

**Prospects and Challenges of Implementation Citizen's Charter  
(Innovation of Public Services at the Community Health Center Jayapura District)**

**Soemedi Hadiyanto\***

\* Students Doctoral Program in Social Sciences University of Cenderawasih

\*Senior Lecturer Papua Province Health Workers Training Center in Jayapura

contact: soemedi\_hadiyanto@yahoo.com

Papua Province Health Workers Training Center

Jl. Padang Bulan II Abepura Jayapura 99351, Telp/Fax. +62967 581347

**Abstract**

**Introduction** : Citizens Charter indicates the rights and services available to the public, service procedures, forms available services and community obligations that must be met (Haque, 2005).

**Objective** : This paper seeks to examine the prospects and challenges of implementation of Citizens Charter as a public service innovation in Jayapura subdistrict health center.

**Method of approach** : the scope of this paper started in 2000 until today, especially with regard to the implementation of public service experience of the health sector and implementation of Citizens Charter in Indonesia and based on secondary sources of information, and using a combination of descriptive and analytical methods.

**Study Results** : This paper shows that despite the bureaucratic reform, especially public services have stepped into the right direction, the impact has so far been less than expected. Despite some reforms and improvements they have made in the provision of services, the public continues to suffer from bureaucratic inefficiency, corruption and a host of other problems, so it shows the gap between the rhetoric and reality of public management reform in Indonesia. It is expected to be the opportunities and challenges for scholars interested in public management (Citizens Charter)-either in academics or policy makers, especially in the implementation in Jayapura .

**Conclusions** : Implementation of the Citizens Charter will efficiently and effectively if attention to some factors : campaigns and dissemination of all stakeholders should be designed and carried out innovative, effective and sustainable to obtain a change of attitude and cultural wisdom ; involve staff in each formulation and implementation ; must have a mechanism structured on monitoring and evaluation, and preferably through an independent agent.

**Keywords** : implementation of Citizens Charter, health centers, innovation, prospects and challenges.

**I. Introduction**

Public service is a public right as stipulated in the constitution of the Republic of Indonesia in 1945, as a constitutional right that must be met by the state, not least the health sector public services. According Mahmudi (2010), the public service is all service activities undertaken by public service providers as addressing the needs of the public and the implementation of the provisions of the legislation. Thus, giving good public service is the primary duty of civil servants, as servants of the state and public servant. Good public

services is an important element of good governance (good governance). Good governance in the form of the use of power at all levels of government in an effective, honest, equitable, transparent and accountable (Kaufman, 2009).

The quality of public services is a real issue that is directly in contact with the needs of the community. In fact, these rights have not been obtained by the public. The results of the Governance and Decentralization Survey (GDS) of 2002, proposed by Dwiyanto, et.al. (2003), there are three important issues that

frequently occur in the administration of public services in Indonesia, namely: first, the magnitude of discrimination in service. Service delivery is still heavily influenced by the relationship of buddies, the similarity of political affiliation, ethnicity and religion. Second, the lack of certainty of time and cost. The difference between the time and the cost of the actual necessary and desired by the community is still very far away. This uncertainty is often the cause of corruption, collusion and nepotism, because employers tend to choose to bribe a high cost to the service provider to get the service and quality assurance. Third, as a consequence of both the above, the low level of public satisfaction with public services.

A review of the public service to the concept of Citizen's Charter in government agencies, shows that up to now the quality of public services in Indonesia is still characterized by difficult access, procedures complicated, high cost due to the practice of informal payments (Soeprapto, 2005). According Dwiyanto, et.al. (2003), that there is still a tendency of the injustice in the public service, where people are classified as poor have service. Conversely, for those who have "money", very easy to get everything you want. Bureaucratic officials considered "money" was as natural as it is an expression of gratitude for his services facilitate the services desired by the community. This trend raises the potential danger in the life of the nation, one of which is causing an increase in the sluggish economy and at a certain stage can be detrimental to the nation of Indonesia as a whole.

Administrative management of the public service has undergone rapid changes over the development of globalization, decentralization and democracy. The changes were accompanied by increased public dissatisfaction thus encouraging the development of public service governance model (Ghuman : 2002; Peters : 2001; Christensen and Laegreid : 2000). In the last two decades, initiatives to improve governance of public services started by the British in 1991 by the Citizens Charter as a commitment to a major program of public sector reform agenda

of quality of Prime Minister John Major (Falconer and Ross, 1999) . Citizens Charter then applied also by India (Haque, 2005). The successful implementation of Citizens Charter in the UK are impressive (Duggett : 1998) , has made the innovation popular around the world (Ghuman : 2002) .

