

Performance Management of State Civil Apparatus in Improving Licensing and Non-Licensing Services at The North Sulawesi Regional One-Door Investment and Integrated Service

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Abstract

Licensing services are one form of public service that plays an important role in creating an investment climate and supporting regional economic growth. In this context, the performance management of State Civil Apparatus (ASN) plays a strategic role in ensuring the quality of professional, transparent, and accountable services. This study aims to analyze ASN performance management in improving licensing and non-licensing services at the Investment and One-Stop Integrated Service Office (DPMPTSP) of North Sulawesi Province. Using a qualitative approach, this study explores ASN performance management practices based on Armstrong's (2006) framework which includes planning, implementation, supervision, and evaluation. The results of the study indicate that DPMPTSP has implemented the principle of customer-oriented performance management, as evidenced by increased public satisfaction and institutional recognition. However, a number of challenges are still faced, including weak cross-sector coordination, suboptimal digital infrastructure, and limited competency of ASN and OSS system users. Strengthening ASN capacity, harmonization of regulations, and ongoing digital transformation are needed to improve service effectiveness. This study provides theoretical contributions to the study of public sector performance management as well as practical recommendations for improving the performance of licensing service organizations in the regions.

Keywords: Performance Management, Public Service, Licensing.

Introduction

Public service is one of the important aspects in the economic development of a country. The government as the organizer of the public sector has a strategic role in providing infrastructure and basic services that are the main needs of the community (Dwiyanto, 2006). One form of public service that has a direct impact on social and economic activities is licensing services. Licensing is a legal instrument that provides legitimacy to various community and business activities. Therefore, the effectiveness and efficiency of licensing services greatly determine the investment climate and regional economic growth.

In the context of government bureaucracy, the main actor in the implementation of public

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services is the State Civil Apparatus (ASN). ASN has a function as a public servant and is required to be able to provide professional, transparent, and accountable services (Sedarmayanti, 2010). The government of President Joko Widodo's era emphasized the importance of bureaucratic reform, especially in improving the quality of ASN human resources (HR), as the main engine driving public services (Kompas.id, 2024).

Law Number 23 of 2014 concerning Regional Government emphasizes that public services are one of the main channels to accelerate the realization of community welfare, in addition to community empowerment and participation. Meanwhile, Law Number 25 of 2009 concerning Public Services emphasizes the need for service standards, monitoring systems, and effective evaluations to ensure the quality of public services.

The Investment and Integrated One-Stop Service Office (DPMPTSP) of North Sulawesi Province is one of the institutions that plays an important role in organizing licensing and non-licensing services. The main function of this institution is to facilitate the licensing process through an integrated service system, which aims to create fast, easy, transparent, and accountable services. However, in practice there are still various obstacles, such as weak cross-sector coordination, limited digital infrastructure, and low capacity and competence of OSS (Online Single Submission) system users (Izinkilat.id, 2024).

The performance of ASN at DPMPTSP greatly determines the quality of service. In many cases, delays in the licensing process are caused by minimal synergy between agencies and overlapping regulations. In addition, although the Job Creation Law (Law No. 11 of 2020) has been passed as a deregulation effort to encourage investment, its implementation in the field still encounters bureaucratic obstacles (Merissa, 2022).

In the assessment conducted by the Ombudsman of the Republic of Indonesia in 2022, the DPMPTSP of North Sulawesi Province was included in the locus of public service quality evaluation. This assessment is important as an indicator of the success of bureaucratic reform and improving public services. Good investment achievements in North Sulawesi show positive potential, but strengthening of ASN performance management is still needed to maintain and improve service quality.

Based on this background, the main focus of this study is: "How is the performance management of State Civil Apparatus in improving licensing and non-licensing services at the Investment and Integrated One-Stop Service Office of North Sulawesi Province?" The purpose of this study is to determine and analyze ASN performance management in improving the quality of public services, especially in licensing and non-licensing aspects in the DPMPTSP of North Sulawesi Province. Research on performance management in the public service sector has been widely conducted by academics.

