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Performance of District Apparatus in Public Service Delivery: An Integrative Review and Propositions for Fakfak Timur District, Fakfak Regency

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Abstract

In Tanah Papua, the district (*distrik*) office is often the only government office within reach of rural residents, so the performance of district apparatus largely shapes citizens' experience of public services. Fakfak Regency's score in the Ombudsman's assessment of compliance with public service standards fell from the highest category in 2022 to the medium category in 2024. However, the assessment method was revised between these years, the assessment covers regency agencies rather than district offices, and no study has examined apparatus performance in Fakfak Timur District. This integrative review synthesises evidence on the performance of district apparatus in Tanah Papua and derives propositions for Fakfak Timur. Eight studies published between 2019 and 2026 were included: six of district offices in Sorong City, Kaimana, Nabire, Biak Numfor, and Merauke, analysed as the main evidence, and two of kampung offices in Keerom and Fakfak, analysed separately. Findings were coded against a framework that separates preconditions of performance (staff presence, staffing, skills, and equipment) from the performance dimensions of productivity, responsiveness, and accountability. The reviewed studies suggest that staff are often described as willing, fair, and responsive when present, but that performance is undermined by preconditions: shortages of staff, computers, digital skills, and facilities and, in some offices, absence, poor punctuality, and dual roles that leave offices unattended. These patterns do not map neatly onto remoteness, as several of the districts studied contain urban areas or regency capitals. The evidence base is small and consists mainly of qualitative studies with few informants and heterogeneous frameworks, and the evidence on staff presence comes from only two studies. The review offers four propositions for field testing in Fakfak Timur: securing staff presence, providing basic equipment and digital training, avoiding dual roles, and monitoring district offices directly.

Keywords: Apparatus Performance, Public Service, District Office, Tanah Papua, Fakfak.

INTRODUCTION

In this article, Tanah Papua refers to the six provinces created from the former provinces of Papua and West Papua, including Papua Selatan, Papua Tengah, Papua Pegunungan, and Papua Barat Daya, which were formed in 2022. In Tanah Papua, the district (*distrik*) is the government unit that corresponds to the sub-district (*kecamatan*) elsewhere in Indonesia (Republik Indonesia, 2001). Several districts covered by this review, in Merauke, Nabire, and Sorong, now lie in the new provinces. Government Regulation Number 17 of 2018 assigns the district head responsibility for coordinating government affairs, guiding village governance, and delivering public services delegated by the regent (Republik

Indonesia, 2018). In a region where kampung are dispersed and transport is costly, the district office is often the nearest point at which residents can obtain administrative letters, recommendations, and other basic services. Law Number 25 of 2009 on Public Services requires these services to be delivered according to published standards of procedure, time, and cost (Republik Indonesia, 2009), which makes the performance of district apparatus a direct determinant of citizens' access to government.

Bureaucratic performance in public services is commonly assessed in Indonesia through five indicators: productivity, service quality, responsiveness, responsibility, and accountability (Dwiyanto, 2006). District offices are also a clear case of what Lipsky (2010) calls street-level bureaucracy: frontline officials whose day-to-day decisions and availability effectively constitute the policy that citizens experience. In peripheral regions, the ability of the state to deliver even routine services depends on what Mann (1984) calls infrastructural power, the capacity to penetrate territory and implement decisions, which varies sharply across space within a country (Soifer, 2008). Research on frontline public servants in developing countries shows that absence is a widespread and measurable problem, often worse in poorer and remote areas where monitoring is weak (Banerjee & Duflo, 2006; Chaudhury et al., 2006). Indicators of performance such as productivity or responsiveness implicitly presuppose that staff are present and equipped, an assumption that this literature suggests cannot be taken for granted.

Studies of district offices in Tanah Papua have applied different frameworks, including Dwiyanto's performance indicators, the SERVQUAL dimensions of service quality (Parasuraman et al., 1988), effectiveness measures, and public service principles. Their overall ratings range from low in Kaimana District (Wewra, 2024) and poor in Maladum Mes District, Sorong (Kadir et al., 2022), to fairly good in Sorong Timur and Biak Timur districts (Muhdar & Bahar, 2026; Rumpaidus et al., 2025). Because these ratings were produced with different instruments, they cannot be compared on a common scale; this review therefore compares the specific strengths and weaknesses the studies report rather than their overall ratings.