Quality of service to the community (the public) are often the measure of success of an organization/government agency. Government should always be able to provide services with quality approaching community expectations. The Indonesian government may adopt a Citizens Charter, which is an approach to public service that puts service users as a service center. That is, the needs and interests of the service user should be the primary consideration in the whole process of public service (Soeprapto, 2005). This step is done so that the government is racing to implement better public services. One of the key prerequisites for the achievement of the MDGs (Millennium Development Goals), namely the acceleration of human development and poverty eradication are the application of the principles of good governance.

Citizens Charter is a public document which determines the expectations of the public when dealing with service providers. Consists of step procedure for the provision of certain services and the degree of performance that ensures appropriate public get service expectations. Citizens Charter indicates the rights and services available to the public, service procedures, forms available services and community obligations that must be met (Haque, 2005). Citizens Charter became an instrument to improve the transparency, efficiency, accountability and quality of public services. It also empowers people by giving them access to information about service standards institutions and provide solutions to society if they are not satisfied with the quality of service provided.

In Indonesia, before the law number 25 of 2009 concerning public service legislation, on April 10, 2007, East Java Province has set the year 2007 as the Launching : Year of Public Service Standards. Currently around 10 % of

public agency service providers in East Java already has a standard approach to public service with the Citizens Charter, for example, Gurah Kediri health centers was honored as an example of best practice in the highest forum of WHO. The success of quality public services in East Java because of the presence and support of the three main pillars, namely the government as a public service providers, the community as a user, and the Public Service Commission as an external supervisor (Kardjuni, 2010).

The results obtained there seems to be a lot of progress and promising prospects of implementation of Citizens Charter in other areas. Collaboration strategies in building trust between providers and users of the service was very effective as an effort to improve the performance of public services. Basically, this kind of collaboration strategy is certainly very much in line with the idea for the creation of good governance in Indonesia, including the challenges of its implementation in the Province of Papua.

Providers of public services in the health sector is the first level community health centers (Puskesmas). Health centers are implementing units in the area of health service subdistricts. Development at the district level health centers/subdistrict has a very important role in maintaining public health. When functioning properly, it will be able to provide quality services to people who need health center.

Based on the description above, the Citizens Charter is a public service reform initiatives need to be implemented district/city governments, especially in the health center as a guide for action and ensure the functioning of the public service goes well. Citizens Charter is expected to bring changes in the way health centers and staff provide services to its customers.

#### A. Formulation Problems and Questions

Good public service is the primary task of the civil service, as civil servants and public servant. The quality of public services is a real issue that is directly in contact with the needs of the community. In fact , these rights have not been obtained by the public. Citizens Charter is

a public service reform initiatives need to be implemented district/city governments, especially in the health center as a guide for action and ensure the functioning of public services going well. Citizens Charter is expected to bring changes in the way health centers and staff provide services to customers, as it proves the success of its implementation in several regions in Indonesia. Since 2012, USAID KINERJA implement public health services and the opportunity to apply the Citizens Charter in public health center especially Jayapura district. Thorough questions : To what extent are the prospects and challenges of implementation of Citizens Charter can improve and increase transparency, accountability and quality of care at the health center of Jayapura district?

#### B. Research Objectives

1. General Purpose : discuss the prospects and challenges of implementation of Citizens Charter in effect for improving transparency, accountability and quality in the provision of services at the health center of Jayapura district.
2. Special purpose ;
  - a. discuss strategies and approaches used in formulating, implementing and institutionalizing the Citizens Charter.
  - b. discuss the prospects and challenges of implementation of Citizens Charter in effect for improving transparency, accountability and quality in the provision of services at the health center of Jayapura district.
3. Method of approach : the scope of this paper started in 2000 until today, especially with regard to the implementation of public service experience of the health sector and implementation of Citizens Charter in Indonesia and based on secondary sources of information, and using a combination of descriptive and analytical methods.