The focus of these studies is generally related to the influence of managerial aspects on employee performance and the quality of service to the community. Research conducted by Irsyad, et al. (2021) shows that work ability has a significant influence on improving employee performance. The better the employee's work ability, the better their performance. This study uses a quantitative approach with descriptive analysis. In contrast to this study, the main focus is on ASN performance management in improving the quality of licensing and non-licensing services,

using a qualitative approach at the provincial government level, namely the DPMPTSP of North Sulawesi Province.

Furthermore, research by Mangar et al. (2021) identified that although the concept of performance management has been introduced, its implementation has not been optimal. The main obstacles include the low quality of performance planning documents, inaccurate performance measurements, weak internal evaluations, and limited HR competencies. This study focuses more on the aspects of accountability and institutions, while this study focuses on ASN performance management in the context of direct public services in the licensing sector.

Larono (2020), used a descriptive quantitative approach with measurements through the Public Satisfaction Index (IKM). The results of the study showed that the level of public satisfaction with licensing services was in the poor category. The main focus of this study is on evaluating public perception of services, while this study examines the internal side of the organization, especially ASN performance management as the main actor in services. Makalunsenge et al.'s research (2023) highlights the effectiveness of agency strategies in increasing investment.

Although the strategy is considered to be running well, there are still obstacles in implementation, such as the lack of public awareness of the importance of permit ownership. This study focuses on the strategic and external institutional aspects, while the focus of this study is on the internal managerial aspects of ASN which are directly related to service quality. The latest research by Dewi et al. (2024) discusses Online-Based Public Aspiration Services through the SIDUMAS Application in Badung Regency. The results of the study show that information technology innovation in public services can improve public access to services, although technical obstacles such as account verification and system accessibility are still found.

This study is different from this study which does not focus on the aspect of service digitalization, but rather on HR performance management in carrying out conventional service functions and based on the OSS (Online Single Submission) system. From the five previous studies, it can be seen that each contributes to enriching the understanding of performance management and public services from various perspectives, both from the aspect of individual work ability, accountability systems, public satisfaction, institutional strategies, to digital service innovation.

However, there has been no research that specifically examines ASN performance management in the DPMPTSP environment of North Sulawesi Province in relation to improving the quality of licensing and non-licensing services, using a qualitative approach and based on the theory of performance management according to Armstrong (2006), which includes the stages of planning, implementation, supervision, to overall performance evaluation. This study is expected to provide theoretical and practical contributions in deepening the understanding of how ASN performance management can concretely affect the quality of public services in the licensing sector, as well as become the basis for the formulation of DPMPTSP internal policies in performance-based HR management.

Methods

This study uses a descriptive qualitative approach with the aim of objectively describing the performance management of State Civil Apparatus (ASN) in improving licensing and non-licensing

services at the Investment and One-Stop Integrated Service (PTSP) Office of North Sulawesi Province. This approach allows researchers to study in depth the social dynamics, policies, and managerial implementation without manipulating the data obtained from the field. The reasoning used in this study is deductive, which is a method of thinking that is based on general theories or concepts to then be applied in a specific context. According to Barnes and Nobel in Yuriant et al. (2014), deductive reasoning is a valid method of drawing conclusions because it is based on previously known facts and theories. The research was conducted at the Investment and PTSP Office of North Sulawesi Province. The informants in this study were parties directly related to ASN performance management and licensing services. The informant determination technique was carried out purposively, considering the role and relevance of the informant to the focus of the research. The number of informants consisted of 16 people consisting of leaders and staff at the Investment and PTSP Office, Business Actors, Technical Team, Government Internal Supervisory Apparatus, Manado Ombudsman and the Community around the office.

Data collection was carried out using in-depth interview techniques, observations, and documentation studies. Interviews were conducted freely but remained structured, allowing informants to provide broad and in-depth answers. Observations were conducted to capture service phenomena directly in the agency environment. Meanwhile, documentation studies were used to obtain secondary data in the form of policy documents, activity reports, and organizational archives. Data were analyzed using the interactive analysis model from Miles & Huberman (1984), which includes 1). Data Reduction (Is the process of simplifying raw data from interviews, observations, and documentation. This stage aims to filter information that is relevant to the focus of the research, 2). Data Presentation (Data that has been reduced is then arranged in the form of narratives, tables, quotes, or other visualizations to provide a comprehensive picture of the phenomenon being studied), 3). Conclusion Drawing and Verification (Conclusions are drawn gradually along with the data collection and analysis process. The results of the analysis are then verified back to the informant as a form of validation of the research findings), and 4). Interpretation (The researcher interprets the meaning behind the categorized data to explain the phenomena that actually occur in the field, especially in the context of ASN performance management and public services). The analysis process is carried out simultaneously from the beginning of data collection to the end of the study, to ensure the depth and validity of the findings.