Fakfak Regency in West Papua illustrates the limits of aggregate measures. In the Ombudsman's 2022 assessment of compliance with public service standards, Fakfak scored 92.29, the highest compliance category, and ranked 11th of 415 regencies (Ombudsman Republik Indonesia, 2023a). In 2024, it scored 77.55, ranked 343rd of 415 regencies, and was placed in the yellow zone with a medium-quality opinion, having been in the green zone the previous year (Ombudsman Republik Indonesia, 2024a). These scores should not be read as a straightforward decline. The Ombudsman revised its method from 2022 to assess not only the availability of service standards and perceived maladministration but also the competence of service providers, facilities, and complaint management, organised into input, process, output, and complaint-management dimensions (Ombudsman Republik Indonesia, 2024b); in 2023, a further variable (community satisfaction or minimum service standards) was added to the output dimension (Ombudsman Republik Indonesia, 2023b). The 2022 and 2024 scores were therefore produced with partly different instruments. The units assessed in 2022 were regency agencies and two community health centres, not district offices (Ombudsman Republik Indonesia, 2023a).

Fakfak Timur District covers about 1,020 km², had an estimated 1,467 inhabitants in mid-2024, and comprises six kampung, with its administrative centre at Weri (Badan Pusat Statistik Kabupaten Fakfak, 2025). Weri lies about 48 km by road from the regency capital, of which about 20 km is unpaved; two of the six kampung are reachable only by sea or on foot during the rainy season (Badan Pusat Statistik Kabupaten Fakfak, 2025). The district office has 14 staff, of whom 9 are civil servants and 5 are contract staff (Badan Pusat Statistik Kabupaten Fakfak, 2025). How district apparatus perform in such settings is not captured by the Ombudsman assessments. A search of Google Scholar, Garuda, and DOAJ on 20 March 2026 using "Fakfak Timur" combined with "pelayanan", "kinerja", or "aparatur" identified no academic study of apparatus performance in Fakfak Timur.

This article addresses that gap through an integrative literature review. It asks: (1) how district apparatus in Tanah Papua perform in public service delivery according to recent studies; (2) which preconditions and factors explain variations in performance; and (3) which propositions for Fakfak Timur District can be derived from this evidence for field testing. Because no study in the corpus concerns Fakfak Timur, the third question yields propositions rather than lessons. The article contributes

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a framework that separates the preconditions of performance from performance itself and an agenda for local government and future research.

METHODS

This study used an integrative literature review, which synthesises findings from studies with different designs to generate a new perspective on a topic (Snyder, 2019); reporting follows the PRISMA 2020 statement where applicable (Page et al., 2021). Table 1 sets out the analytical framework. Following Dwiyanto (2006), performance was examined through three dimensions: productivity (the efficiency and timeliness of service outputs), responsiveness (the willingness and ability of staff to recognise and respond to citizens' needs and complaints), and accountability (the conformity of service delivery with public values and norms, including fairness, transparency, and adherence to rules). Dwiyanto's responsibility indicator, the conformity of action with administrative principles, overlaps with accountability in the reviewed studies and was coded with it. Service quality is a user-based assessment rather than a separate dimension of apparatus behaviour; where studies used SERVQUAL, its dimensions were mapped onto the framework (reliability to productivity, responsiveness and empathy to responsiveness, assurance to accountability, and tangibles to equipment and facilities). Staff presence, staffing levels, skills, and equipment are inputs rather than performance, and were coded separately as *preconditions*.

Table 1. Analytical Framework

Category	Elements coded	SERVQUAL mapping	Source
Preconditions	Staff presence and punctuality; number of staff; dual roles; skills (including digital); equipment and facilities	Tangibles	Lipsky (2010); Chaudhury et al. (2006)
Productivity	Timeliness and output of services; delays	Reliability	Dwiyanto (2006)
Responsiveness	Help with citizens' difficulties; handling of complaints	Responsiveness; empathy	Dwiyanto (2006)
Accountability (incl. responsibility)	Fairness; absence of illegal levies; transparency; rule-following; discipline in following procedures	Assurance	Dwiyanto (2006)

Source: Developed by the authors, 2026.