## II. Literature Review and Discussion

### A. Public Management Reform and New Public Management (NPM)

Public service sector has long been a target of criticism, especially because it is inefficient, bureaucratic, less flexibility, accountability ineffective and poor performance. These conditions have prompted administration reform and reorganization to address various administrative problems, improved efficiency and performance of the public service bureaucracy. Public management reforms have been initiated since the early 1980s, even the latest reforms have the scale and intensity changes have broader impact. These reforms not only change the structure and the operations of the public bureaucracy, but to radically alter the nature and role in society (Siddiquee, 2006).

Reform of the bureaucracy of the old form (Old Public Management) into a better shape then raised some new concept or framework. Purwanto, et.al. (2005), to mention a few formulas that can be used to improve public service management. Three improvement strategies, namely privatization, excellent service, and establish a new vision and orientation. Then another, more complete proposal demands for more public service management professionals, have entrepreneurial spirit, and able to act as a facilitator. Management of public services are expected to be more administrative in nature. The concept or formula known as New Public Management (NPM), which is the character of service management entrepreneurship.

The doctrine of New Public Management (NPM) and Reinventing Government is based governance reform experience in America, Europe and New Zealand, which is propagated through the World Bank's policy to developing countries. NPM is regarded as one side of the liberation efforts of government management of the administration of classical conservatism with road entering the private sector by working in the government sector. Thus in line with the view of Osborne and Gaebler (1992), NPM change perspectives government work be aligned with the private sector (Denhardt and Denhardt, 2003). NPM is a new paradigm that

replaces the classical bureaucratic paradigm of public management (Gow and Dufour, 2000).

The concept of New Public Management (NPM) is an important issue in public sector reform. The concept of NPM also have relevance to the problems of public sector performance management as a performance measurement to be one of the primary principles of NPM. The debate about the performance of public administration around the world are always marked by dissatisfaction. The tendency of bureaucracy and bureau-ratization of modern society actually perceived concern, thus described the presence of more forecasting and development of bureaucratic practices most rasionalpun not biased regarded as good news, but a catastrophe and disaster are a scary (Blau and Meyer, 1987).

Good governance has become a buzzword in the formulation of government policy objectives bureaucratic reform in order to transformation and utilization of state administration system in the broadest sense. Public service is one of the main functions in the administration of the government the duty of the government apparatus, based on the Decree of the Minister of State for Administrative Reform Number 63/Kep/M.PAN/7/2003 dated July 10, 2003 in paragraph 1, point c mentions the notion of public service is all service activities carried out by government agencies as addressing the needs of people, communities, government agencies and legal entities as well as the implementation of the provisions legislation.

Many problems arise, the New Public Management (NPM) is considered to be doing a lot of improvements to make changes to shake up the sleeping public organizations and serve themselves through the ideas from the private sector (Oluwo, 2001). New Public Management (NPM) has a strong focus on internal organization, in the sense that the NPM working to improve public sector performance by using a method commonly used by the private sector.

Public services related to governance and accountability of the bureaucracy in running performance and administrative functions. Health center/ hospital is one of public service

institutions that play an important role for the improvement of public health degree. Health center/hospital is required to serve the community, be able to compete, provide quality and affordable services to the community. With the increasing demand for health centers/hospitals to improve their services, many of the problems associated with the limited budget available, the flow of bureaucracy that is too long and difficult to measure performance, through the paradigm of New Public Management (NPM), health center/hospital is expected to increase professional, encouraging entrepreneurship, transparency, and accountability in the context of good public service.

Hudges (1992) says that "government organization are created by the public, for the public, and need to be accountable to it". Public organization created by the public, for the public, and therefore should be responsible to the public. Based on this opinion, leader of public organizations are required to achieve accountable for the performance of the organization. The main purpose of public organizations are providing services and achieve optimum levels of community satisfaction.

Public demand quality public services, requires improvements in public management. The high level of the service user complaints show that the government as public organizations are still not fully able to create a service system that is acceptable in the eyes of the people. Somehow it has had an impact declining public trust in public organizations. Nunik (2001) says that the level of public trust to public organizations began to decline. Further said that in most public organizations are still frequently encountered functions of setting a more dominant than the service function. This certainly must be addressed wisely is by interospeksi and then make changes and significant improvements .

