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The Effect of Human Resources Development and Service Quality on Bureaucracy Reform and Good Governance

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Abstract

This research's aims are: 1) to analyze the effect of human resource development on bureaucratic reform, 2) to analyze the effect of human resource development on good governance, 3) to analyze the effect of service quality on bureaucratic reform, 4) to analyze the effect of service quality on good governance, 5) bureaucratic reform affects good governance, 6) to analyze the effect of human resource development on good governance through bureaucratic reform, and 7) to analyze the effect of service quality on good governance through bureaucratic reform. This research was conducted at the Technical Implementation Unit of Regional Revenue in the District / City of Central Sulawesi Province with a sample of 178 people using Structural Equation Modelling analysis. The results of the study found that 1) Human resource development has a positive and significant effect on bureaucratic reform, 2) Human resource development has a positive and significant effect on good governance, 3) service quality has a positive and significant effect on bureaucratic reform, 4) service quality has a positive effect and it is significant for good governance, 5) bureaucratic reform has a positive and significant effect on good governance, 6) Human resource development has a positive effect on good governance through bureaucratic reform that is perceived by state civil servants and 7) Service quality has a positive effect on good governance through bureaucratic reform.

Keywords: Human Resource Development, Service Quality, Bureaucratic Reform, Good Governance.

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Introduction

Human resources for the apparatus are the executors of the duties of a government agency for all organizational activities, for the smooth completion of the work process is very much determined by the ability of the human resources of the apparatus who handle the work. Even though in a good government agency and proper work procedures are supported by adequate work equipment if the human resources of the working apparatus do not or cannot carry

out their duties, the process of completing the work will experience obstacles.

The abilities and characteristics possessed by the human resources of the apparatus include knowledge, skills, and behavioral attitudes that are needed in carrying out their duties in a professional, effective, and efficient manner which is observed and measured will have an influence on



the success of the implementation of duties and work responsibilities Human resources apparatus are required to have competencies that are in line with their roles as government officials, namely competence in the field of public services and competence in the work sector that is inherent in their main duties and functions.

Human resources of the apparatus in carrying out the main tasks and functions of the bureaucracy are carried out by bureaucratic institutions as the dominant element of public service performance. The dynamics of service delivery and public policy achievement are highly dependent on the quality of the human resources of the apparatus. The existence of human resources officers occupies a very important position as the spearhead of government that is most directly know all the conditions and problems that exist in society.

The administration of the government as a system of government which is run by human resources according to the hierarchy of positions, there are 3 (three) main things in the implementation of effective and efficient governance against the principles of good governance, namely institutional, management and human resources of the apparatus.

Reform of the bureaucracy is always an option for local authorities as a door opener to create good governance, of eighth area change of the purpose of bureaucratic reform the management system of personnel resources become the most important factor as the main perpetrators of the bureaucracy that has the properties of professionalism, nimble and dynamic in work, respond quickly to changes that occur in the external and internal environment of the organization and improve the quality of services to the community.

However, the implementation of changes in the area of human resource management so far still seems not optimal in improving the quality of human resources of the apparatus. civil servants that do not match competence, the competency gap between employees who occupy positions with the competency requirements of the position, the performance of civil servants is not optimal, the integrity of the state civil apparatus is still low, the remuneration system is not performance-based, performance management is not yet running, the employee career development system has not been able to provide awards for employees with good achievements, employee training has not been oriented towards competency development, low salaries received, rampant practices of corruption, collusion, and nepotism among state civil servants, poor services provided, unclear levels careers of the state civil servants, the unavailability of information or good administrative records.

Law Number 32 the Year 2004 regarding Regional Autonomy also explains that there are 3 (three)

improvements to public services, namely: 1) improving public services; 2) increasing the role of community empowerment, and 3) increasing competitiveness. It appears that public services have an important role as one of the government's duties to regulate and carry out services to the community in accordance with their potential and regional diversity. The service function is the first and foremost function performed by local governments.