Literature was searched in Google Scholar, the Garuda portal, DOAJ, the websites of Indonesian public administration and government journals, and university repositories between 2 February and 20 March 2026; the full search strings are given in Supplementary Table S1. Core terms included "kinerja aparatur distrik", "kinerja pegawai kantor distrik", "kualitas pelayanan kantor distrik", "Distrik Fakfak Timur", and "Kabupaten Fakfak pelayanan publik". Studies were included if they (a) were empirical studies of apparatus performance or service quality in district or kampung government offices in Tanah Papua; (b) reported findings on at least one element of Table 1; (c) were published in a journal between 2019 and 2026; and (d) had an accessible full text. Journal field was not used as a criterion, because studies of district offices in Tanah Papua are published in journals of several disciplines; instead, each study was appraised for quality. Studies of universities and provincial agencies were excluded because their organisational settings differ from district offices. One 2021 study of a district office in Jayapura Regency was excluded because the journal in which it appeared could not be identified reliably; it is listed, with the reasons for exclusion, in Supplementary Table S3.

Screening was conducted independently by the first and second authors, and disagreements (six at the title-and-abstract stage and one at the full-text stage) were resolved by discussion. Figure 1 summarises the process. Of 213 records identified, 186 remained after duplicates were removed; 25 were assessed in full text, and 17 were excluded (universities or provincial agencies: 6; not about service delivery performance: 5; outside Tanah Papua: 3; no accessible full text: 2; source unidentifiable: 1), leaving eight studies.

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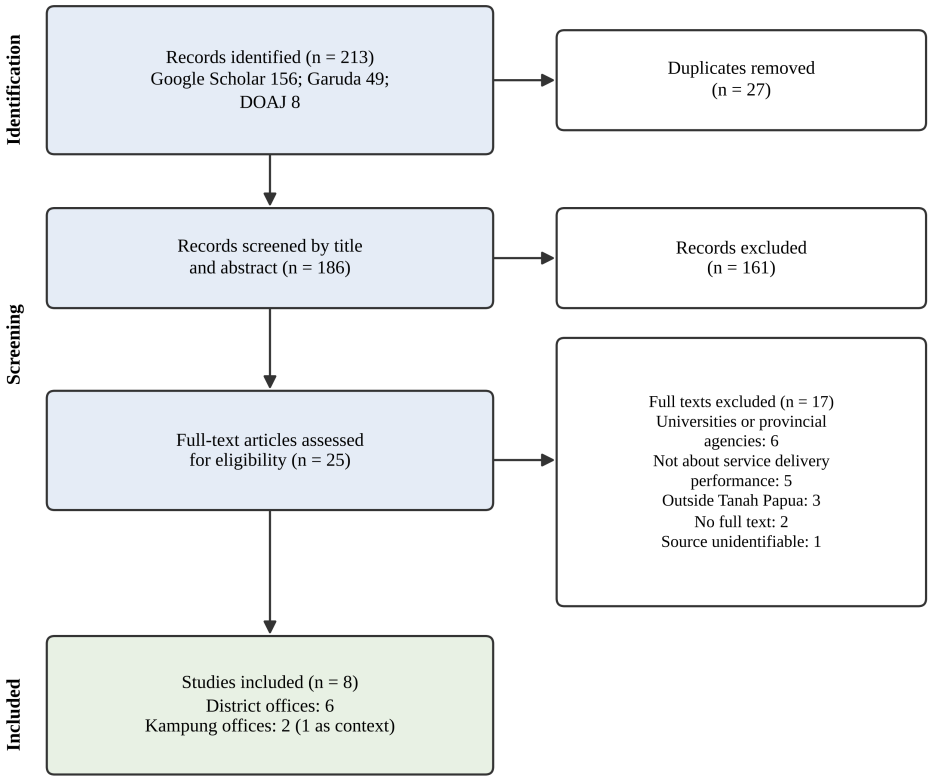

Figure 1. PRISMA 2020 Flow Diagram of Study Selection

Source: Authors' search, 2026.

The eight studies were analysed in two groups. The main group comprises six studies of district offices in Sorong City, Kaimana, Nabire, Biak Numfor, and Merauke. Kampung officials differ from district staff: they are not civil servants, are appointed and funded differently, largely through village funds, and perform different functions. The two kampung studies were therefore analysed separately and used only to indicate whether similar patterns appear at the kampung level. One of them, Rumkorem (2019), examines service delivery in a kampung office and meets the criteria. The other, Hindom and Tamher (2021), examines the absorption of community aspirations in kampung governance rather than service delivery; it was retained only as context on the capacity of kampung officials in Fakfak and is not coded in the synthesis. Ombudsman compliance releases and regency documents were used to describe the Fakfak context and the scope of existing monitoring; they were not coded as evidence on apparatus performance.

