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# The Triangle Balance of Public Service: Basic Rights Applicative for Workers

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### **Abstrak**

Tujuan negara yang telah diamanatkan oleh konstitusi adalah mewujudkan kesejahteraan masyarakat sebagaimana dirumuskan pada alinea keempat Pembukaan Undang-Undang Dasar Negara Republik Indonesia 1945, dasar konstitusi bagi bangsa Indonesia berfungsi sebagai Dokumen Pembangunan Nasional. Oleh karena itu, sudah menjadi kewajiban bagi penyelenggara negara mengupayakan terciptanya kesejahteraan umum termasuk didalamnya fasilitas yang disediakan oleh negara yaitu pelayanan publik dimana kebutuhan pelayanan harus sesuai dengan peraturan perundang-undangan. Pelayanan Publik termasuk salah satu dari delapan area perubahan dalam pelaksanaan reformasi birokrasi Dalam Peraturan Menteri Pendayagunaan Aparatur Negara dan Reformasi Birokrasi Nomor 25 tahun 2020 tentang Road Map Reformasi Birokrasi 2020-2024. Adapun 8 (delapan) area perubahan reformasi birokrasi tersebut adalah sebagai berikut: (1). Manajemen Perubahan; (2). Deregulasi Kebijakan; (3). Penataan Organisasi; (4). Penataan Tatalaksana; (5). Penataan SDM Aparatur; (6). Penguatan Akuntabilitas; (7). Penguatan Pengawasan; (8). Peningkatan Kualitas Pelayanan Publik. Metode yang dipilih untuk menganalisis persoalan ini adalah dipadupadankan antara nomatif dan empiris, pendekatan yang digunakan adalah statute approach, conseptual approach dan case approach. Pembahasan dalam tulisan ini berdasarkan UU Pelayanan Publik dimana disebutkan bahwa setiap penyelenggara pelayanan publik wajib memberikan layanan yang berkualitas bagi setiap pengguna layanan. Salah satu fasilitas yang mendukung dalam terwujudnya pengadilan inklusif yaitu tersedianya ruang laktasi untuk ibu menyusui dan balita. Keberadaan ruang laktasi di tempat kerja dan fasilitas umum juga dijamin dalam Peraturan Menteri Kesehatan Republik Indonesia Nomor 15 Tahun 2013 tentang Tata Cara Penyediaan Fasilitas Khusus Menyusui Dan/Atau Memerah Air Susu Ibu. Peraturan tersebut tentu tidak terlepas dari Undang-Undang Nomor 36 Tahun 2009 tentang Kesehatan, khususnya pada Pasal 128 yang mengatur hak bayi untuk mendapatkan ASI eksklusif sejak dilahirkan selama 6 (enam) bulan, sebagaimana dipertegas dalam Peraturan Daerah Kota Palembang No. 2 Tahun 2014 tentang Pemberian Air Susu Ibu Eksklusif. Untuk itu hasil dari riset diketahui bahwa beberapa perguruan tinggi di Kota Palembang tidak menyediakan ruang

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laktasi bagi ibu menyusui, hanya disediakan ruang tertutup saja sehingga dirasa kurang nyaman bagi perempuan pekerja yang membawa bayi nya ke tempat kerja. Sehingga hal tersebut kurang memenuhi unsur pelayanan publik yang memang harus disediakan bagi ibu menyusui