Results and Discussion

The Investment and One-Stop Integrated Service Agency (DPMPTSP) of North Sulawesi Province is a Type A regional apparatus formed based on North Sulawesi Provincial Regulation Number 6 of 2021 and is tasked with carrying out government affairs in the field of investment and one-stop integrated services. This agency has a vision of "North Sulawesi Advanced and Prosperous as Indonesia's Gateway to the Asia Pacific", with five main missions including improving the quality of human resources, strengthening the economy based on leading sectors, infrastructure development, sustainable development, and good and clean governance. In accordance with Regional Regulation No. 18 of 2020, DPMPTSP assists the Governor in carrying out regional authority and assistance tasks, with the service motto: fast, easy, transparent, accountable, and free of charge.

Argue that Performance Management is a strategic and integrated approach to delivering sustainable success to an organization by improving the performance of employees working in it and by developing the capabilities of the Team and Individual Contributors (Rumawas, 2022). Factors in improving licensing services include: performance/budget-based measurement, prioritizing customer (community) needs, individual process contributions.

Budget-Based Measurement at the DPMPTSP of North Sulawesi Province

The implementation of a budget-based performance audit (value for money audit) at the DPMPTSP of North Sulawesi Province shows the commitment of the local government in evaluating the effectiveness, efficiency, and economy of public licensing services. The audit results with a score of 86 which is included in the successful category are proof of the validity of the audit process carried out by the Government Agency Supervisory Apparatus (APIP). This audit approach is in line with a study conducted by Harahap et al. (2020) which emphasized that performance audits can be a strategic internal control tool to ensure accountability and transparency in the management of public service budgets. Through this audit, DPMPTSP can identify areas of improvement and establish sustainable recommendations to improve the quality of public services.

DPMPTSP formulates Key Performance Indicators (IKU) based on the 2021-2026 Strategic Plan (Renstra) which focuses on increasing investment as a driver of regional economic growth. The IKU reflects the alignment with the vision and mission of the North Sulawesi Provincial Government which emphasizes ease of doing business and a conducive investment climate. The determination of this IKU is in accordance with the performance management principles put forward by Kaplan & Norton (1996) through the Balanced Scorecard, where performance achievement is not only seen from a financial perspective but also from a strategic impact on regional development. A similar study by Wijaya & Kurniawan (2019) emphasized that indicators that are in line with the vision and mission of the regional government will facilitate program monitoring and evaluation and increase the accountability of public institution performance.

The hierarchical and systematic licensing service procedures at DPMPTSP are a reflection of the implementation of good governance. The service flow starting from the welcoming stage, registration, document inspection, verification to document issuance refers to a structured standard operating procedure (SOP), thus providing certainty of the process for business actors. This is consistent with the findings of a study by Prasetyo & Dewi (2021) which stated that a clear and standardized service flow can increase customer satisfaction and reduce the level of administrative errors. This mechanism also reflects the application of the principles of transparency and accountability in public services.

The use of a performance prism that adopts the Neely et al. model. (2005) in analyzing the performance of DPMPTSP showed that effective service does not only depend on administrative output, but also on the satisfaction of stakeholders, including governors, heads of departments, and business actors. A study by Sari & Purnamasari (2018) strengthens this finding by showing that stakeholder satisfaction is the main indicator of the success of public organization performance. Service strategies that prioritize communication, collaboration, and coordination across units are key to achieving optimal results and strengthening synergy between

stakeholders.