The results of field observations from the condition of the human resources of the apparatus in the Provincial Regional Revenue Technical Implementation Units in Central Sulawesi show that the majority of the personnel are senior high school education, amounting to 42.13% and 10.67% having a Master's degree. This shows the low human resources of the apparatus, this condition indicates that the human resources of the apparatus are not motivated to continue their education to a higher level, so there is a correlation, the higher the level of education, the better the quality of service provided, the ability to complete work is much better.

Literature Review

Human resource management is the process of obtaining, training, assessing, and providing compensation to employees, paying attention to work relations, health, security, and issues of justice (Dessler, 2015). Human resource management is part of the overall functional management of an organization that manages people who work for the organization to be able to create economic and social value effectively and efficiently in achieving organizational goals (Wirawan 2015). Human resource development is an activity that must be carried out by organizations so that their knowledge, abilities, and skills are in accordance with the demands of the work they are doing (Gouzali, 2000).

Triguno (2001) service is being able to serve at any time, quickly and satisfactorily, be polite, friendly and helpful, and professional. Sampara (2000) states that service quality is the service provided to customers in accordance with standardized service standards as guidelines in providing services. Sedarmayanti (2013) The things that need to be considered in service quality are service accuracy, courtesy and friendliness in providing services, responsibility for the completeness, ease of getting service, variations in service models, personal service and convenience in getting services. Zeithmal and Bitner (2000) stated that service quality can be measured: a) tangible (tangible); b) reliability (reliability); c) responsiveness (responsiveness); d) assurance (guarantee); and e) empathy

Governance Sedarmayanti (2013) governance is not only mean governance as an activity but also implies management, management, direction, guidance for implementation and can also mean governance. Governance

as a translation of government then develops and becomes popular as governance in its implementation called good governance. Sulistiyani (2011) states that there are three (3) main principles as an inherent good governance indicator: a) participation, b) transparency (openness) of information to state civil servants regarding government policies for the benefit of self-development; c) justice provides a fair opportunity for the state civil apparatus to develop themselves.

Hypothesis

1. Human resource development has a positive and significant effect on bureaucratic reform.
2. Human resource development has a positive and significant effect on good governance
3. Service quality has a positive and significant effect on bureaucratic reform
4. service quality has a positive and significant effect on good governance
5. bureaucratic reform has a positive and significant effect on good governance
6. Human resource development has a positive effect on good governance through bureaucratic reform that is felt by the state civil apparatus
7. Service quality has a positive effect on good governance through bureaucratic reform.

Methods

This type of research is explanatory research which aims to test and explain the hypothesized relationship between research variables (Faisal, 2010), namely the variables of human resource development, service quality to bureaucratic reform, and good governance. This research was conducted at the Technical Implementation Unit for Regional Revenue in the District / City of Central Sulawesi Province with a sample of 178 people, using Structural Equation Modeling (SEM) analysis.

Result

This study uses Structural Equation Modeling (SEM) analysis with the results is shown in Fig. 1.

From the overall model above, it shows a positive and significant number. The results of this study can be described as follows:

1. Hypothesis 1, the development of human resources impacts positively and significantly to the reform of the bureaucracy with the value probability = 0.000 (> 0.05) and the value of the critical ratio of 6.0 to 53 and Regression weight of 0.538
2. Hypothesis 2, human resource development has a positive and significant effect on good governance with a probability value = 0.000 (< 0.05) and a critical ratio value of 4.172 and a regression weight of 0.219.
3. Hypothesis 3, service quality has a positive and significant effect on bureaucratic reform with a probability value of 0.042 (< 0.05), a critical ratio value of 3.429 and a Regression weight of 0.232
4. Hypothesis 4, the quality of service affects positively and significantly good governance with a value of probability = 0.000 (> 0.05) and the value of the critical ratio of 4.652 and Regression weight of 0.189
5. Hypothesis 5, bureaucratic reform has an effect on good governance with a probability value = 0.000 (< 0.05) and a critical ratio value of 3.593 and a regression weight of 0.187. This coefficient shows that bureaucratic reform has a positive and significant effect on good governance.