Study quality was appraised by the first and second authors independently using the CASP qualitative checklist (Critical Appraisal Skills Programme, 2018). Data were extracted into a matrix (Supplementary Table S2), coded deductively against Table 1 and inductively for barriers, following the hybrid approach of Fereday and Muir-Cochrane (2006), and synthesised thematically by comparing patterns across studies. The first author coded all studies; the second author checked the coding, and two disagreements were resolved by discussion.

RESULTS AND DISCUSSION

Results

Characteristics of the Corpus

Table 2 summarises the eight studies. All used qualitative or qualitative-descriptive designs, mostly with small numbers of informants, and three of the eight relied only or mainly on officials' own accounts, while one did not report its informants. Claims that staff are willing, fair, and responsive may therefore partly reflect officials' self-assessments. Four of the six district offices are in urban areas or regency capitals (Maladum Mes and Sorong Timur in Sorong City; Merauke and Kaimana districts),

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and two are outside regency capitals (Teluk Umar in Nabire and Biak Timur in Biak Numfor). The corpus therefore does not describe remote districts specifically.

Table 2. Characteristics of the Reviewed Studies

Study	Locus	Setting	Method; informants	Framework	Quality	Key findings
District offices						
Irawan et al. (2021)	Merauke District	Regency capital	Qualitative; 8 (4 officials, 4 residents)	SERVQUAL	CASP 7/10	Responsive staff; complaints about delays; too few staff
Kadir et al. (2022)	Maladum Mes, Sorong City	Urban	Qualitative; 6 officials	Performance indicators	CASP 6/10	Too few and unskilled staff; discipline lapses; no computers or printers
Wewra (2024)	Kaimana District	Regency capital	Qualitative; 7 (5 officials, 2 residents)	Performance indicators	CASP 6/10	Staff reluctant to come to office; dual roles; poor punctuality
Rumpaidus et al. (2025)	Biak Timur, Biak Numfor	Outside capital	Qualitative; 9 (3 officials, 6 residents)	SERVQUAL	CASP 7/10	One computer for all services; few staff can operate it
Kareni et al. (2025)	Teluk Umar, Nabire	Outside capital	Qualitative-descriptive; 10 (4 officials, 6 residents)	Performance and satisfaction	CASP 5/10	Weak discipline; limited facilities; limited SOP understanding
Muhdar & Bahar (2026)	Sorong Timur, Sorong City	Urban	Qualitative; 6 officials	Service principles; SERVQUAL	CASP 6/10	Openness, fairness, responsiveness; limited facilities
Kampung offices (analysed separately)						
Rumkorem (2019)	Kampung Workwana, Keerom	Rural kampung	Qualitative; 8 (3 officials, 5 residents)	Performance indicators	CASP 6/10	Late arrival, absence; self-funded equipment; weak transparency; equal treatment
Hindom & Tamher (2021)	Kampung Tanama, Fakfak	Rural kampung	Qualitative	Effectiveness (aspiration absorption)	Context only	Not effective; most officials with high-school education

Note: Overall ratings are not shown because they were produced with different frameworks and are not comparable. Source: Compiled by the authors from the reviewed studies, 2026.

Synthesis by Framework Category

Table 3 maps the findings onto the framework and reports the number of district-office studies supporting each strength and weakness. Responsiveness is the category most often reported as a strength, while preconditions are most often reported as weaknesses.

Table 3. Synthesis of Findings by Framework Category (District Offices)

Category	Reported strengths	Reported weaknesses	Studies	n
Preconditions	–	Too few staff; one or no computer; limited computer skills; inadequate facilities	Irawan et al. (2021); Kadir et al. (2022); Rumpaidus et al. (2025); Kareni et al. (2025); Muhdar & Bahar (2026)	5
	–	Absence; poor punctuality; dual roles	Wewra (2024)	1

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Category	Reported strengths	Reported weaknesses	Studies	n
	–	Discipline lapses	Kadir et al. (2022); Kareni et al. (2025)	2
Productivity	Services delivered according to procedure	Delays	Irawan et al. (2021); Muhdar & Bahar (2026)	2
Responsiveness	Staff help with administrative difficulties; respond to community needs; users satisfied with speed and friendliness	Low awareness of service role among some staff	Irawan et al. (2021); Muhdar & Bahar (2026); Kareni et al. (2025); Wewra (2024)	4
Accountability	Equal treatment; openness of information	Limited understanding of SOPs	Muhdar & Bahar (2026); Kareni et al. (2025)	2

Note: Kampung studies are discussed separately in the text. Source: Authors' synthesis, 2026.