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### **Abstract**

The mission of the state, as stipulated by the constitution, is to accomplish social welfare, as stated in the fourth paragraph of the Preamble to the 1945 Constitution of the Republic of Indonesia, which serves as the foundation for the Indonesian country to operate as a National Development Document. As a result, state administrators are now required to strive for public welfare, including state-provided facilities, such as public services, whose service requirements must be met in line with statutory regulations. Public Services are one of the eight areas of change in the implementation of bureaucratic reform in the Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation Number 25 of 2020 concerning the Road Map for Bureaucratic Reform 2020-2024. The 8 (eight) areas of change in bureaucratic reform are as follows: (1) Change management; (2) Policy Deregulation; (3) Organizational Structuring; (4) Management Arrangement; (5) Arrangement of HR Apparatus; (6) Strengthening Accountability; (7) Strengthening Supervision; and (8) Improving the Quality of Public Services. The method utilized for analyzing the issue is a combination of normative and empirical, with approaches including the statutory approach, conceptual approach, and case approach. The discussion in this article is based on the Public Services Law, which declares that every public service provider is required to deliver quality services to all users. Lactation rooms for breastfeeding mothers and toddlers are one of the features that help to make inclusive courts a reality. Lactation rooms in workplaces and public facilities are also protected by the Minister of Health of the Republic of Indonesia's Regulation No. 15 of 2013 on Procedures for Providing Special Facilities for Breastfeeding and/or Expression of Breast Milk. This regulation is, of course, inextricably linked to Law Number 36 of 2009 concerning Health, particularly Article 128, which governs babies' right to receive exclusive breast milk from birth for 6 (six) months, as emphasized in Palembang City Regional Regulation No. 2 of 2014 concerning the Provision of Exclusive Breast Milk. As a result, the study's findings suggest that several colleges in Palembang City do not provide lactation rooms for breastfeeding moms, instead offering only locked rooms, making it uncomfortable for working women who bring their newborns to work. As a result, this does not meet the requirements of public services for breastfeeding.

## **INTRODUCTION**

The development of today's world has moved so fast, that technology has brought the boundaries between information and human needs closer. Speed and accuracy are also needed in the process of interaction between government and citizens, but unfortunately, the high mobility of citizens is not matched by the government's accuracy and speed in terms of services, especially services to the public. Citizens have the right to receive quality public

services from the state (bureaucracy). Quality public services can immediately be provided by the government together with all components of society. Citizens as members of society also have the right to have their rights protected, have their voices heard, and have their values and preferences respected. Thus, citizens have the right to judge, reject, and sue anyone who is politically responsible for the provision of public services. This concept is called The New Public Service (NPS) which was developed by Janet V. Denhardt and Robert B. Denhardt in 2003.<sup>2</sup> Rights and obligations are sometimes defined in terms of roles. In actuality, its primary function is to carry out rights and duties. Rights are roles that do not need to be implemented (facultative in nature), whereas duties are roles that must be carried out. Rights are the role of ability, whereas duties are the role of necessity. The performance of public services can be enhanced by implementing "exit" and "voice" mechanisms. The "exit" mechanism requires that if public services are not of good quality, consumers have the option of selecting another public service provider agency of their choice. Meanwhile, the "voice" system allows people to communicate their unhappiness with public service providers. This New Public Service Approach is consistent with Albert Hirschman's previously developed "Exit" and "Voice" theories.<sup>4</sup>

As an embodiment of the constitutional obligation that the state guarantees all of its citizens the right to labor without regard for race, ethnicity, gender, or other factors. Furthermore, the welfare state incorporates features of socialism, which stresses well-being in both political and economic spheres. The welfare state also includes the principles of freedom (*liberty*), equality, and friendship (*fraternity*) or togetherness (*mutuality*). The principle of friendship or togetherness can be compared to the notion of kinship or mutually beneficial cooperation.<sup>5</sup> According to Purcell, the basic principles of the welfare state are as follows:

<sup>&</sup>lt;sup>1</sup>Agus Prianto, "Menakar Kualitas Pelayanan Publik," *LECTURER REPOSITORY*, 2017.

<sup>&</sup>lt;sup>2</sup>Rudi Rinaldi, "Analisis kualitas pelayanan publik," *Jurnal Administrasi Publik (Public Administration Journal)* 2, no. 1 (2012): 22–34.

<sup>&</sup>lt;sup>3</sup>Zaenal Mukarom dan Muhibudin Wijaya Laksana, "Membangun kinerja pelayanan publik" (Pustaka Setia, 2015).

<sup>&</sup>lt;sup>4</sup>Abdul Mahsyar, "Masalah pelayanan publik di Indonesia dalam perspektif administrasi publik," *Otoritas: Jurnal Ilmu Pemerintahan* 1, no. 2 (2011).

<sup>&</sup>lt;sup>5</sup>Robi Cahyadi, "Inovasi kualitas pelayanan publik pemerintah daerah," *Fiat Justicia Jurnal Ilmu Hukum Fakultas Hukum Universitas Lampung* 10, no. 3 (2016): 569–86.

- 1. Every citizen has the right to basic welfare and a minimum standard of living.
- 2. Society is responsible for ensuring the minimum standard of living for all citizens.
- 3. Government policy should support full employment to achieve social justice.