To realize a quality service, the government has made various public management reform agenda (Nugroho, 2003). Broadly speaking, there are three (3) methods of public management reform, namely : (1) Methods to

Improve Service Delivery, (2) Methods to Increase Efficiency, and (3) Methods to Improve Governance. This method implies that the agenda improving quality of public services, improved efficiency and increased governance (the three pillars) has always been the main agenda in the public management reforms in various countries. In Indonesia, three of the agenda is the reference in improving public services .

In carrying out public management reform agenda above, there are two parties should be able to work together to achieve a quality of service (LAN, 2003). On the one hand, we face a society that is increasingly critical as well as those who are oppressed conditions and economic needs that are mostly located in the lower middle class, so they want to be addressed immediately demands fast, accurate and inexpensive. So when public management reform efforts by the government have not been able to optimally meet the demands of the society, people always give a negative label and sometimes destructive behavior, does not support the government's agendas. On the other hand, we should appreciate that the government is constantly moving and trying to provide the best service for the community. Various policies, strategies and programs, both national and local agendas aimed at improving the quality of public services, the application of the concept of efficiency in the public sector (due to budget constraints), as well as the three pillars of good governance collaboration and menerapkan principles. Such efforts require time and community support.

## **B. Experience the history of Citizens Charter and Implementation in Indonesia**

As an effort in meeting the demands of the community for the quality of public services, local government with its authority to do some innovative strategies and adoption programs in improving and optimizing service delivery for achieving good governance in the public service. The forms of innovation and adoption of public service programs that have been

developed in several areas among which the quality management system implementation services (Total Quality Management), Citizens Charter, the use of technology and information (e-Government), public-private partnership program, and so forth (Bilyastuti, et.al., 2012).

Citizens Charter concept was first formulated and implemented in the UK in 1991 precisely in the era of Prime Minister John Major as a national program, where all national and local government organizations in the UK were asked to define or set standards of customer service are made based on feedback from customers who aim to continue improve the quality of public services to respond to the desires and needs of users. Citizens Charter is an approach to public service that puts service users as a service center, meaning that the needs and interests of the service user should be the primary consideration in the whole process of public service. Citizens Charter then becomes a source of inspiration to be replicated in the United States, Canada, France, Belgium, Australia and Italy (Osborne and Plastrik, 1997). Later Citizens Charter became an important part of the Charter of Fundamental Rights in the European Union. Citizens Charter is a public statement signed by the local service staff to guarantee a certain quality and quantity of services, where there is a specific constituent or group of customers, Citizens Charter can be agreement signed by both parties and usually displayed at the location where the service is provided. Customers will use the charter as a basis for assessing the service, and to file a complaint if agreed standards are not met (Center For Good Governance, India, 2008).

Some thoughts on the district/city and province in Indonesia, for example, East Java Province, an area of best practice programs Citizens Charters in public service. Achievement Gurah Kediri Health Center, which is a health care institution for a small community, in fact, been able to hold public service standards of the Citizens Charter. All health centers in East Java are required to implement the six main programs and program development. In addition, each health center quality of health

services must meet professional standards or Standard Operating Procedure (SOP) in serving patients. This must be done because every health center in East Java will be directed in the form of Citizens Charter services. Some examples of health center-based services and Entrepreneur Citizens Charter, include the health center in Pasuruan Gempol who have obtained ISO, Tlogosari Health Center, Bondowoso as a health center with inpatient facilities Neonatal Care Basic Emergency Obstetric (BEONC). Pragaan health center located on Highway Sumenep-Pamekasan which has five excellent products, include 24hour emergency room, leprosy eradication program, the village of standby, BEONC and pulmonary tuberculosis eradication program. Tandes Balongsari health center, health center Surabaya as implementing the Balanced Score Card (BSC) is oriented to customer satisfaction by implementing various innovations (Kardjuni, 2010).

As a public service agency, the health center is Gurah Kediri has implemented the use of Information Technology-based local area network of computers in each unit of service. That means the health center has been running a public service that is quite satisfying consumer or Maximum Service Standards quickly. Benefits, the data base can be safely stored in electronic form. The implementation of the management system since 2002 originated from two computer units and now has 10 units. Thanks to the progress of this health center, health center Gurah often honored as an example of best practice in the highest forum of WHO.

On 10 April 2007, East Java set the year 2007 as the Year of Launching Public Service Standards. That means there will be a big change in the public service in this area. Of the many providers of public services agency in East Java, about 10 % already have a public service standards based approach to the Citizens Charter (Kardjuni, 2010).