The success of DPMPTSP service performance is highly dependent on critical processes such as coordination between officers and adequate HR capabilities. The competency, loyalty, and collaboration factors possessed by employees are the main capital in providing excellent service. Research by Putri & Ardianto (2020) emphasizes that developing HR capacity through continuous training and coaching is an important investment that has a significant impact on improving the quality of public services. In addition, the verification process and effective communication between technical teams are also important elements in ensuring the accuracy and smoothness of the licensing process.

Although DPMPTSP has implemented risk-based licensing, there are still a number of challenges that hinder service optimization. Lack of coordination between technical sectors in verifying high-risk business permits causes delays in the process which can reduce business actor satisfaction. This finding is in line with the results of research by Lubis & Fauzi (2019) which states that system integration and synergy between institutions are the main obstacles in implementing risk-based licensing in local governments. Therefore, strengthening the coordination mechanism and revising the SOP need to be done to overcome these obstacles.

Investment realization (PMA and PMDN) and the public satisfaction index are quantitative and qualitative measures that describe the performance of DPMPTSP holistically. Based on the Investment Activity Report (LKPM) and BKPM regulations regarding risk-based licensing supervision, these indicators are able to provide a direct picture of the success of investment management and public services. This is in line with a study by Santoso & Rahmawati (2021) which emphasizes the importance of results-based indicators in evaluating public service performance, so that the government can be more responsive to the needs of the community and the business world.

The morning assembly which is routinely held at DPMPTSP functions as a means of controlling attendance, coordinating tasks, and forming strong work discipline. This activity also plays a role in increasing motivation and solidarity between employees. In line with the theory of human resource management revealed by Robbins & Judge (2017), work discipline and motivation are the main factors that influence organizational productivity and performance. Research by Lestari & Hidayat (2019) also found that morning assembly contributes positively to building a professional work culture that is oriented towards achieving organizational targets.

The implementation of tasks at DPMPTSP refers to top-down organizational communication and is supported by structured SOPs and E-Kinerja (Ekin) applications. This approach ensures that information and instructions are conveyed clearly and measurably. A study by Maulida & Kusuma (2020) revealed that consistent implementation of SOPs and effective communication are determining factors for success in carrying out government tasks, which ultimately improves the quality of public service.

Performance assessment using the 360-degree method at DPMPTSP is an innovation in ASN evaluation that involves assessments by superiors, peers, and subordinates. This approach increases objectivity and transparency in the evaluation process, and encourages continuous competency development. This is in accordance with research by Suharto & Hartono (2018)

which shows that the 360-degree assessment method can increase work motivation and strengthen a culture of constructive feedback in the organization. Routine OSS and FGD training are also important strategies in improving the technical and non-technical capabilities of HR.

DPMPTSP implements a performance-based reward system that refers to six assessment components, including budget absorption, discipline, and behavior. This reward system not only increases employee motivation but also encourages an increase in the overall quality of service. A study by Kartika & Hidayat (2020) emphasized that providing fair and transparent rewards is an effective strategy in building a productive and loyal work culture in the government environment.

The recognition received by DPMPTSP in the form of a predicate of public service compliance from the Indonesian Ombudsman for three consecutive years marks the success of implementing quality and consistent public services. Evaluation by the Ombudsman as a public service supervisory institution is very important in encouraging accountability and improving service standards. This finding is in line with research by Wibowo & Santoso (2022) which states that external supervision by independent institutions plays a significant role in improving the quality of public services.

Recommendations from the Ombudsman and field informants regarding the importance of more accurate and up-to-date data updates are the main focus in increasing service effectiveness. Valid and fast data management will support the evaluation process and more targeted decision-making. This is in accordance with a study by Anwar & Putri (2019) which emphasizes that digitalization and good data management are the foundations in developing a modern and responsive public service system.

Priority of Customer Needs (Society)

In the context of modern public services, the customer-oriented paradigm is a strategic foundation in improving service quality and strengthening the relationship between service providers and the community as the main users. Public organizations, such as the North Sulawesi Provincial Investment and One-Stop Integrated Service Office (DPMPTSP), must prioritize the needs and expectations of the community as customers to achieve service efficiency and increase public legitimacy towards government performance.