Since 2009, Indonesia has had its legal regulations as a benchmark for public services, and on July 18, 2009, Indonesia ratified Law No. 25 of 2009. According to this Law, public service is an activity or series of activities carried out in compliance with statutory requirements to meet the demands of every citizen and resident for goods, services, and/or administrative services offered by public service providers. A service is regarded as satisfactory if it meets the customer's wants and expectations. If consumers are dissatisfied with the service offered, the service will undoubtedly be ineffective and inefficient.<sup>6</sup>

There are several reasons for the lack of effectiveness and efficiency in the implementation of service activities:<sup>7</sup>

- 1. Relying on authority: In carrying out services, government officials rely more on authority than on market forces or consumer needs
- 2. Accountability is not yet in place: Accountability for services in government agencies is not yet in place, this is because there are no generally accepted performance benchmarks for each government agency.
- 3. It is monopolistic, meaning there is no competition, and it is inefficient: when it comes to providing services, government agencies are often monopolistic, thus a competitive environment does not exist inside them. In reality, without competition, there will be no increase in efficiency or quality.
- 4. Wrong view: When providing services, government officials are frequently caught in a mindset that prioritizes their own opinions and interests over those who receive government services.
- 5. Low awareness: Community members' awareness of their rights and obligations as citizens and consumers remains poor, therefore they tend to take government services

<sup>&</sup>lt;sup>6</sup>Lijan Poltak Sinambela, "Reformasi pelayanan publik," 2008.

<sup>&</sup>lt;sup>7</sup> Deddy Mulyadi, Hendrikus T Gedeona, dan Muhammad Nur Afandi, "Administrasi Publik Untuk Pelayanan Publik: Konsep Dan Praktik Administrasi Dalam Penyusunan Sop, Standar Pelayanan, Etika Pelayanan, Inovasi Untuk Kinerja Organisasi," 2016.

for granted. Furthermore, as has been done in the past, the goal is to keep social control out of society.

Based on the above phrase, the state must control such policies that aim to achieve prosperity for all Indonesians, particularly the lives of employees, particularly women, in a fair, decent, and dignified manner that adheres to the principles of social justice. In other words, it is argued that in a welfare state law, providing employees with protection is a high priority. Indeed, Sanford Levinson believes<sup>8</sup> that the state, through the government, bears responsibility for the lives and welfare of the nation's children. The state cannot abandon or disengage from concerns concerning people's welfare in accordance with the mandate of the opening of the Republic of Indonesia's 1945 Constitution. The state must continually seek to promote the welfare of all its citizens, including the welfare of employees, particularly female employees, in a fair, non-discriminatory, and dignified manner.<sup>9</sup>

Service quality is a very important discussion in public services, the concept of quality is a measure of organizational success. Quality is no longer limited to commercial service providers; it has also permeated government organizations that have hitherto been resistive to calls for high-quality public services. Quality is a relative concept, which means that how it is assessed is determined by the perspective employed. In popular parlance, the concept of quality denotes anything exceptional, superior, or superior when compared to others. Some argue that quality encompasses both excellent and exemplary elements. According to the International Organization for Standardization (ISO), quality is defined as the overall qualities and attributes of goods or services that relate to their capacity to meet expected needs. Meanwhile, the compatibility of expectations and the reality of services frequently differ. The goal of public services is to meet and/or adhere to the needs of the general public/customers. To do this, services must be tailored to the community's needs and wants.

<sup>&</sup>lt;sup>8</sup> Dennis Patterson ed, *A Companion to Phylosophy of Law and Legal Theory* (Massachusetts-USA: Blackwell Publisher Ltd, 1999), hlm. 554

<sup>&</sup>lt;sup>9</sup> Fadhilah Fadhilah, "Supervisory Function of the Government in Improving the Capabilities of Governmental Organizations Responsible for Public Services," *Journal of Namibian Studies* 34 (2023): 1–15.

<sup>&</sup>lt;sup>10</sup>Abdul Kadir, "Studi pemerintah daerah dan pelayanan publik" (Kementerian Hukum dan Hak Asasi Manusia, 2017).

<sup>&</sup>lt;sup>11</sup>Ni Ketut Riani, "Strategi peningkatan pelayanan publik," *Jurnal Inovasi Penelitian* 1, no. 11 (2021): 2443–52.

