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Optimizing Public Service to Enhance Community Satisfaction: A CIPP Model Policy Evaluation at the Regional Secretariat of Merauke Regency, Indonesia

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Abstract

This study evaluates public service policy under Regional Regulation of Merauke Regency Number 10 of 2018 on Public Services at the Regional Secretariat of Merauke Regency, examined through the context, input, process, and product (CIPP) dimensions, and formulates improvement strategies to optimize public service in enhancing community satisfaction. The study employed an evaluative approach with a mixed-methods design. Qualitative data were collected through in-depth interviews, observation, and document analysis, while quantitative data were obtained through a Community Satisfaction Survey (Survei Kepuasan Masyarakat, SKM). Research informants comprised managerial, technical-operational, and service-user groups, while survey respondents comprised 16 active service users. Data were analyzed using the CIPP model. The findings show that, on the context dimension, public service policy is normatively relevant and generally aligned with community needs, yet not fully adaptive to the technical demands of field-level service delivery. On the input dimension, the Regional Secretariat has established a sufficient administrative foundation, including standard operating procedures and service charters, but operational support remains weak in human-resource capacity, personnel adequacy, supporting facilities, and digital-system stability. On the process dimension, service delivery has generally been orderly, yet continues to face challenges in service-time certainty, inter-unit coordination, complaint management, and the utilization of evaluation results. On the product dimension, service outcomes are generally categorized as good, with an average Community Satisfaction Index (Indeks Kepuasan Masyarakat, IKM) score of 3.419 out of 4.00, or 85.50 on a 100-point scale, though weaknesses persist in timeliness, accessibility, cost transparency, and uneven service quality across units, particularly the Social Welfare Section and the Public Information and Documentation Management Unit (PPID). Based on these findings, the proposed improvement strategies include aligning policy more closely with the community's dominant service needs, strengthening apparatus capacity and supporting facilities, improving service processes and complaint-handling systems, and enhancing service outcomes through greater time certainty, cost transparency, strengthened accessibility, and periodic satisfaction-based evaluation. The study concludes that optimizing public service at the Regional Secretariat of Merauke Regency requires integrated strengthening across the context, input, process, and product dimensions simultaneously.

Keywords: policy evaluation; public service; community satisfaction; CIPP model; Regional Secretariat; Merauke Regency.

1. Introduction

Public service quality is a fundamental indicator of government effectiveness and an important determinant of community satisfaction and public trust. Citizens increasingly expect public institutions to provide services that are accessible, responsive, transparent, efficient, and accountable. In Indonesia, these expectations are institutionally reinforced through Law No. 25 of 2009 on Public Services and Government Regulation No. 96 of 2012, which require public organizations to establish service standards, provide accessible information, develop complaint-handling mechanisms, and periodically evaluate service performance. Nevertheless, comprehensive regulations do not automatically result in effective service delivery because implementation depends on institutional capacity, human resources, infrastructure, coordination, and the ability of public organizations to translate regulatory standards into actual service practices.

This challenge is particularly relevant in Merauke Regency, where Regional Regulation No. 10 of 2018 was introduced to strengthen local public-service governance. Despite this regulatory framework, public-service performance continues to face challenges related to procedural certainty, information accessibility, coordination, complaint management, and digital-service capacity. These challenges are particularly significant given Merauke's extensive geographical area, dispersed population, socioeconomic diversity, and strategic role as the administrative center of South Papua Province. Within this context, the Regional Secretariat of Merauke Regency occupies an important position because it functions not only as an administrative institution but also as a coordination node connecting policy, organizational units, public information, complaint management, and various community-facing services.

Public-service performance can be understood through both service-quality and policy-evaluation perspectives. The SERVQUAL framework emphasizes tangibles, reliability, responsiveness, assurance, and empathy as dimensions shaping users' perceptions of service quality (Parasuraman et al., 1988), while expectation-disconfirmation theory explains satisfaction as the result of comparing expected and experienced service performance (Oliver, 1980). In the Indonesian public-sector context, service quality is similarly associated with procedural clarity, staff competence, responsiveness, accessibility, and certainty of time and cost (Hardiyansyah, 2011; Sinambela, 2011). However, outcome-oriented perspectives alone provide limited explanation of why satisfactory or unsatisfactory service outcomes occur. For this reason, the Context, Input, Process, and Product (CIPP) model offers a more comprehensive framework by evaluating the relevance of policy objectives, adequacy of organizational resources, quality of implementation processes, and outcomes experienced by service users (Stufflebeam, 2003; Stufflebeam & Coryn, 2014).

Previous studies on public-service improvement have emphasized administrative simplification, digitalization, apparatus professionalism, complaint-management systems, organizational culture, and service standards. However, existing studies have predominantly focused on frontline agencies, individual service sectors, or specific technological and managerial dimensions. Consequently, relatively limited empirical attention has been given to the Regional Secretariat as a coordinating institution in which

policy relevance, institutional readiness, implementation consistency, and service outcomes interact simultaneously. Moreover, public-service evaluations frequently emphasize aggregate satisfaction outcomes, providing limited insight into whether apparently satisfactory institutional performance is distributed consistently across individual service units. This leaves an important gap in understanding how internal variations in resources and implementation processes may produce different service outcomes within the same public institution.

This study addresses this gap by applying the CIPP model to evaluate public-service policy at the Regional Secretariat of Merauke Regency as an integrated institutional system rather than examining service quality solely through aggregate satisfaction outcomes. The study's contribution lies in connecting policy relevance (context), organizational capacity (input), implementation consistency (process), and community-experienced service outcomes (product) within a single evaluative framework. More importantly, the analysis combines institution-level evaluation with service-unit-level evidence, enabling the study to identify disparities that may remain hidden behind an overall satisfactory Community Satisfaction Index. This disaggregated CIPP perspective provides a more diagnostic understanding of public-service performance by identifying not only whether services are satisfactory, but also where institutional weaknesses occur and which contextual, resource, and implementation conditions require targeted improvement.

