood and income level can affect their ability to participate in community activities. Economic limitations are often the main reason for some individuals or community groups not to participate in development activities, as they focus more on meeting their basic needs than being involved in the administrative development process

The VUCA era marked by Volatility, Uncertainty, Complexity, and Ambiguity demands rapid and responsive adaptation from government agencies. In this regard, digital technologies enable easy access to public information, provide transparency in the decision-making process, and facilitate wider public participation.

With a digital platform to provide input and feedback from the public, the government can be more responsive to their needs and aspirations. Furthermore, digital technologies also foster the development of a culture of innovation by facilitating collaboration between government, the private sector, and society in designing new solutions to complex challenges.

Within the framework of good governance, the use of digital technology not only increases the efficiency and effectiveness of public services, but also strengthens the principles of accountability and transparency. Thus, the integration of digital technology in the delivery of public services is the key to creating quality public services that are responsive to the changing dynamics of the VUCA era.

5. Conclusion and Recommendation

Provincial and district/city levels still face many challenges. Although the delivery of public services starts from standard-setting to evaluation, involving the public in this process is not easy.

The importance of innovative and effective public services has been recognized as one of the key factors in the progress of a country. In the digital age, technology plays an important role in changing the way public services are delivered and opening up new opportunities to improve efficiency and performance. Digital transformation involves the use of information and communication technology in various aspects of public administration, including data collection, analysis, and more efficient service provision through e-Government.

The paradigm shift in managing organizations, especially in an unpredictable and complex era, drives the need for adjustment through the process of change. Drucker (1993) emphasizes that the demands for updating organizations can come from unexpected internal and external factors. The concept of "governance" that replaced "government" shows the transformation of the paradigm of state administration towards better governance, with public participation being one of the key elements.

Digital technology provides new opportunities to increase public participation in public services, enabling easy communication between society and government. However, to be effective, this system needs to be supported by an understanding of the concepts of smart technology, digital transformation, and smart governance that suits the needs of society. Thus it can be said that the importance of public participation in the delivery of public services to achieve better quality, which is key in the development of the country as a whole.

In the recommendation has to improve the quality of public services in Indonesia, which can be considered ; firstly increase Transparency and Accountability, governments need to provide clear and open information to the public about the public services provided, including community processes, costs, and rights. In addition, it is also important to ensure that public services are non-discriminatory and accessible to all levels of society.

Secondly, Increase Public Participation: Concrete steps need to be taken to increase active public participation in the process of delivering public services, such as through community satisfaction surveys, public consultation forums, and integrated public service complaint management systems.

Thirdly, Optimizing Digital Technology: The government must utilize digital technology more optimally to improve the accessibility and efficiency of public services. This includes expanding the reach of online services, updating digital infrastructure, and providing training to the public in the use of technology.

The results of the Indonesian Ombudsman survey in 2021 show that public services at the

Last point is, Developing a Culture of Innovation: A culture of innovation is needed in the delivery of public services, where new ideas are encouraged and implemented to improve the quality and effectiveness of services. The government can encourage public participation in this innovation process.

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