Service quality is the alignment of expectations, wishes, and reality. Thus, for measuring service quality.

Employee/labor protection is classified into three categories: 1. Economic protection, which refers to measures to provide employees with an income sufficient to fulfill their and their families' daily needs, especially if the employee is unable to work due to circumstances beyond his control. 2. Social protection, a sort of employee protection based on community efforts, to allow employees to experience and develop their lives as individuals, members of society, and family members. This is done through occupational health insurance, freedom of association, and the protection of the right to organize. 3. Technical protection, specifically an employee protection effort related to measures to protect employees from work accidents.

Other employee protection measures include 1. Work safety standards, cover machinery, tools, materials, and procedures, as well as workplace circumstances, the environment, and work practices. 2. Occupational health norms and company health hygiene, which include preserving and improving employee safety, providing medical treatment to employees, and setting occupational health standards. 3. Work standards in the form of preserving employees' rights in general, such as wages, leave, morality, and religious systems, to preserve employee performance. 4. Work accident regulations in the form of providing compensation for treatment or rehabilitation as a result of work accidents and/or job-related illnesses, in which case heirs are entitled to compensation. One of the functions of law is to offer legal protection for society, especially for the weak, which in this situation is labor.

Departing from the thoughts above, if interpreted as legal protection for female employees, then legal protection for female employees related to the provision of lactation rooms in public service-based universities can be interpreted as, protection using legal means or protection provided by law to employees, in this case female employees, who are aimed at certain interests, namely by turning the interests that need to be protected into legal rights.

The right of female employees to enjoy their basic rights as guaranteed by the constitution is a right that must be embraced as a citizen, as is the recognition and protection

of human rights. Employees' protection <sup>12</sup> is intended to protect the interests of female employees in the field of education by ensuring the guaranteed fulfillment of their rights in accordance with the basic labor rights that every employee must have as an embodiment of human rights, which is based on the principle of fulfilling and respecting human rights without discrimination. Protection for employees aims to provide: humane treatment of employees; guarantee of obtaining welfare; health care insurance; work safety guarantee; decent wages and; fulfillment of other rights by the work agreement and also the application of representative public services. <sup>13</sup>

The essence of the concept of service quality is to demonstrate all kinds of actualization of service activities that satisfy individuals who get services in accordance with responsiveness, create assurance, and provide visible proof based on empathy. from persons who provide services based on their dependability (*reliability*) in carrying out the service duties supplied continuously to please those who receive them. Based on the essence of the service quality concept "RATER", most work organizations use this concept as a reference in implementing service actualization in their work organizations, eliminating various types of gaps in various services offered by employees in satisfying community service expectations. <sup>14</sup> The actualization of the "RATER" concept is also applied in the implementation of employee service quality for both government and non-government employees in improving their work performance, which does not rule out the possibility for female employees.

## **METHOD**

This type of research uses empirical judicial processes that are supported by data gathered from library materials; nevertheless, this research focuses more on primary data. <sup>15</sup> Using a statutory, case approach, the sample for this research is 3 universities, as: FH Muhammadiyah

<sup>&</sup>lt;sup>12</sup> H. Zulkarnain Ibrahim, "Hakekat Hukum Pengupahan Dalam Upaya Mewujudkan Kesejahteraan Sosial Pekerja," *Masalah-Masalah Hukum* 44, no. 4 (2015): 431, https://doi.org/10.14710/mmh.44.4.2015.431-446.

<sup>&</sup>lt;sup>13</sup>Enny Agustina, "Pelaksanaan Pelayanan Publik Berkualitas Bagi Masyarakat," *Jurnal Literasi Hukum* 3, no. 2 (2019): 10.

<sup>&</sup>lt;sup>14</sup>Agus Dwiyanto, *Mewujudkan good governance melalui pelayanan publik* (Ugm Press, 2021).

<sup>&</sup>lt;sup>15</sup>Jonaedi Effendi dan Johnny Ibrahim, *Metode Penelitian Hukum* (Depok: Prenada Media Group, 2016).

University Palembang, FH Taman Siswa University, and FH Sjakhyakirti University. The analysis technique used in this paper is descriptive.