Accordingly, this study aims to evaluate the implementation of public-service policy under Regional Regulation No. 10 of 2018 at the Regional Secretariat of Merauke Regency through the context, input, process, and product dimensions and to formulate strategies for optimizing public service and enhancing community satisfaction. By integrating regulatory relevance, institutional capacity, implementation processes, and service-user outcomes, the study is expected to provide practical evidence for improving public-service governance in Merauke while contributing to the broader literature on policy evaluation, local-government service management, and evidence-based public-sector improvement.

2. Literature Review and Conceptual Framework

2.1 Public Policy Theory

Public policy refers to a purposive course of action formulated by government actors to address public problems and achieve societal objectives through appropriate institutional actions (Winarno, 2002; Sadhana, 2011). Policy development involves an interconnected process of problem identification, formulation, implementation, monitoring, and evaluation, through which policy-relevant information is generated and used to support decision-making. Dunn (2018) emphasizes that policy analysis may be prospective, retrospective, or integrated, depending on whether it is conducted before, after, or across different stages of policy action. Within this process, implementation represents the transformation of policy inputs, including human, financial, technological, and organizational resources, into outputs and outcomes through administrative and organizational activities. Its performance can therefore be assessed in terms of effectiveness, referring to the extent to which policy objectives are achieved, and efficiency, referring to the resources required to produce those results (Dunn, 2018). From this perspective, public policy should be evaluated not

merely by the existence of formal regulations but by how effectively policy objectives, resources, implementation processes, and resulting outcomes are connected in practice, providing a conceptual basis for evaluating public-service policy in this study.

2.2 Public Policy Evaluation

Public policy evaluation is a systematic process for assessing the relevance, quality, implementation, effectiveness, and value of a policy in addressing public problems and producing intended outcomes (Scriven, 2003; Vedung, 1997; Rossi et al., 2018). Unlike monitoring, which primarily tracks policy implementation and outputs, evaluation examines not only what has occurred but also why particular outcomes emerge and whether policy performance is adequate, beneficial, and worthy of continuation or improvement (Dunn, 2012; Weiss, 1998). Accordingly, policy evaluation serves multiple functions, including accountability, organizational learning, policy improvement, and decision-making regarding whether a policy should be maintained, revised, expanded, or terminated (Vedung, 1997; Patton, 2008; Rossi et al., 2018). Effective evaluation therefore considers the relevance of policy objectives to actual needs, the adequacy of institutional resources, the quality of implementation processes, and the outcomes experienced by target groups, while producing evidence that can support practical decision-making (Alkin & Christie, 2023; Patton, 2008). From this perspective, policy evaluation provides an appropriate analytical foundation for examining public-service policy systematically across its context, institutional readiness, implementation process, and service outcomes.

2.3 The CIPP Evaluation Model

The Context, Input, Process, and Product (CIPP) model developed by Stufflebeam provides a decision-oriented framework for evaluating policies or programs beyond their final outcomes by examining the conditions, resources, implementation processes, and results that collectively determine performance (Stufflebeam, 1966; Stufflebeam, 2003; Stufflebeam & Shinkfield, 2007). Context evaluation assesses whether policy objectives correspond to stakeholder needs and existing problems; input evaluation examines the adequacy of organizational capacity, human resources, budgets, facilities, and implementation strategies; process evaluation analyzes how policies are implemented, including procedural compliance, coordination, obstacles, and necessary adjustments; and product evaluation assesses the outputs, benefits, and outcomes experienced by stakeholders (Stufflebeam & Coryn, 2014). The strength of CIPP lies in its ability to integrate policy design, institutional readiness, implementation practice, and outcomes within a holistic framework while generating evidence for planning, improvement, and accountability decisions (Fitzpatrick et al., 2011). In this study, CIPP is employed to evaluate public-service policy at the Regional Secretariat of Merauke Regency by examining the relevance of the regulatory and service context, the adequacy of institutional and resource inputs, the consistency of service and coordination processes, and the resulting service quality and community satisfaction, thereby

identifying not only whether public-service objectives are achieved but also where and why improvements are required.

2.4 Public Service Quality and Community Satisfaction

Public service, encompassing service at the Regional Secretariat, continues to modernize alongside rising community demand for fast, precise, and accurate information access; in the digital era, information-technology utilization has become a strategic necessity in public-service delivery, particularly in regional administration, with internet-based technology regarded as critical for improving efficiency, service-quality equity, and community access. The SERVQUAL framework developed by Parasuraman, Zeithaml, and Berry (1988) measures service quality across five dimensions, tangibles, reliability, responsiveness, assurance, and empathy, providing an evaluative framework directly applicable to assessing the Regional Secretariat's service dimension. Hardiyansyah (2011) formulates public-service quality dimensions in Indonesia through procedural clarity, apparatus competence and attitude, service speed and accuracy, environmental comfort, and cost and time certainty, all converging on community satisfaction, while Sinambela (2011) adds that successful public-service reform is measured not only by regulatory compliance but by the extent to which service is perceived as fair, transparent, and accountable. Oliver's (1980, 1997) expectation-disconfirmation model of satisfaction holds that satisfaction is a psychological condition arising from the comparison between community expectation and the service experience actually received, a comparison operationalized in this study through the standard nine-indicator Community Satisfaction Survey instrument mandated under Ministerial Regulation of Administrative and Bureaucratic Reform No. 14 of 2017, encompassing requirements, systems/mechanisms/procedures, completion time, cost/tariff, product specification, staff competence, staff behavior, handling of complaints/suggestions/input, and facilities and infrastructure.