Analysis of the direct effect, indirect effect, and total effect between variables in the model is used to compare the magnitude of the influence of each construct. The strength of the direct influence and the indirect effect based on the model built in this study is presented follow in Table 1.

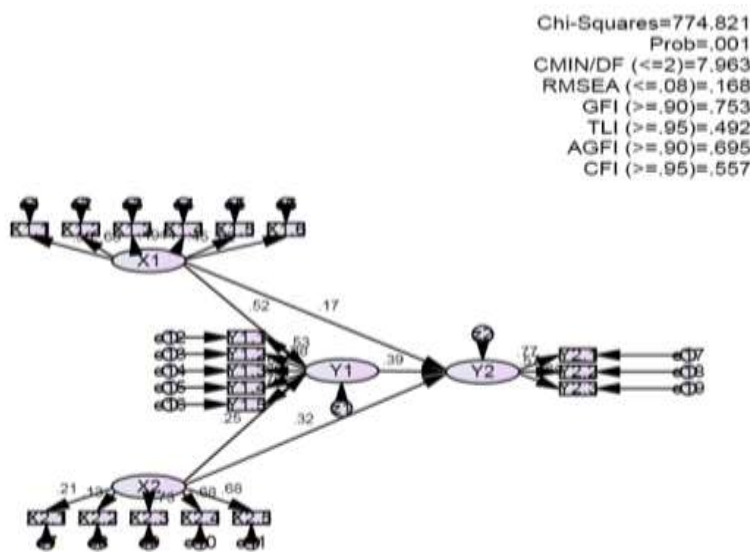


Fig. 1: Structural Equation Model (SEM)

Table 1: Direct and Indirect Effect Testing

S.N.	Variable	Influence			Comparison of Effects
		Direct Effect (DE)	Indirect Effect (IE)	Total Effect	
	Through Bureaucratic Reform				
1.	Human Resource Development (X1) Bureaucratic Reform (Y1)	0.538	0.000	0.538	TE = DE
2.	Human Resource Development (X1) Good Governance (Y2)	0.219	0.100	0.319	TE > DE
3.	Service Quality (X2) Bureaucratic Reform (Y1)	0.232	0.000	0.232	TE = DE
4.	Service Quality (X2) Good Governance (Y2)	0.189	0.043	0.232	TE > DE
5.	Bureaucratic Reform (Y1) Good Governance (Y2)	0.187	0.000	0.187	TE = DE

Table 1 shows that Hypothesis 6 states that human resource development affects good governance through bureaucratic reform, the amount of direct and indirect (total) influence is seen as a contribution (0.319) This means that human resource development has a positive effect on good governance through bureaucratic reform which felt by the state civil apparatus to have a positive effect.

Hypothesis 7 states that service quality affects good governance through bureaucratic reform, the amount of direct and indirect (total) influence is seen as a contribution (0.232) This means that service quality has a positive effect on good governance through bureaucratic reform that is felt by state civil servants has a significant effect positive.

Discussion

Human resource development has a positive and significant effect on bureaucratic reform with a probability value = 0.000 (<0.05) and a critical ratio value of 6,053 and a regression weight of 0.538. This finding is in line with the studies of Pardede and Mustam (2017), Praptono (2012). Human resource development for a powerful bureaucracy must be carried out in a comprehensive and comprehensive manner which includes knowledge development, skill development and attitude development as well as apparatus capable of using equipment, procedures, or techniques from a particular field. However, this research contradicts the results of the study of Ideram and Supriyono *et al.* (2015) that the implementation of bureaucratic reform in the promotion and transfer of structural positions which is oriented towards the professionalism of human resources of the apparatus has changed, is limited, and tends to be closed due to elements of collusion (attitudes and actions, not honesty by making agreements in secret) and nepotism (choosing relatives or close friends based on their relationship not based on their abilities) so that the apparatus does not have the same opportunity to create a professional and competent civilian apparatus. The findings of this study are that the development of human resources

for the apparatus requires promotion to the apparatus to increase knowledge and produce accountable, competent, and performing human resources. In addition, the promotion has a very significant value as recognition of work results or achievements and can improve the career of human resources in the apparatus to strengthen bureaucratic reform in service arrangements to produce quality public services at UPT Regional Revenues throughout Central Sulawesi.