## **DISCUSSION AND ANALYSIS**

# Applicability of the Basic Rights of Female Employees in Higher Education Based on the Theory of The Triangle of Balance in Service Quality

The basis for assessing service quality is constantly changing and evolving. What is seen as a quality service today may not be considered such in the future. As a result, reaching a quality agreement is extremely difficult. In terms of quality, <sup>16</sup> it is considered that consumer expectations have a significant influence in deciding the quality of goods and services because there is a clear connection between determining quality and customer satisfaction. Because consumers are the people who receive the outcomes of a person's or organization's efforts, only they can determine the quality and communication and what their needs are. Based on the Decree of the Minister for Administrative Reform Number 63 of 2003 concerning General Guidelines for the Implementation of Public Services, it is stated that 'The essence of public service<sup>17</sup> is the provision of excellent service to the community which is the embodiment of the obligations of government officials as servants of the community. This statement strengthens the role of the government as an agency that provides excellent service to the community because basically, consumers/society are citizens whose rights must be fulfilled without exception so the government as an agency that provides services must be able to provide the best possible service in accordance with applicable laws.

In essence, fulfilling the basic rights of female employees based on The Triangle Of Balance In Service Quality is a specification of the type of public service, so the author will first examine public services.

## a. Definition of Public Service

According to state administration theory, the state government primarily performs two types of duties: regulatory and service functions. The regulatory function is traditionally

<sup>&</sup>lt;sup>16</sup>Mukarom dan Laksana, "Membangun kinerja pelayanan publik."

<sup>&</sup>lt;sup>17</sup>Mulyadi, Gedeona, dan Afandi, "Administrasi Publik Untuk Pelayanan Publik: Konsep Dan Praktik Administrasi Dalam Penyusunan Sop, Standar Pelayanan, Etika Pelayanan, Inovasi Untuk Kinerja Organisasi."

connected with the essence of the contemporary state as a legal state, whereas the service function is associated with the essence of the state as a welfare state. Both the regulatory and service functions affect all aspects of life and livelihood in society, nation, and state, and their execution is delegated to government officials who are functionally responsible for specific areas of these two duties. Meanwhile, according to the Indonesian Dictionary, service has three meanings, (1) the matter or method of serving; (2) efforts to serve other people's needs by obtaining rewards (money); (3) convenience provided in connection with buying and selling goods or services. According to Cowell, the American Marketing Association defines service as an activity or benefit provided by one party to another that is essentially intangible and does not result in ownership of something; the production process may also not be associated with a physical product. Meanwhile, Lovelock states that "service is an intangible product that lasts a long time and is felt or experienced." This signifies that a service is a product that has no shape or form cannot be obtained, and lasts for a moment or a short period, but is experienced and felt by the recipient. Etymologically, service comes from the word serve which means helping to prepare/take care of what someone needs, then service can be interpreted as: Regarding/how to serve; Service. 18

## b. Form, Meaning, and Objectives of Public Services

According to Moenir, there are three types of public service that anyone can provide: 19

## a) Oral-service

Oral services are provided by officers in public relations, information, and other disciplines whose purpose is to deliver explanations and information to anyone who needs it, ensuring that each service is successful as planned. So it is vital to pay attention to the conditions that service providers must meet, namely, actually comprehending the difficulties that fall within their field of responsibility and being

<sup>&</sup>lt;sup>18</sup>Dila Erlianti, "Kualitas Pelayanan Publik," *Jurnal Administrasi Publik Dan Bisnis* 1, no. 1 (2019): 9–

 <sup>18.
 19</sup> Agustina, "Pelaksanaan Pelayanan Publik Berkualitas Bagi Masyarakat."

able to deliver explanations about what is required smoothly, briefly, but enough to satisfy the service.

# b) Service through writing

It is the most common type of service for carrying out tasks, both in terms of number and role. Written services are generally more efficient for long-distance services due to the cost aspect, and services in written form can satisfy the party being served. You must consider the speed with which problems are processed and solved.

# c) Service through action

In general, 70-80% of services in the form of actions are carried out by middle and lower-level officers. Therefore, the officer's expertise and skills are very determining in the results of the work.