2.5 Concept of Optimization and Community Satisfaction

Optimization, in this study's context, is understood not merely as adding physical facilities or accelerating administrative process, but as the effort to align policy design, institutional capacity, implementation process, and service practice with community expectation and genuine experience. Community satisfaction, correspondingly, is understood as the outcome of an evaluative comparison between expected and experienced service quality (Oliver, 1980), operationalized in Indonesian public administration through the Community Satisfaction Index (Indeks Kepuasan Masyarakat, IKM), calculated from the standard nine SKM indicators under Ministerial Decree No. KEP/25/M.PAN/2/2004 and its subsequent regulatory refinements, and interpreted against standard quality categories ranging from very poor to very good.

2.6 Prior Research

A substantial body of recent research examines public-service optimization and quality improvement across Indonesian government institutions. Table 1 summarizes seven studies judged most directly relevant to this study.

Table 1.

Summary of Prior Studies on Public Service Optimization and Community Satisfaction

Study	Focus	Key Finding	Distinction from the Present Study
Stafira & Sukristyanto	Administrative service	Procedural optimization and system	Focuses on a single provincial

Study	Focus	Key Finding	Distinction from the Present Study
(2025)	optimization, General Bureau, East Java Provincial Secretariat	simplification directly improve service-user satisfaction	bureau; this study examines the Regional Secretariat's cross-sectional coordination role using the CIPP model
Wirata & Mulyaningsih (2025)	Role of e-government in administrative efficiency and service quality	Digitalization accelerates government response time, minimizes administrative error, and strengthens public oversight participation	Centers on digitalization broadly; this study examines digital readiness as one input-dimension component within a fuller CIPP evaluation
Salam (2023)	Public service improvement toward good governance in Indonesia	Service delivery must be oriented toward efficiency, transparency, and satisfaction; apparatus professionalism and adaptive system integration are critical	Conceptual and normative in orientation; this study provides field-based mixed-methods evidence specific to Merauke
Syah (2023)	New Public Management implementation in bureaucratic reform	Efficiency, decentralization, and result orientation under NPM improve service performance and satisfaction	Focuses on NPM principles generally; this study applies CIPP specifically to a regency Regional Secretariat context
Aprilina et al. (2025)	Digitalization's role in public-complaint management efficiency	E-government platforms expand public participation and strengthen transparency in complaint handling	Focuses specifically on complaint digitalization; this study examines complaint management as one process-dimension component among several
Irfan et al. (2023)	Optimization of public services across Indonesian local government institutions	Quality-management-system implementation and standard-based oversight improve service speed, clarity, and transparency	Broader multi-institution scope; this study provides an in-depth single-institution CIPP evaluation
Pandiangan et al. (2024)	Indonesia's Mental Revolution Movement as a driver of service-quality acceleration	Service quality depends significantly on apparatus work-culture and integrity change, not procedural and technological factors alone	Focuses on cultural and ethical reform nationally; this study is technical-managerial and evaluative, centered on Merauke's Regional Secretariat within the CIPP framework and local context

Source: Synthesized by the author from the reviewed literature.

Collectively, these studies converge on the proposition that public-service optimization depends on the joint operation of procedural simplification, digitalization, apparatus professionalism, and cultural or ethical reform, while diverging on which factor matters most and largely examining single institutions, single sectors, or national-level movements rather than the specific coordinating role of a Regional Secretariat evaluated through the full CIPP framework. This study addresses that gap by evaluating public-service policy at the Regional Secretariat of Merauke Regency across all four CIPP dimensions simultaneously, within the

distinctive geographic and socioeconomic context of Indonesia's easternmost provincial capital region.

2.7 Conceptual Framework

Building on the CIPP model, this study evaluates public-service policy at the Regional Secretariat of Merauke Regency across four dimensions, each operationalized through specific indicators derived directly from Regional Regulation No. 10 of 2018 and the standard Community Satisfaction Survey instrument. Table 2 summarizes this conceptual and analytical framework.

Table 2.

Conceptual Framework: CIPP Dimensions and Evaluation Indicators

Dimension	Indicators	Analytical Focus
Context	Legal-basis clarity; policy-regulation alignment; fit with community needs and field-level problems; relevance to social, economic, and geographic conditions; linkage to IKM/SKM and	Extent to which public-service policy is relevant to Merauke's needs and service problems

	complaint data	
Input	Organizational structure and task division; HR adequacy and competence; staff training; facility and infrastructure adequacy; service standards and charters; SOP clarity; information and complaint systems; SKM readiness	Extent to which institutional and resource readiness supports quality service delivery
Process	Inter-unit coordination intensity; consistency of standard application; procedural compliance; information openness; complaint-mechanism effectiveness; SKM implementation and utilization; internal monitoring	Extent to which policy is implemented consistently and coordinated effectively in daily practice
Product	Requirement and procedural clarity; timeliness; cost clarity; service-user competence and behavior; complaint-handling quality; facility availability; overall community satisfaction	Extent to which service outcomes meet community needs and generate satisfaction

3. Research Methods

3.1 Research Approach

This study employed an evaluative mixed-methods design integrating qualitative and quantitative evidence within the Context, Input, Process, and Product (CIPP) framework. Qualitative data from interviews, observations, and documents were used to examine policy context, institutional readiness, implementation processes, and service outcomes, while quantitative data from the Community Satisfaction Survey (SKM) were used to assess service quality and community satisfaction. The study focused on evaluating Regional Regulation of Merauke Regency No. 10 of 2018 at the Regional Secretariat of Merauke Regency.

3.2 Research Scope

The study was limited to public-service policy evaluation at the Regional Secretariat of Merauke Regency under Regional Regulation No. 10 of 2018. The analytical scope covered the four CIPP dimensions context, input, process, and product while the expected outcomes were the identification of strengths and weaknesses in public-service implementation and the formulation of appropriate improvement strategies.

3.3 Research Site

The research was conducted at the Regional Secretariat of Merauke Regency, selected because of its strategic role in policy coordination, administrative support, governance strengthening, and cross-agency public-service facilitation. The services examined included public information through PPID, complaint management, administrative and correspondence services through Srikandi, document facilitation, and services provided by the Legal Affairs, General Affairs, Organization, and Social Welfare Sections.