Shortages of staff and equipment recur across the corpus. In Merauke District, too few staff led to complaints about processing delays (Irawan et al., 2021). In Maladum Mes, the office lacked skilled personnel, sufficient staff, computers, and printers (Kadir et al., 2022). In Biak Timur, a single computer served all services, and only certain employees could operate it (Rumpaidus et al., 2025). Limited facilities were also the main obstacle in Sorong Timur (Muhdar & Bahar, 2026) and constrained performance in Teluk Umar (Kareni et al., 2025). Evidence on staff presence is thinner. Only one district study reports absence clearly: in Kaimana, employees were reluctant to come to the office, punctuality was poor, and most employees held dual roles as secretaries of kampung without a permanent head (Wewra, 2024). Discipline lapses of a less severe kind were reported in Maladum Mes and Teluk Umar (Kadir et al., 2022; Kareni et al., 2025).

Evidence on productivity is thin. Where offices were staffed, services were generally delivered according to procedure, but delays occurred when staff were too few (Irawan et al., 2021).

When staff are available, they are generally described as willing to help. Staff in Merauke District were responsive to residents' difficulties with family cards and civil registration certificates (Irawan et al., 2021), and staff in Sorong Timur were responsive to community needs (Muhdar & Bahar, 2026). In Teluk Umar, the study reported that residents were satisfied with the speed, accuracy, and friendliness of service (Kareni et al., 2025). However, the Kaimana study reported limited awareness among employees of their role in serving the community (Wewra, 2024).

Evidence on accountability is limited. Sorong Timur applied fairness and openness in service provision (Muhdar & Bahar, 2026), whereas in Teluk Umar staff understanding of standard operating procedures was limited (Kareni et al., 2025).

Evidence from Kampung Offices and Fakfak

The kampung study that meets the inclusion criteria shows a similar pattern. In Kampung Workwana, staff often arrived late or were absent, work depended heavily on one or two people, residents and staff bought office equipment themselves because no dedicated funding was provided, and financial transparency was weak, but residents reported equal treatment and no illegal levies (Rumkorem, 2019). The only study from Fakfak, of Kampung Tanama in Pariwari District, concerns the absorption of community aspirations rather than service delivery, and its fieldwork dates from around 2019. It is relevant only because it shows that most kampung officials had no more than a high-school education (Hindom & Tamher, 2021).

Regency documents provide more direct evidence on Fakfak's district offices. In the 2024 community satisfaction survey conducted under Minister of Administrative and Bureaucratic Reform Regulation 14/2017, the Community Satisfaction Index (IKM) of district offices in Fakfak ranged from 72.4 to 81.9. Fakfak Timur scored 74.1, in category C ("less good"), with its lowest scores on facilities and on the timeliness of service (Pemerintah Kabupaten Fakfak, 2025).