Human resource development has a positive and significant effect on good governance. This finding is in line with Sumarni's (2019) study which states that human resource development has a positive and significant effect on good governance. Marlianti (2013) states that to realize good governance, the government must improve the professionalism of its officials, namely having to have the knowledge, ability, and equality. This finding does not support the results of Mildiana's (2014) study which found that the apparatus recruitment system is speculative. partial is not seen as integral, the appointment of officials is still under the influence of political pressure and the placement process is also very irrational which results in the government's system of creating good governance which is not optimal. The government's mistake in this process did not apply the principles of participation, rule of law (Rule of Law), transparency, responsiveness, accountability in the placement of employment policies in structural positions.

Service quality has a positive and significant effect on bureaucratic reform. This finding is in line with the studies of Desi *et al.* (2016), Wulan and Mustam (2017) that improving the quality of public services in the context of bureaucratic reform is to provide services to the public that are faster, cheaper, safer, and easier to reach. The program to improve the quality of public services is carried out by implementing standard operating procedures in work units, implementing minimum service standards, and increasing community participation. Increasing the quality of public services is measured through 5 (five) dimensions of service



quality, namely tangible (physical evidence), reliability (reliability), responsiveness (responsiveness), assurance (assurance), and empathy (empathy). In line with thinking (Triguno, 2001) defines quality as a standard that must be achieved by a person/group/institution/organization regarding the quality of human resources, the quality of work methods, processes, and work products or products in the form of goods and services.

Service quality has a positive and significant effect on good governance. This finding is in line with the study of Anwaruddin *et al.* (2015), which states that the implementation of bureaucratic reform in licensing services focuses on three aspects, namely bureaucratic restructuring, operational standards rearranging procedures, and structuring institutions and resources. human to improve the quality of service. However, this finding is not in line with the study by Nugraha *et al.* (2015) which states that the quality of public services from a good governance perspective is still low. Surjadi (2009) states that the essence of public service is providing excellent service to the community which is a manifestation of the obligations of government officials as public servants. Efforts to improve the performance of public services are related to the development of three main elements, namely elements of service delivery institutions, service processes, and human resources for service providers.

Bureaucratic Reform has a positive and significant effect on Good Governance

Bureaucratic reform requires improvements in public services so that it will improve the implementation of good governance as a form of transparency/openness in providing information available that can be provided and can be obtained by the wider community. The public has the right to obtain information concerning public interests. The importance of bureaucratic reform as an effort to comprehensively improve the bureaucracy to realize a more effective, efficient, and productive good governance of the organizational aspects, human resources of the apparatus, procedures, and regulations, as well as improvements in the aspects of supervision and accountability to provide added value to the quality of public services in achieving goals in UPT Regional Revenue in Central Sulawesi Province.

This finding is in line with the study of Bernia *et al.* (2017), which states that bureaucratic reform has a positive and significant relationship to good governance. Bureaucratic reform is a government effort to achieve good governance in carrying out fundamental changes through the system of government administration, especially regarding aspects of the institution (organization), management, and human resources of the apparatus. Furthermore, the study of Kurniawati (2018) found that bureaucratic reform has a positive and significant impact on the application of the principles of good governance and the quality of public

services. Bureaucratic reform does not have a direct effect on organizational performance, but has a positive and significant impact through the application of the principles of good governance and improving the quality of public services. Sedarmayanti (2013) efforts to realize good governance can be started by building a foundation for the democratization of state administration and efforts to improve governance so that good governance is realized, that governance is aimed at creating public service functions. Furthermore, Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025 and Regulation of the Minister of PAN and RB Number 20 of 2010 concerning the Road Map for Bureaucratic Reforms 2010-2014 are essentially an attempt to reform and make fundamental changes to the system of governance, especially regarding institutional aspects (organization), management (business processes) and human resources apparatus.