3.4 Research Focus

The research focused on two areas. First, public-service policy was evaluated through the CIPP dimensions: context examined policy relevance to community needs; input assessed institutional resources, human resources, facilities, service standards, and information systems; process examined policy implementation, coordination, complaint management, and the utilization of evaluation results; and product assessed service quality and community satisfaction. Second, the findings from these dimensions were used to formulate public-service improvement strategies.

3.5 Informants and Respondents

Informants were selected purposively based on their involvement in public-service policy and implementation (Creswell, 2014; Sugiyono, 2019). They included managerial and policy-level officials, technical and operational personnel, and community service users. Managerial informants included the Assistant for General Administration and relevant section heads, while technical informants included PPID, complaint-management, Srikandi, and front-office personnel. The quantitative component involved 16 active service users who participated in the Community Satisfaction Survey.

3.6 Data Sources

The study used primary and secondary data. Primary data were obtained through in-depth interviews, observations, and the Community Satisfaction Survey, while secondary data included relevant regulations, SOPs, service charters and standards, complaint records, evaluation reports, planning documents, performance indicators, and other institutional documents related to public-service implementation (Creswell, 2014; Sugiyono, 2019).

3.7 Research Instrument

The researcher served as the principal instrument, supported by a semi-structured interview guide, observation sheet, document checklist, Community Satisfaction Survey questionnaire, and findings-analysis matrix. The survey questionnaire used a four-point Likert scale comprising 31 indicators grouped into 10 service dimensions to assess service quality and community satisfaction.

3.8 Data Collection Technique

Data were collected through semi-structured in-depth interviews, direct observation, document analysis, and the Community Satisfaction Survey. Interviews explored policy relevance, organizational readiness, implementation barriers, digital-service use, and service-user experiences. Observations and documents were used to verify actual service practices and institutional arrangements, while survey data captured users' perceptions of service quality. Evidence from these sources was subsequently integrated and cross-checked.

3.9 Data Analysis Technique

Data were analyzed using the CIPP model as the principal analytical framework (Stufflebeam, 2003; Stufflebeam & Coryn, 2014). Qualitative data were analyzed through data reduction,

categorization according to the four CIPP dimensions, interpretation, and conclusion drawing. Quantitative survey data were analyzed descriptively using indicator- and dimension-level mean scores, which were converted into the Community Satisfaction Index (IKM) and interpreted according to established service-quality categories. Qualitative evidence was then used to explain and contextualize the quantitative findings.

3.10 Trustworthiness of Data

Data trustworthiness was maintained through source and method triangulation, cross-checking interview accounts against observational, documentary, and survey evidence, consistent with established qualitative validity criteria, to ensure that the study's findings genuinely reflect the phenomenon experienced by informants and respondents and can be academically substantiated.

4. Results

4.1 Research Site Profile

Merauke Regency is the most extensive regency in South Papua Province, located in Indonesia's southeasternmost region and bordering Papua New Guinea directly to the east. Its territory covers approximately 45,025.91 square kilometers, or about 38.21 percent of South Papua Province's total area, with an administrative scope of 22 districts, including the newly established Kontuar and Padua districts. This extensive territory, border-region character, and uneven population distribution mean that public service in the regency cannot be understood merely as ordinary administrative service but as part of a governance system demanding high coordination capacity, service reach, and policy adaptability.

Demographically, Merauke's population rose from 230,932 in 2020 to 255,268 in 2024, an average annual growth of approximately 2.56 percent, reflecting increasing community demand for government service, information service, complaint management, and basic-service coordination, alongside growing pressure on the public-service system from both regulatory complexity and rising user numbers across an extensive, heterogeneous territory. Socioeconomically, Merauke's 2024 poverty rate stood at 10.19 percent, relatively better than several other South Papua regencies but still indicating that a meaningful share of the population remains vulnerable and highly dependent on effective government service, whether in administration, social-assistance access, policy facilitation, or cross-agency coordination support, meaning public service in Merauke bears directly on dimensions of welfare, access equity, and the state's capacity to reach community needs concretely.

In terms of general service performance, Merauke Regency's Public Service Index fluctuated across the 2020–2024 period, standing at 2.93 in 2020, rising to 3.33 in 2021, increasing further to 3.84 in 2022, unavailable in 2023, then declining to 2.69 in

2024, a decline indicating a setback in public-service quality across transparency, accountability, and community satisfaction, and pointing to continuing managerial constraints, service-reach limitations in interior areas, and the need for bureaucratic governance strengthening, all of which lend relevance to a policy evaluation identifying weak points and improvement space. At the same time, the Electronic-Based Government System Index rose from 1.06 in 2022 to 1.66 in 2023 and reached 2.25 in 2024; although this achievement remains in the fair category, the improvement indicates regional government commitment to advancing governance digitalization, information-system integration, and technology-based public-service strengthening, suggesting that public-service optimization in Merauke depends not only on manual-procedure improvement but also on institutional capacity to leverage digital systems for expanded reach, improved efficiency, and strengthened service accountability.

Institutionally, the Regional Secretariat of Merauke Regency serves as the supporting element for the regional head in government coordination, governance strengthening, policy facilitation, and cross-agency administrative-support control. Regional medium-term development planning documents place this institution within the government-affairs support program, with a 100 percent program-achievement target, an improvement in average general-service, financial-management, and regional-asset-management quality scores within the secretariat from 82.9 to 83.5, a 100 percent protocol and leadership-communication service target, and a target increase in the percentage of regional apparatus organizations achieving a BB-category Government Agency Performance Accountability System (SAKIP) score from 28.3 to 35 percent, indicating that the Regional Secretariat holds a critical role in strengthening internal governance quality that indirectly, but substantially, determines the public-service quality the community ultimately experiences. This strategic role extends into governance and social-welfare-related programs linked to the Regional Secretariat, including a 100 percent target for regional apparatus organizations reporting mandatory basic-service minimum-standard achievement routinely, a 100 percent target for quality government administrative documentation, a 90 percent target for issuable legal products, a 70 percent target for legal-aid provision, and a 60 percent target for publicly accessible legal products, alongside procurement-related indicators in the economic-development domain.