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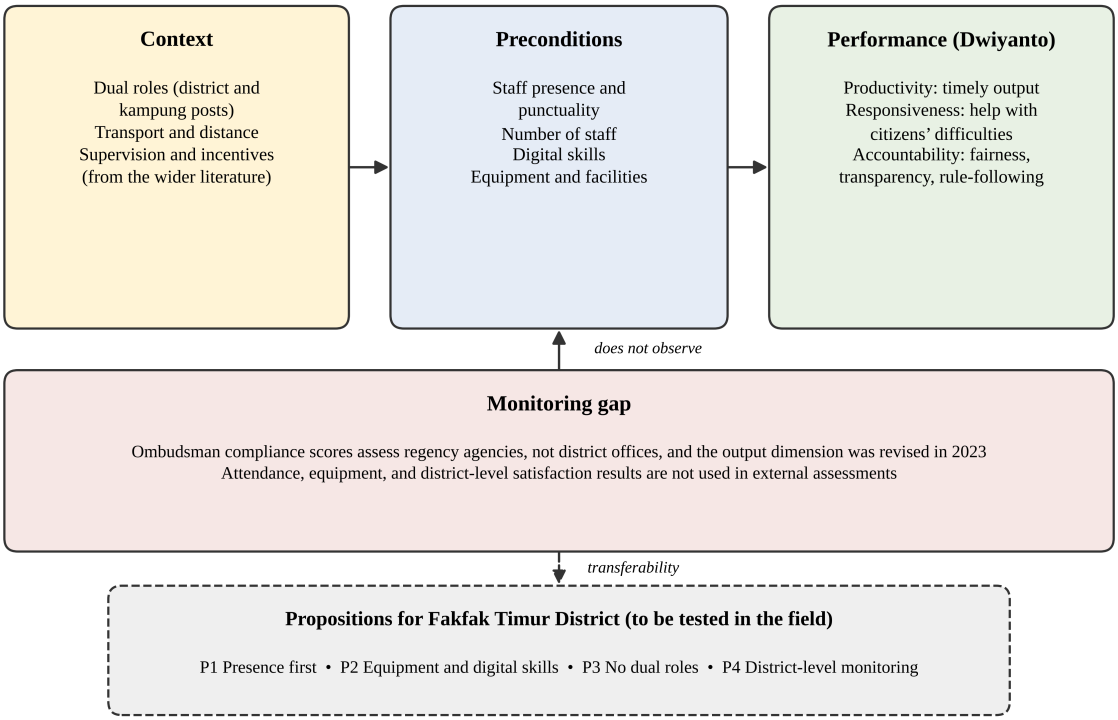

Figure 2. Preconditions of District Apparatus Performance in Tanah Papua
Source: Authors' synthesis, 2026.

Figure 2 summarises the synthesis. Context factors (left) shape the preconditions (centre). Dual roles are documented in the corpus; transport, supervision, and incentives come from the wider literature. The preconditions are staff presence, staffing levels, skills, and equipment, and they in turn determine what the performance dimensions (right) can achieve. The monitoring gap (middle row) indicates that existing external assessments do not observe these preconditions at the district level. The dashed arrow to the propositions for Fakfak Timur (bottom) indicates that they are derived by transferability and remain to be tested.

Discussion

The first research question concerned how district apparatus perform. Because the studies used different frameworks, their overall ratings cannot be ranked, but the specific findings show a consistent pattern. Responsiveness and, to a lesser extent, fairness are reported as strengths, while preconditions, especially staffing and equipment, are most often reported as weaknesses. The relationship between preconditions and overall ratings is not uniform. Kaimana, where staff absence and dual roles were reported, was rated low (Wewra, 2024), whereas Teluk Umar was rated fairly good despite weak discipline (Kareni et al., 2025). Two explanations are possible. The discipline problems in Teluk Umar may have been lapses in punctuality rather than the extended absence reported in Kaimana. The Teluk Umar rating also rests partly on users' satisfaction, which may tolerate occasional lateness if service is eventually delivered. The pattern suggested by the corpus is therefore not that any discipline problem leads to low performance, but that performance may collapse when presence fails outright.

The second question concerned the factors behind this variation. The evidence suggests that the performance indicators commonly used in Indonesian public administration (Dwiyanto, 2006) presuppose preconditions that cannot be taken for granted: that staff are physically present, sufficiently numerous, and equipped. Staff willingness to help cannot produce services if the office is closed or if the only staff member able to operate the computer is absent (Rumpaidus et al., 2025). From a street-level bureaucracy perspective, availability can be seen as the most basic discretionary act of frontline officials (Lipsky, 2010); in terms of state capacity, the uneven presence of officials is a direct indicator of the state's limited infrastructural power in parts of Tanah Papua (Mann, 1984; Soifer, 2008). The

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corpus offers only partial explanations for absence. The dual roles reported in Kaimana, where district employees also served as kampung secretaries (Wewra, 2024), show that absence can result from structural staffing gaps rather than individual indiscipline. The wider literature points to weak monitoring, distance and transport costs, inadequate housing and allowances, and the low probability of sanctions as recurring causes of absence among frontline public servants (Banerjee & Duflo, 2006; Chaudhury et al., 2006). None of the reviewed studies examines these causes directly, which is a gap for future research. Capacity is the second precondition: limited computer skills and the absence of basic equipment reduce what present and willing staff can achieve (Kadir et al., 2022; Rumpaidus et al., 2025). These conclusions rest on a small evidence base, and the evidence on presence in particular comes from one district study and one kampung study.