However, this finding is not in line with Desiana's (2014) study that the implementation of bureaucratic reform in local government administration has generally not achieved very satisfactory results. The principles of good governance have not been applied properly to the performance and quality of services in the implementation of the regional government, in the future it is necessary to organize the system, structure, and culture of the bureaucracy so that the bureaucratic apparatus can work according to predetermined standards. It is necessary to increase control/supervision of the bureaucratic apparatus by an independent institution (Ombudsman) so that the bureaucratic apparatus in carrying out their duties can apply the principles of good governance. The study by Ririhena *et al.* (2015) states that bureaucratic reform at the Merauke District Health Office has not run optimally, where efforts to improve health services in Merauke have not implemented the principles of good governance so that bureaucratic reform has a negative and insignificant effect on the principles of good governance in the Office Merauke District Health. This condition occurs because the problem of recruitment and staffing has not been based on competence and professionalism and the integrity factor of the existing bureaucrats or employees. In addition, the institutional structure also affects the performance of the existing bureaucracy, where the merger unit will greatly affect the process of delivering services to the community. This is also greatly influenced by political power, where the issue of placing officials cannot be separated from political factors.

Service quality has a positive effect on good governance through bureaucratic reform. These findings indicate that bureaucratic reform has a greater contribution to the effect of service quality on good governance through aristocratic reform when compared to the direct effect of service quality on good governance. These findings indicate that if the



quality of service increases through bureaucratic reform, good governance will be better. This study also found that bureaucratic reform in the aspect of public services (as a dominant indicator for forming latent variables) requires responsiveness (as a dominant indicator for forming latent variables) as a strategy to improve service quality through changes in attitudes and characters of bureaucratic actors as new identities of government officials and redesigning the implementation process with a service implementation strategy to create better governance (good governance) in every sector of government public services in the form of transparency (as the dominant indicator forming latent variables) to be able to truly contribute to the agenda of public information disclosure and public service.

This research is in line with Martain's (2015) study that bureaucratic reform and the embodiment of good governance in the perspective of public services at the Tenggarong sub-district office are carried out well, this can be seen from: 1) the number of human resources who provide services both in quantity and quality is adequate and the educational qualifications possessed by the apparatus as well as the structural functions occupied by officers with educational qualifications and rank groups are adequate for officers placed in existing structures, 2) The level of community participation in accessing services provided is relatively normal, 3) absence acts of discrimination in services carried out by the apparatus for people who need services, except for people with special needs, 4) all types of services provided can easily be accessed by the community, clear about procedures, conditions, fees to be paid, was the completion point to the standard of service, 5) the method used to respond related to public needs is to ask the community directly about what needs and types of services are needed by the community concerned, 6) bureaucratic reform and implementation of good governance in the Tenggarong sub-district office is carried out by good. Raharjo (2015) states that bureaucratic reform has had a positive and significant impact on service quality at the Representative Office of the Secretariat General of the Indonesian Regional Parliament through eight (8) areas of change, namely: change management, Legislation Arrangement, Organizational Structuring, Management Structuring, Resource System Structuring People for the Apparatus, Strengthening Accountability, Strengthening Supervision and Improving Public Services have been successfully implemented, especially in the field of improving public services