4.2 Respondent Profile

Survey data were collected from 16 respondents selected through purposive sampling as active service users, providing a contextual but necessarily baseline evaluative snapshot rather than a fully generalizable sample. Table 3 summarizes respondents' demographic and service-access characteristics.

Table 3.

Demographic and Service-Access Profile of Survey Respondents (N = 16)

Characteristic	Category	n	%
Sex	Female	9	56.25
	Male	7	43.75
Age	21–30 years	2	12.50
	31–40 years	11	68.75

Characteristic	Category	n	%
	41–50 years	3	18.75
Education	Bachelor's degree (S1)	9	56.25
	Senior secondary (SMA/SMK)	3	18.75
	Master's degree (S2)	2	12.50
	Diploma	1	6.25
	Junior secondary (SMP)	1	6.25
Occupation	Civil servant (ASN/PNS)	6	37.50
	Non-permanent staff (Honorary)	5	31.25
	Entrepreneur/Lecturer/Homemaker	3	18.75
	Private-sector employee	2	12.50
Service unit accessed	General Affairs Section	11	68.75
	Social Welfare Section	3	18.75
	Legal Affairs Section/PPID	2	12.50
Service channel	In-person	14	87.50
	Letter/online	2	12.50

Source: Field survey, processed by the researcher (2026).

The dominance of civil-servant and non-permanent-staff respondents (68.75 percent combined) carries two implications: such respondents tend to understand administrative flow and service procedure, allowing for more informationally grounded assessment of technical service aspects, while their proximity to bureaucratic culture may also render them more adaptive to certain procedural shortcomings than general users, meaning this study's findings should be read bearing in mind that respondent perception relatively strongly reflects the experience of users accustomed to government settings. Similarly, the dominance of General Affairs Section users (68.75 percent) means that the overall good-category quality finding is substantively underpinned mostly by experience with that section, while units with very few respondents, such as Legal Affairs and PPID, warrant more cautious interpretation given their limited data base, a condition that also signals the need for an expanded respondent pool in future research to enable more rigorous inter-section evaluation. The dominance of in-person service access (87.50 percent) further indicates that service interaction remains heavily dependent on direct staff-user meetings, meaning interpersonal communication quality, on-site information clarity, staff response speed, and face-to-face process comfort remain the dominant factors shaping community satisfaction, while the low uptake of letter or online channels indicates that digital service transformation has not yet become the community's primary access channel, leaving electronic service, online information systems, and service-tracking mechanisms as important agendas for future quality improvement.

4.3 Context Evaluation

Context evaluation in this study assessed the fit between public-service policy and community needs, the dominant character of services accessed, and the real problems developing in public-service delivery at the Regional Secretariat. Survey results show an overall average IKM score of 3.42 out of 4.00, or 85.50 on a 100-point scale, categorized as B, or good. Regarding service type

accessed, the General Affairs Section was most frequently accessed (68.75 percent), followed by the Social Welfare Section (18.75 percent), with the Legal Affairs Section and PPID/Information each accessed by 6.25 percent of respondents, while the majority of service access (87.50 percent) occurred in person rather than through letter or online channels (12.50 percent). This composition indicates that community service needs at the Regional Secretariat remain heavily anchored in general administrative service, social-welfare service, and direct service interaction, meaning public-service policy must be capable of addressing needs that are practical, fast, and easily accessible. As one informant explained, "the general direction of public-service policy is already appropriate, but in the field, technical administrative strengthening and in-person training are still needed so that service standards become more uniform and easier to implement" (As-Ko-Kh, informant interview, May 2026).

Substantively, Regional Regulation No. 10 of 2018 is regarded as an appropriate general foundation for public service, though its practical implementation continues to require technical administrative strengthening, implementation adjustment, and inter-section harmonization for policy objectives to be genuinely achieved, consistent with informants' assessment that the policy direction is fundamentally sound but implementation requires further technical strengthening and unit-level consolidation. In this light, the public-service context at the Regional Secretariat can be described as reasonably supportive but not yet fully stable, given persistent issues around specific information needs, the dominance of in-person service, and uneven translation of policy into practice across sections, underscoring that public-service optimization requires not only a clear legal basis but also an accurate reading of the community's actual needs.

4.4 Input Evaluation

Input evaluation assessed the readiness of resources and supporting instruments enabling effective public-service policy

implementation, focusing on institutional capacity, human resources, facilities and infrastructure, SOPs and service charters, and information-system and technology support. Interview data indicate that most services within the Regional Secretariat already have SOPs and service charters, monitored periodically each semester, showing that the formal input foundation for public-service policy is in place. This readiness, however, has not been fully matched by strong resource support: informants affirmed that staff require further training, particularly in service ethics, new-technology mastery, and understanding of current regulation, while basic facilities and infrastructure were judged adequate overall, though public information boards remain notably insufficient and restroom facilities and building security require prompt improvement.

Quantitative findings support this picture. Among input-related indicators, "service facilities and support are adequate" scored 3.500, "the service information system facilitates obtaining information" scored 3.375, and "the number of staff serving the community is adequate" scored 3.313, while "service is easily accessible, including for distant locations or persons with disabilities" scored 3.250. This pattern indicates that the community generally rates service input as good, but with clear room for improvement in staff numbers, accessibility, and information-system support; in other words, the principal input problem lies not in the absence of service instruments but in the adequacy, quality, and currency of available support. As one informant put it, "most services already have SOPs and charters, but staff still need considerable learning, particularly regarding service ethics, new technology, and understanding of regulation. In terms of facilities, the building is reasonably adequate, but public information boards remain insufficient and several supporting facilities need improvement" (Ko-As-Ku-Ad, informant interview, May 2026). Input-related obstacles were also identified in digital service-system use: technical informants noted that the Srikandi application helps improve archival transparency but is frequently constrained by unstable internet connectivity, application disruption, and a still-strong manual work culture, indicating that service digitalization in Merauke has begun advancing but continues to face infrastructure and organizational-adaptation obstacles. Overall, input evaluation shows that public-service policy possesses a reasonably adequate administrative and technical foundation, though continued strengthening is needed in apparatus capacity, digital infrastructure, supporting facilities, and service information-system quality.