There are several things that cause the success of quality public services in East Java, the presence and support of the three main

pillars, namely the government as a public service providers, the community as a user, and the Public Service Commission as an external supervisor. The three main pillars of this is an integral part to ensure the successful implementation of East Java Regulation No. 11/2005 on Public Service (Kardjuni, 2010).

In addition to best practice in East Java, the researchers from the Center for Population and Policy Studies (CPPS) and MAP UGM Gadjah Mada University also has a self-test and facilitation of the implementation of the Contract services in several regions in Indonesia. Aspects that are facilitated by the Contract Services includes services is still limited in the field of health, population, and licensing. For the example above, in the town of Blitar, the focus is on the service contract facilitation services at the health center, in the district of Semarang is focused in several districts in terms of service identity cards, hindrance ordinance (HO) or Disturbance Permit and Permit Place of Business, while in the city of Yogyakarta is focused on the affairs of Birth Certificate (Dwiyanto, et.al., 2003).

In the Deli Serdang in North Sumatra, the local Health Department makes a pilot program for service excellence in five of the 32 health centers. Citizens Charter became the basis for the "service with a smile", with each member of the health center staff wearing badges smile that showed their willingness to serve. At the entrance of each health center now has a glass box with three compartments color-coded red, yellow and green (less, normal, and good service) and a box containing a piece of paper with the same color. Patients can reveal the level of satisfaction with the services provided by incorporating the color of their choice in the appropriate slot. They can also write specific comments on the paper if they wish (LGSP USAID, 2009). During the first quarter of 2009, one health centers in Tanjung Morawa showed a 6% increase in visitor numbers as a result of increased confidence in the services provided. Also in 2009, the first survey by local civil society organizations shows rate of 82% service satisfaction. These results will be the

basis in which the customer satisfaction will be measured in the future. Most importantly, the local health department has a mechanism to regulate the system of checks and balances based on the rules of the Citizens Charter so that punishment and rewards can be applied (LGSP USAID, 2009).

Application of Service Contract in Bogor city has also succeeded in increasing the effectiveness of services in the field of population. In the city of Mataram, West Nusa Tenggara, mediation between service providers and service users who are using methods Contract Services also managed to significantly improve the quality of care in the handling of garbage. A service contract modification is supported by the e-government policy is also performed in Purworedjo district, Central Java. Later, the trial Contract Services also been implemented in the District Lemboto Gorontalo province, city and district shavings Binjai in North Sumatra. Through collaboration with the Partnership for Governance Reform, is now also being initiated to expand the application of the Contract Services in another county or city in Indonesia (Kardjuni, 2010).

The role of government has changed according to the demands of a growing and dynamic community. This is in line with the changing paradigm in the science of public administration, the paradigm of the Old Public Administration puts the citizens as clients, where the client is more powerless position, the parties should be according to the treatment services provided by the provider. Citizens very weak position because it depends on the government as service providers. The second paradigm of New Public Management (NPM) is put market mechanisms in public service as a guide. In this decade the technical term is "steer not row". Government directs. NPM puts citizens as customers, in which the context and quality of service is determined by the ability of the customer economy. If the customer has the ability to better economy then it will get better service anyway (Arenawati, et al, 2013).

The latest paradigm of the New Public Service (NPS) as Citizens placing citizens or

citizens who have their rights to obtain adequate public servant of the state/government. Public bureaucracy required to transform itself from government into governance (Keban, 2008). Approach to public services currently have to put the service user at the center of attention, as it was intended in the concept of citizens charter. According Dwiyanto (2006) to control the public service, the public position is still weak. So far, every time citizens take care of identity cards, land deeds, birth certificate, permit, passport, and so on, including health services provided by the health units owned by the government. All regulatory and service systems determined unilaterally by the government bureaucracy. Government bureaucracy has enormous power to determine the model of service, without ever asking or trying to understand the difficulties, hopes and aspirations of the citizens with the services desired by residents earlier. Whatever the form of the system and the service ethic that has been outlined by the government, citizens are obliged to follow it. The current rule is very unfair, because residents as part of the service stakeholders, practically does not have a decisive role, but only as an object of mere service. Therefore, the community must have a bargaining position in the public service. One attempt to improve the bargaining position with the Citizens Charter .