Customer orientation in public services is not only oriented towards momentary satisfaction, but also towards creating long-term value. In line with Zeithaml et al. (2017), customer-oriented services include a deep understanding of user preferences, continuous innovation in services, and responsiveness to feedback. In DPMPTSP, this approach is realized through efforts to meet 14 criteria for public service standards, as regulated in laws and regulations, including requirements, procedural mechanisms, service times, and transparent costs/tariffs.

Based on the results of interviews with HSK informants, the DPMPTSP service strategy is explicitly directed at ensuring the level of public satisfaction. This shows that this institution has implemented the principles of service excellence and customer satisfaction as key indicators of service success. This strategy also strengthens Grönroos' (2007) argument that public sector organizations that place customers at the center of the service process will gain greater legitimacy from the community and create shared value (co-creation of value).

The implementation of the Community Satisfaction Survey (SKM) is an objective measurement instrument for customer perceptions of service quality. Based on information from informant K.M., DPMPTSP holds SKM periodically every quarter, with a systematic methodology that includes the preparation stage, data collection, analysis of results, and reporting. The elements assessed in the SKM—such as implementer behavior, competence, procedures, and infrastructure—are important components in the theory of public service quality developed by Parasuraman et al. (1988) through the SERVQUAL model.

The results of the 2024 SKM which showed a value of "very good" reflect the effectiveness of the service system that has been implemented. This shows that there is a match between public expectations and perceptions of licensing services. Within the framework of public performance management, survey data such as this serves as a feedback loop to encourage continuous improvement, as well as being the basis for formulating innovative policies that are responsive to the dynamics of community needs. Thus, prioritizing customer needs not only reflects the government's moral response to the community's right to decent service, but also becomes part of adaptive and result-oriented public governance. As stated by Osborne (2010), 21st-century public service reform demands a bureaucracy that transforms from rule-based administration to citizen-centric service delivery.

Contribution of Individual Processes in Licensing Services

Modern public services are not only determined by policies and systems, but also depend heavily on the contributions of individuals within the organization. In the context of licensing services at the Investment and One-Stop Integrated Service Office (DPMPTSP) of North Sulawesi Province, the service process requires active involvement from various actors, both structurally and technically. The results of the study show that service effectiveness is greatly influenced by coordination between internal employees, decision-making officials, and cross-agency technical teams.

According to Robbins & Judge (2019), individual processes in an organization include factors such as perception, communication, decision-making, and motivation. In this study, it was found that one of the main challenges that hampered the service process was weak coordination with related technical agencies, especially in the use of the Online Single Submission (OSS) application. Delays in verifying permits by the technical team are a real form of suboptimal cross-sectoral communication, which has an impact on the speed of service.

This is in line with the findings in the Meneghello study (2017) which emphasized that collaboration between institutions in the public service system requires a structured communication framework, based on an integrated digital system. Ineffective communication hinders the coordination process and prolongs the duration of service, thus reducing the level of public trust in the bureaucracy. In addition to the communication aspect, limited digital infrastructure and low information technology (IT) literacy are also serious challenges in implementing digitalization of services. In the era of digital government (e-government), information technology competence is the main prerequisite for increasing efficiency and accountability of services (OECD, 2016).

The results of the interview revealed that DPMPTSP still lacks human resources who have

expertise in the field of informatics engineering, even though the digitalization of licensing such as OSS requires mastery of information systems, data security, and application management. The lack of training and development of employee competencies in the IT field can hinder the ongoing digital transformation process. Research by Criado & Gil-García (2019) emphasized that digital reform in the public bureaucracy requires long-term investment in human resource capacity and the development of adaptive technology systems. Furthermore, the results of the interview showed weaknesses in the aspects of regulation and investment promotion. The absence of Regional Regulations (Perda) concerning Ease of Investment and the lack of preparation of the Investment Potential Map have hampered the optimization of licensing and the achievement of performance targets.

The low coordination between provinces also indicates the need for a multi-level governance approach in managing business licensing, as emphasized by Peters & Pierre (2016) who stated that the effectiveness of public services in a decentralized system is largely determined by the ability to coordinate across regions and levels of government. Overall, the contribution of individual processes is a crucial element in supporting the success of digital-based public services. The involvement of human resources, effective communication, technological competence, and regulatory support are the main prerequisites for building a responsive, integrated, and accountable licensing system. Therefore, increasing human resource capacity, strengthening cross-agency coordination, and accelerating regional regulations need to be a strategic focus in future licensing service reforms.