The third question concerned Fakfak Timur. Because the Ombudsman assessments cover regency agencies and health centres, use a method that changed between 2022 and 2024, and do not assess district offices, they reveal little about the Fakfak Timur district office. The regency's own satisfaction survey, which places Fakfak Timur in category C with low scores on facilities and timeliness (Pemerintah Kabupaten Fakfak, 2025), is consistent with the preconditions identified in this review. Table 4 sets out four propositions. Fakfak Timur's distance from the regency capital and limited road access (Badan Pusat Statistik Kabupaten Fakfak, 2025) are likely to make the preconditions harder to meet, because staff travel and the delivery of equipment depend on transport. Since no study has examined Fakfak Timur directly, these propositions should be tested through field research.

Table 4. Propositions for Fakfak Timur District

Proposition	Supporting evidence	How to test in Fakfak Timur
P1. Service delivery depends first on staff presence during published office hours.	Absence and poor punctuality (Rumkorem, 2019; Wewra, 2024); absence literature	Direct observation of office opening hours and staff attendance on unannounced visits; electronic attendance records
P2. Basic equipment and digital skills limit productivity even where staff are present.	One or no computer; limited skills (Kadir et al., 2022; Rumpaidus et al., 2025)	Inventory of equipment and power supply; skills assessment of staff; service time records
P3. Dual district and kampung roles reduce presence at the district office.	Dual roles in Kaimana (Wewra, 2024)	Staffing records of concurrent kampung posts; comparison of attendance of staff with and without dual roles
P4. District-level monitoring reveals performance problems that regency-level scores miss.	Scope of Ombudsman assessments; district-level IKM results	Comparison of district IKM, attendance data, and resident interviews with regency compliance scores

Source: Authors' synthesis, 2026.

These findings have implications for how performance is monitored. Service standards required by Law Number 25 of 2009 (Republik Indonesia, 2009) could include published office hours and staff attendance at district offices, which can be verified through the electronic attendance systems already used by many regencies. The annual evaluation of district performance required by Government Regulation Number 17 of 2018 (Republik Indonesia, 2018) could measure the preconditions identified here rather than relying on regency-level compliance scores. Community satisfaction surveys conducted under Minister of Administrative and Bureaucratic Reform Regulation 14/2017, which remains in force (Kementerian Pendayagunaan Aparatur Negara dan Reformasi Birokrasi, 2017), should be conducted and reported separately for each district office so that the perspective of service users is visible at that level.

CONCLUSION

Conclusion

The reviewed studies suggest that the performance of district apparatus in Tanah Papua is constrained less by attitude than by preconditions. Staff are often described as willing, responsive, and fair when they are at the office, but performance is undermined by shortages of staff, computers, digital skills, and facilities, and, in some offices, by absence, poor punctuality, and dual roles. Regency-level compliance assessments do not observe these conditions, because they do not cover district offices and their method changed between 2022 and 2024. For Fakfak Timur District, improving performance is

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likely to require, first of all, securing the preconditions of service: staff who are present, equipped, and able to use basic digital tools.

The review has several limitations. The corpus is small and consists of qualitative studies with few informants, several relying mainly on officials' own accounts. The studies used heterogeneous frameworks, so their ratings could not be compared. Several of the districts studied are urban or contain regency capitals, so the findings do not specifically describe remote districts. The evidence on staff presence comes from only two studies, one of them at the kampung level. No study examines Fakfak Timur.

Recommendation

The Fakfak Regency Government is advised to publish service hours and attendance standards for the Fakfak Timur district office and to monitor them through electronic attendance and periodic direct observation; to provide basic equipment such as computers, printers, and reliable power; to train district staff in the digital applications used for services; to avoid assigning district staff to concurrent kampung positions; and to report community satisfaction results separately for each district office. Future research should conduct field studies of apparatus performance in Fakfak Timur and other districts of Fakfak that include residents as informants and use direct observation of office opening hours and staff attendance, which measures presence more reliably than interviews. It should also compare district offices inside and outside the regency capital and examine how transport, housing, allowances, and supervision affect staff presence.

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