### **C. Prospects and Challenges of Implementation Citizens Charter in Jayapura**

Its capital Jayapura Sentani is approximately 40 km from the provincial capital of Papua (Jayapura) has a total area of 17.516 km<sup>2</sup>, is located at coordinates 139<sup>0</sup>44'-140<sup>0</sup>63' east longitude and 2<sup>0</sup>19' north latitude 2<sup>0</sup>84' south latitude. Jayapura regency has 19 district, 139 villages and 5 urban village. The population of as many as 62.772 men and women as much as 55.274, sex ratio of 113, with some 25.755 households in 2011 the population density ranges from 6,5 people per km<sup>2</sup>. In total 19 district health centers are already available, 6 of them maternal care health centers. Maternal mortality in absolute terms that never go down (always 4 people) from 2010 to 2013 showed

the need for public service reform with the implementation of Citizens Charter in Jayapura district.

Barriers to implementation of Citizens Charter in India that started in 1997 is : focus not care organization ; staff are insensitive and untrained ; frequent change of officials in the middle of the process ; socialization is not done systematically ; citizens charters arranged not appropriate ; did not understand officers and staff ; and media education and socialization prior inconsistent with the intent and purpose of citizens charters (Center For Good Governance, India, 2008). Experience shows that implementation of Citizens Charter should cultural wisdom by involving all components with continuous monitoring and evaluation.

Observations in several health centers in Jayapura not show the application of standard operating procedures (SOP) in the ministry, this represents about the level of compliance of public health services. The level of adherence to the Papua Provincial Government; Law Number 25 Year 2009 regarding public services (Cenderawasih Post, February 25, 2014), especially the health sector (Jayapura hospitals and the Papua Provincial Health Office) is still very low (red zone). This indicates that the public service in Papua is still very alarming. The low level of compliance with regard to the implementation of service standards, conformity procedures for service, timeliness of service, appropriateness of service rates and the rights and obligations of service providers and service users (Arenawati, et.al., 2013). Overall the aspects related to the mechanisms of Citizens Charter, Citizens Charter so that the mechanism becomes important in improving public services.

Since 2012, USAID KINERJA to assist and improve public services. Areas of work include USAID KINERJA Jayapura District, Jayapura Municipallities, Mimika, Jayawijaya and one each in 3 health centers. Opportunities application of the Citizens Charter is very open mechanism made in Jayapura, given the 3 health centers vary by location ; representing urban areas (Sentani Health Center), semi-urban (Dosay Health Center) and rural (Depapre

Helath Center). The diversity of these sites provide an alternative best practice when the program will be extended to other districts/ municipalities in Papua.

Hadiyanto Research (2014), demonstrated achievements Minimum Service Standards Jayawijaya district (USAID KINERJA intervention is an area with the Jayapura municipalities, Jayapura and Mimika district), especially maternal and child health services in 2012 is still very low, 6 indicators with coverage below 25,00 % (except obstetric complications treated) and 6 indicators data are not routinely measured . This is because : a) do not yet have all the properties of SOP (standard operating procedure) medical treatment and handling of customer satisfaction, b) not have a service announcement, and c) have not adapted the practice (good practices) are both in health care and the implementation of service standards. Policy application of SPM has not been done completely, due to : a) the lack of policies and regulations at the district level, which requires the management of health services in the region refer to the standard of service , b) has not done the planning and development of human resources, financial planning and physical planning, and c) has not been done evaluating the performance (accountability report) and other reports the health sector and health centers at the local level based on the achievement of the Minimum Service Standards and the MDGs, as well as d) The preparation of the work plan and the strategic plan, not to consider the results of achievement performance and achievement of targets Minimum Service Standards and MDGs.

### III. Conclusions and Recommendations

Performance of public health services would be difficult Jayapura district contribute to improving maternal health and reduce mortality in infants and toddlers in Indonesia when Citizens Charter is not a mechanism. Suggested implement policies and regulations at the district level, which requires the management of health services in the region refer to the standard of service.

Implementation of Citizens Charter will efficiently and effectively when considering some of the following factors: campaign and dissemination of all stakeholders should be designed and carried out innovative, effective and sustainable to obtain a change of attitude and cultural wisdom; involve staff in each formulation and implementation of Citizens Charter; reform process to be done one by one and; Implementation Citizens Charter has terstruktur mechanism on monitoring and evaluation and preferably through an independent agent.

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