Conclusion

Based on the results of research conducted at the Investment and One-Stop Integrated Service Office of North Sulawesi Province, it can be concluded that the performance management of this organization has shown significant achievements in several aspects, but there are still a number of challenges that require further attention to improve the quality of service as a whole. The North Sulawesi Provincial DPMPTSP has implemented performance management that is in line with the principles of performance-based measurement and is oriented towards customer (community) needs. This is evidenced by the recognition as one of the five locus units in the Public Service Performance Monitoring and Evaluation (PEKPPP) activities, as well as increased compensation for ASN in the form of Workload Allowances. In terms of individual contribution, weaknesses are still found in coordination with technical agencies, which causes delays in the licensing verification process by the Technical Team, especially in the OSS platform. This indicates the need for improvements in communication patterns, collaboration, and integration of tasks between institutions. Customer-focused services have provided positive results, as reflected in the results of the Community Satisfaction Survey (SKM) which obtained a very good category. This achievement shows that the community feels direct benefits from the services provided, especially in business licensing. There are still regulatory constraints in the form of overlapping authority between DPMPTSP and other technical agencies, which hinder the smooth running of the licensing process. This problem requires regulatory alignment and strengthening of DPMPTSP's authority in carrying out its strategic functions. The performance of human resources, especially front office service officers, is considered quite good. However, competency improvement is still needed, including mastery of foreign languages (English and Mandarin) and

certification in the field of public services to support services to domestic and foreign investors. Suboptimal digital infrastructure is an obstacle in the process of accelerating OSS-based licensing. There is a need to increase the capacity of infrastructure and technical human resources to support the target of digitizing services and attracting greater investment to the region. The unavailability of Regional Regulations (Perda) on Ease of Investment and Investment Potential Maps is a inhibiting factor in attracting investment. Acceleration is needed in the preparation of these Perda and strategic mapping of investment potential in the North Sulawesi region. Low coordination with other provinces also hinders the development of networks and promotion of cross-regional investment. Collaborative efforts between provinces are needed to strengthen networks and expand investment markets. The low awareness and skills of users in using OSS applications cause the digitalization process to take place more slowly. Therefore, technical assistance from DPMPTSP to applicants needs to be continuously improved so that the effectiveness of the digital system can be achieved optimally.

Suggestions

To improve the quality of ASN performance management, it is recommended that DPMPTSP consistently implement programs to improve the capacity of civil servants through continuous technical and non-technical training. The focus of training should include managerial skills such as time management, effective communication, and mastery of information technology that is in accordance with work needs. In addition, it is important to create a conducive work environment, by strengthening internal communication, improving relations between employees, and instilling the values of work ethic, integrity, and discipline through the internalization of ASN codes of ethics and codes of conduct on an ongoing basis. In order to optimize the effectiveness of employee performance, the use of information technology needs to be systematically improved. The implementation of a digital-based work system and public service applications can accelerate the administration process, increase time efficiency, and reduce dependence on manual procedures. This digital transformation not only encourages work efficiency, but also becomes an important instrument in increasing the accountability and transparency of public services to the community and business actors. To overcome the problem of overlapping regulations in the implementation of licensing services, it is necessary to harmonize policies through more coordinated delegation of authority. The existence of Governor Regulation Number 21 of 2024 concerning the Delegation of Authority for the Implementation of Business Licensing and Non-Licensing to the Head of the Investment and PTSP Service is expected to be a strong legal basis to accelerate the licensing process, clarify authority between agencies, and encourage business actors to be more obedient to the provisions of the required documents according to the Norms, Standards, Procedures, and Criteria (NSPK). To strengthen the commitment and loyalty of ASN to the organization, a performance evaluation system is needed that is carried out routinely and based on objective indicators. In addition, it is important for agency leaders to develop a transparent and accountable reward system. The reward can be in the form of financial incentives, such as performance allowances based on work results, or non-financial forms such as public recognition, opportunities to take certified training, and job promotions. Through this approach, it is hoped that a competitive, healthy, and results-oriented work culture will be created

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