4.5 Process Evaluation

Process evaluation assessed how public-service policy is genuinely executed in daily practice, particularly regarding inter-section coordination, procedural compliance, complaint handling, Community Satisfaction Survey implementation, and the utilization of evaluation results for service improvement. Quantitative data show that the service process at the Regional Secretariat generally falls in the good category, though not yet fully stable: the "Orderliness and Accuracy" dimension scored 3.417, while the "Complaint Handling and Coordination" dimension scored 3.359. At the indicator level, "the service process runs in an orderly manner and according to procedure" scored 3.438, "staff respond to requests or needs quickly" also scored 3.438, and "staff provide certainty regarding service stages and timing" scored 3.375, while "the complaint mechanism is easily accessible and understandable" scored 3.313. This pattern indicates

that service is proceeding in a reasonably orderly procedural manner, though time certainty, complaint accessibility, and coordination strength have not yet reached a fully optimal level.

Interview evidence clarifies these issues further. One technical informant explained, "complaints are still mostly submitted manually, and the main obstacle is coordination that is not yet well organized. Sometimes the community has to wait because responsibility gets passed between units, or service is delayed when the section head is not present" (Pg-Fo-As, informant interview, May 2026), while a community informant noted, "the service flow is actually easy to follow, but in some situations staff appear passive and not quick enough when the community needs certainty about service" (MI, informant interview, May 2026). Complaint management remains predominantly manual and face-to-face, with the principal obstacle being insufficient coordination that sometimes results in responsibility being passed between sections, compounded by service delays when a section head is away on official travel. Although the Community Satisfaction Survey has been implemented, its results are judged not yet maximally used as a basis for improvement across sections. This finding indicates that the process-level problem at the Regional Secretariat lies not in the absence of procedure but in implementation consistency, coordination speed, and the underutilization of evaluation results as an organizational-learning tool, a conclusion the community further confirms in describing service flow as reasonably easy to follow while noting that staff are sometimes insufficiently active, passive, or less than fully courteous, underscoring that process-quality improvement must address both internal procedural arrangement and the quality of frontline service interaction.

4.6 Product Evaluation

Product evaluation assessed the final outcomes of public-service policy genuinely experienced by the community, focusing on service quality, satisfaction level, cross-section outcome variation, and community perception of service benefit. As one community informant explained, "the service flow is actually easy to follow and staff explanation is quite helpful, but the community remains most sensitive to time certainty, information clarity, and the extent to which service outcomes genuinely ease their affairs" (MI, informant interview, May 2026).

Overall, public-service policy outcomes at the Regional Secretariat can be categorized as good, with an overall IKM score of 3.419 out of 4.00, or 85.5 out of 100, corresponding to service-quality category B. Among the ten service dimensions, the highest-scoring were "Ease of Procedure" (3.531) and "Outcome and Trust" (3.521), while the lowest-scoring was "Timeliness and Cost" (3.250), indicating that the community feels service results most strongly in procedural ease and trust in the service, while experiencing the greatest difficulty regarding time certainty and cost clarity. At the indicator level, the five highest-scoring were "I believe Regional Secretariat service can continue to be improved" (3.625), "service procedures are clear and easy to follow" (3.563), "staff provide easily understandable explanation when asked" (3.563), "service requirements are easy to understand and not burdensome" (3.500), and "the service outcome matches my needs" (3.500), while the indicators requiring the greatest attention were "service completion time matches what was promised" (3.188), "service is easily accessible, including for distant locations or persons with disabilities" (3.250), "service costs/tariffs are clear, reasonable, and comply with regulation" (3.313), "service

hours/access are reasonably suited to service users' conditions" (3.313), and "the number of staff serving the community is adequate" (3.313).

Respondent satisfaction distribution shows that 8 respondents (50.00 percent) fell in the very satisfied category, 5 (31.25 percent) in the satisfied category, 2 (12.50 percent) in the fairly satisfied category, and 1 (6.25 percent) in the dissatisfied category. By service type, the Legal Affairs Section recorded the highest average score, 3.839 (96.0), followed by the General Affairs Section at 3.540 (88.5), PPID/Information at 3.032 (75.8), and the

Social Welfare Section at 2.968 (74.2), the lowest score and the only one falling in the fair category. A further pattern shows that satisfaction rises with usage frequency: respondents using the service once recorded an IKM score of 3.380, those using it two to three times recorded 3.480, and those using it four to five times recorded 3.600, indicating a familiarization effect in which satisfaction tends to increase as users gain more experience navigating the service flow. Table 4 consolidates these product-dimension findings by service section.

Table 4.

Community Satisfaction Index (IKM) Scores by Service Section

Service Section	IKM Score (Scale of 4)	IKM Score (Scale of 100)	Category
Legal Affairs Section	3.839	96.0	Very Good
General Affairs Section	3.540	88.5	Good
PPID / Information	3.032	75.8	Fair
Social Welfare Section	2.968	74.2	Fair
Overall Average	3.419	85.5	Good

Source: Community Satisfaction Survey, processed by the researcher (2026).

substantive meaning, and implication for public-service policy formulation.

4.7 Consolidated Findings Matrix

Table 5 consolidates the study's principal findings across the four CIPP dimensions, linking each finding to its analytical basis,

Table 5.