These findings support Sedarmayanti's (2013) thinking that bureaucratic reform is a fundamental effort to make changes for the better. The impact of the changes is on the existing structures and systems within the bureaucracy. The system is a link between elements or elements that influence each other. While the structure is related to order regularly. The changes include human resources, infrastructure,

organization, and the environment. Therefore, bureaucratic reform is binding on the existing systems and structures in the bureaucracy to carry out various changes comprehensively and dynamically in accordance with the needs for a better order. However, this finding is not in line with the study of Guntur *et al.* (2017) that the application of the principles of good governance in public services at the Faculty of Social Sciences, Makassar State University from the aspects of accountability and the aspect of rule of law is still not good. Lack of transparency regarding budget management, especially in the implementation of activities that were rarely reported to the people involved in the committee. In addition, the rule of law at the Faculty of Social Sciences, Makassar State University has not been implemented, resulting in a sense of injustice from the leadership in serving students. Ikhwan (2013) states that public service is the provision of services by government agents through their employees or civil servants. Public service bureaucratic reform is an effort to improve the performance of public services to produce good service quality. Furthermore, the United Nations Development Program, 1997 (Sedarmayanti, 2013) states that the principles of good governance consist of; participation, legal certainty (rule of the law), transparency, responsibility (responsiveness), consensus orientation, justice (equity), effectiveness and efficiency (effectiveness and efficiency), accountability (accountability), vision strategic (strategic vision).

Service Quality has a positive effect on Good Governance through Bureaucratic Reform

These findings indicate that bureaucratic reform has a greater contribution to the effect of service quality on good governance through bureaucratic reform when compared to the direct effect of service quality on good governance. These findings indicate that if the quality of service increases through bureaucratic reform, good governance will be better. This study also found that bureaucratic reform in the aspect of public services (as a dominant indicator for forming latent variables) requires responsiveness (as a dominant indicator for forming latent variables) as a strategy to improve service quality through changes in attitudes and characters of bureaucratic actors as new identities of government officials and redesigning the implementation process with a service implementation strategy to create better governance (good governance) in every sector of government public services in the form of transparency (as the dominant indicator forming latent variables) to be able to truly contribute to the agenda of public information disclosure and public service.

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Raharjo's study (2015) states that bureaucratic reform has a positive and significant impact on the quality of services at the Representative Office of the Secretariat General of the Indonesian Regional Parliament through eight (8) areas of change, namely: change management, Legislation Arrangement, Organizational Structuring, Management Structuring, Resource System Structuring Human Resources for Apparatus, Strengthening Accountability, Strengthening Supervision and Improving Public Services have been successfully implemented, especially in the field of improving public services. These findings support Sedarmayanti's (2013) thinking that bureaucratic reform is a fundamental effort to make changes for the better. The impact of the changes is on the existing structures and systems within the bureaucracy. The system is a link between elements or elements that influence each other. While the structure is related to order regularly. The changes include human resources, infrastructure, organization, and the environment. Therefore, bureaucratic reform is binding on the existing systems and structures in the bureaucracy to carry out various changes comprehensively and dynamically in accordance with the needs for a better order.

This research contradicts the study of Guntur *et al.* (2017) that the application of the principles of good governance in public services at the Faculty of Social Sciences, Makassar State University from the aspects of accountability and the aspect of rule of law is still not good. Lack of transparency regarding budget management, especially in the implementation of activities that were rarely reported to the people involved in the committee. In addition, the rule of law at the Faculty of Social Sciences, Makassar State University has not been implemented, resulting in a sense of injustice from the leadership in serving students. Ikhwan (2013) states that public service is the provision of services by government agents through their employees or civil

servants. Public service bureaucratic reform is an effort to improve the performance of public services to produce good service quality.

Conclusion

1. Human resource development has a positive and significant effect on bureaucratic reform.
2. Human resource development has a positive and significant effect on good governance
3. Service quality has a positive and significant effect on bureaucratic reform
4. Service quality has a positive and significant effect on good governance
5. Bureaucratic reform has a positive and significant effect on good governance
6. Human resource development has a positive effect on good governance through bureaucratic reform that is felt by the state civil apparatus
7. Service quality has a positive effect on good governance through bureaucratic reform.

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