Consolidated Matrix of Key Research Findings by CIPP Dimension

CIPP Dimension	Key Finding	Meaning	Implication for Policy Formulation
Context	Policy is normatively relevant but not fully adaptive to field-level technical needs	Regional Regulation No. 10/2018 is regarded as generally appropriate, but implementation requires technical strengthening, in-person training, and regulatory harmonization	Policy formulation should add more operational derivative instruments, particularly technical service guidelines, regulatory harmonization, and implementation-mentoring mechanisms
Input	Administrative foundation is sufficient but operational support remains weak	SOPs and service charters exist and are periodically monitored, yet HR capacity, staffing adequacy, facilities, and digital-system stability remain limited	Requires strengthened apparatus training, facility improvement, and digital-infrastructure investment as an integrated input-strengthening package
Process	Service is orderly but not yet fully certain, coordinated, or evaluation-driven	Procedural compliance is reasonably strong, but time certainty, complaint mechanisms, inter-section coordination, and SKM-result utilization remain underdeveloped	Requires institutionalized complaint channels, delegated authority to reduce dependence on specific officials, and mandatory SKM-based evaluation cycles
Product	Outcomes are good overall but uneven across sections	Overall IKM of 85.5 (good) masks substantial variation, from 96.0 (Legal Affairs) to 74.2 (Social Welfare), with timeliness and cost clarity as the weakest dimensions	Requires section-specific intervention, particularly for the Social Welfare Section and PPID, alongside publication of time and cost standards

5. Discussion

5.1 Context: Normatively Sound Policy Awaiting Technical Translation

The context-evaluation findings indicate that Regional Regulation No. 10 of 2018 satisfies the normative-relevance criterion central to Stufflebeam's context-evaluation component, providing an adequate legal basis while leaving a gap in adaptive translation to field-level technical needs. This finding is consistent with Sadhana's (2011) proposition that public policy is formulated to create order, yet order alone does not guarantee that a policy's operational demands are matched to the specific, practical character of community needs, in this case, a service population dominated by general administrative and social-welfare needs accessed predominantly through in-person interaction. The persistence of a specific, identifiable gap, between an appropriate general policy direction and insufficiently uniform technical implementation, illustrates Stufflebeam's broader point that context evaluation exists precisely to test whether program objectives are formulated according to genuine stakeholder need rather than policymaker assumption alone (Stufflebeam & Coryn, 2014).

5.2 Input: Available Instruments, Insufficient Operational Depth

The input-evaluation findings reveal a structurally interesting condition: foundational service instruments, SOPs and service charters, already exist, yet the depth of resource support behind them, staff competency, personnel adequacy, facility completeness, and digital-system stability, remains insufficient. This pattern is consistent with Hardiyansyah's (2011) emphasis on apparatus competence and environmental comfort as core service-quality dimensions distinct from mere procedural existence, and with Stufflebeam's (2003) proposition that input evaluation must assess not only whether resources exist but whether their quantity and quality genuinely support effective implementation. The specific finding that public information boards are notably deficient while restroom facilities and building security require urgent attention illustrates a broader principle: input adequacy is not binary but graduated, and even an institution with an established administrative foundation can fall short on operational depth in ways that materially affect service experience.

5.3 Process: Procedural Order without Full Coordination or Evaluation-Driven Learning

The process-evaluation findings show that service delivery is reasonably orderly at the procedural level, yet weak on the coordination and organizational-learning dimensions Stufflebeam identifies as central to process evaluation's formative purpose (Stufflebeam & Shinkfield, 2007). The recurring reliance on manual, face-to-face complaint submission, the tendency for responsibility to be passed between sections, and the observation that service can stall when a section head is away on official travel together indicate that the Regional Secretariat's coordination function, its core institutional rationale as identified in this study's introduction, has not yet been fully realized in practice. Equally significant is the finding that Community Satisfaction Survey results, though collected, are not yet maximally used as a basis for cross-section improvement, a gap directly at odds with the regulatory intent of Ministerial Regulation No. 14 of 2017, which frames SKM specifically as a mechanism for driving service-unit improvement and innovation based on community feedback. This

underutilization illustrates a broader pattern documented in the evaluation literature: data availability does not automatically translate into evaluation-driven organizational learning (Patton, 2008; Vedung, 1997).

5.4 Product: Aggregate Success Masking Section-Level Inequality

The product-evaluation findings present the study's most analytically significant tension: an overall good-category IKM score of 85.5 conceals substantial variation across sections, from 96.0 in Legal Affairs to 74.2 in the Social Welfare Section, a near-22-point gap on a 100-point scale between the best- and worst-performing units within the same institution. This finding directly illustrates why Stufflebeam's product evaluation insists on examining outcomes at a level of granularity beyond a single aggregate score (Stufflebeam & Coryn, 2014): an institution-wide average of 85.5 would, on its own, suggest a service environment requiring only incremental refinement, whereas the section-level breakdown reveals that the Social Welfare Section and PPID specifically warrant urgent, targeted intervention. This pattern is consistent with Oliver's (1980) expectation-disconfirmation framework read at the section level: users of Legal Affairs services may experience a service encounter that meets or exceeds expectation, while Social Welfare and PPID users may experience a comparatively larger expectation-performance gap, driving the lower satisfaction scores recorded there. The finding that satisfaction rises with usage frequency, from 3.380 for first-time users to 3.600 for four-to-five-time users, further suggests that at least part of the dissatisfaction recorded reflects unfamiliarity with service procedure rather than service quality alone, a nuance with direct implications for how the Regional Secretariat should design first-time-user support, such as clearer signage and orientation materials, alongside deeper section-specific quality interventions.

5.5 Comparison with Prior Studies

These findings both corroborate and extend the prior literature summarized in Table 1. Consistent with Stafira and Sukristyanto (2025), procedural clarity and simplification appear central to community satisfaction, reflected here in the comparatively high scores for ease of procedure. Consistent with Wirata and Mulyaningsih (2025) and Aprilina et al. (2025), this study confirms that digital-system stability and complaint-channel digitalization remain unfinished agendas, evidenced by the dominance of in-person service access and the persistence of manual complaint handling. Consistent with Syah (2023) and Irfan et al. (2023), standard-based service management and result orientation are shown here to matter, though this study extends that literature by demonstrating, through disaggregated CIPP analysis, precisely where standard implementation succeeds (Legal Affairs) and where it falls short (Social Welfare, PPID). Consistent with Pandiangan et al. (2024), this study's process-evaluation findings on staff passivity and inconsistent responsiveness suggest that work-culture and integrity factors, not procedural design alone, continue to shape service quality at the Regional Secretariat, reinforcing the broader argument that technical-managerial reform must be accompanied by cultural and attitudinal change among frontline apparatus.

6. Conclusion

6.1 Summary of Findings

This study evaluated public-service policy under Regional Regulation of Merauke Regency No. 10 of 2018 at the Regional

Secretariat of Merauke Regency using the CIPP model. On the context dimension, public-service policy is normatively relevant and generally aligned with community needs, though not yet fully adaptive to field-level technical demands, marked by continued dominance of in-person service and specific, uneven information needs. On the input dimension, the Regional Secretariat possesses a sufficient administrative foundation, including SOPs and service charters, but operational support remains weak in human-resource capacity, staffing adequacy, supporting facilities such as information boards, restrooms, and building security, and digital-system stability. On the process dimension, service delivery is reasonably orderly and procedure-compliant, but continues to face challenges in time certainty, predominantly manual complaint management, inter-section coordination, dependence on specific officials' presence, and underutilization of Community Satisfaction Survey results for improvement. On the product dimension, overall service outcomes fall in the good category, with an IKM score of 3.419 (85.50), though this aggregate figure conceals substantial section-level variation, from 96.0 in Legal Affairs to 74.2 in the Social Welfare Section, alongside persistent weaknesses in timeliness, accessibility, and cost transparency.

6.2 Theoretical Implications

This study reinforces the CIPP model's core proposition that policy evaluation must examine context, input, process, and product as interdependent dimensions rather than as an isolated outcome measure, demonstrating specifically that an aggregate product score can mask meaningful within-institution variation that only section-level disaggregation reveals. The study further extends the expectation-disconfirmation framework by showing that satisfaction variation across service sections within a single institution may reflect not only differences in objective service quality but also differences in user familiarity, evidenced by the observed familiarization effect linking usage frequency to satisfaction. These findings suggest that future CIPP-based public-service evaluations would benefit from routinely disaggregating product-dimension findings by service unit and by user-experience level, rather than relying on institution-wide averages alone.

6.3 Practical Implications

For the Regional Secretariat of Merauke Regency, the findings support developing more operational technical derivatives of Regional Regulation No. 10 of 2018, particularly regarding service-time standards, cost clarity, complaint mechanisms, and service information systems, formalized into more detailed, comprehensible, and uniformly applied SOPs. For Regional Secretariat leadership, the findings support strengthening the coordination, control, and evaluation functions that constitute the institution's core rationale, including regular evaluation meetings grounded in SKM results, complaint data, and field findings that produce clear, actionable follow-up decisions. For individual service units, the findings support establishing task-delegation mechanisms ensuring service continuity when responsible officials are away, alongside a more responsive, proactive service culture. For service managers and frontline apparatus, the findings support continuous capacity building in excellent-service practice, service ethics, public communication, information-technology use, and understanding of current regulation. On facilities, the Regional Secretariat should prioritize improvements most directly affecting user experience, including information boards, waiting areas, restrooms, building security, and facilities for vulnerable groups. On digitalization, the findings support strengthening internet

infrastructure, stabilizing the Srikandi application, and developing a more open, accessible public-service information system, including digital complaint channels and service-tracking mechanisms. Given the pronounced section-level disparity identified, the Social Welfare Section and PPID specifically warrant intensive, targeted intervention encompassing service-information restructuring, improved timeliness, simplified administrative flow, and strengthened public communication. At the regency-government level, these findings should inform the design of measurable, sustainable public-service improvement steps, including bureaucratic-reform planning, SPBE strengthening, and community-complaint-system improvement, so that this policy evaluation translates beyond an academic document into genuine regional decision-making.

6.4 Limitations of the Study

This study is subject to several limitations. First, the 16-person survey sample, while sufficient to generate a baseline evaluative snapshot, is limited relative to the full population of Regional Secretariat service users and should not be read as fully representative, particularly given the pronounced dominance of General Affairs Section respondents and civil-servant or non-permanent-staff occupational backgrounds. Second, the study is confined to a single regional institution, meaning its findings cannot be generalized to other regions' Regional Secretariats without further comparative research. Third, as a mixed-methods evaluative study emphasizing contextual depth over statistical generalization, the section-level and indicator-level patterns identified here should be interpreted as evidence-grounded diagnostic findings specific to Merauke's institutional and geographic conditions rather than as universally generalizable causal claims.

6.5 Recommendations for Future Research

Future research would benefit from expanding the survey-respondent pool substantially, particularly among users of the Legal Affairs Section and PPID, where the current sample base is limited, to enable more statistically robust inter-section evaluation. Comparative research across multiple Regional Secretariats in geographically and demographically similar regions would help determine whether the section-level disparities identified here, and the underlying input and process constraints driving them, reflect a broader pattern in Indonesia's eastern regional bureaucracies or are specific to Merauke's institutional context. Future studies might also examine complaint-management effectiveness, digital-service quality, or Regional Secretariat coordination dynamics with regional apparatus organizations as focused follow-on inquiries building on this study's broader four-dimension evaluation.

Taken as a whole, the Merauke Regency case suggests that public-service optimization requires simultaneous, integrated strengthening across policy context, institutional input, implementation process, and service product, since strength in one dimension, such as a sound normative policy basis, cannot by itself compensate for persistent weaknesses in resource adequacy, coordination consistency, or evaluation-driven organizational learning.

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