# c. Indicators of Ideal Public Service Quality

The basis for assessing service quality is constantly changing and evolving. What is regarded as a quality service today may not be considered such in the future. As a result, reaching a quality agreement is extremely difficult. In terms of quality, <sup>20</sup> it is considered that consumer expectations have a significant influence in deciding the quality of goods and services because there is a clear connection between determining quality and customer satisfaction. Because consumers are the people who receive the outcomes of a person's or organization's efforts, only they can determine the quality and communicate what and what their wants are. According to the Minister for Administrative Reform's Decree Number 63 of 2003 on General Guidelines for the Implementation of Public Services, 'The essence of public service<sup>21</sup> is the provision of excellent service to the community, which is the embodiment of the obligations of government officials as servants of the community. This statement strengthens the role of the government as an agency that provides excellent service to the community because basically, consumers/society are citizens whose rights must be fulfilled without exception so the government as an agency

<sup>&</sup>lt;sup>20</sup>Mukarom dan Laksana, "Membangun kinerja pelayanan publik."

<sup>&</sup>lt;sup>21</sup>Mulyadi, Gedeona, dan Afandi, "Administrasi Publik Untuk Pelayanan Publik: Konsep Dan Praktik Administrasi Dalam Penyusunan Sop, Standar Pelayanan, Etika Pelayanan, Inovasi Untuk Kinerja Organisasi."

that provides services must be able to provide the best possible service in accordance with applicable laws.

# d. Elements of Service Quality

Every modern and advanced organization always prioritizes forms of actualizing service quality. The quality of service in question is giving the best possible service in terms of meeting the requirements, wishes, hopes, and satisfaction of consumers who request service and expect it to be provided. The concept of service quality as it relates to satisfaction is decided by five aspects known as the "RATER" (responsiveness, assurance, tangible, empathy, and reliability). The essence of the RATER service quality idea is to mold service developers' attitudes and conduct so that they can give a strong and basic form of service and receive an assessment based on the quality of service received.<sup>22</sup>

# Applicability of the Basic Rights of Female Employees in Higher Education Based on the Theory of The Triangle of Balance in Service Quality

1. **Reliability** is the company's ability to deliver services as promised, accurately and consistently. Performance must meet consumer expectations, which include punctuality, providing the same service to all customers without faults, maintaining a compassionate attitude, and achieving high accuracy. <sup>23</sup> The demand for employee dependability in providing fast, precise, easy, and smooth service is an assessment requirement for the people served in demonstrating employee work actualization in understanding the scope and description of work, which is each employee's attention and focus when providing services. The fundamental characteristics of a reliable service provider are that each employee possesses dependable skills, is knowledgeable about work processes and procedures, corrects deviations or deficiencies that are not in line with work procedures, and can demonstrate, lead, and give appropriate guidance to any form of service that the community does not yet understand. This benefits the service provider by ensuring that

<sup>&</sup>lt;sup>22</sup>Rinaldi, "Analisis kualitas pelayanan publik."

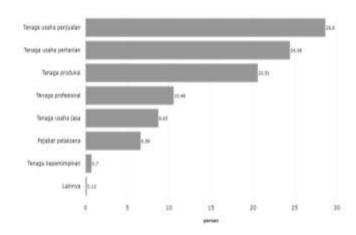
<sup>&</sup>lt;sup>23</sup>Deddy Mulyadi, "Studi Kebijakan Publik dan Pelayanan Publik: Konsep dan Aplikasi Proses Kebijakan Publik Berbasis Analisis Bukti Untuk Pelayanan Publik," 2016.

employees comprehend, master, and are dependable, independent, and professional about the job description they are involved in.

In terms of reliability, the Central Statistics Agency (BPS) projects that in 2021, women will make up 39.52%, or 51.79 million, of the working-age population (15 years and older). Compared to the previous year, when there were 50.7 million individuals, this number climbed by 1.09 million. Female employees will be employed in a variety of fields in 2021, including sales, production, agricultural, professional, and service industry occupations, as well as executive leadership positions. The following diagram shows the percentage distribution of female employees by type of work in 2021.<sup>24</sup>

Diagram 1:

Percentage Distribution of Female Employeesby Type of Work in 2021



According to data from the statistical center, 28.6% of female employees in Indonesia work in sales. This figure increased by 1.05 percentage points over the previous year, which was 27.55%. Female employees in agriculture, gardening, livestock, fishing, forest, and hunting account for

24.38% of the total, while women in production, transport equipment operators, and manual labor account for 20.51%. Professionals, technicians, and other staff account for up to 10.48% of all female employees. Furthermore, female employees in service business positions account for 8.65%. Female executives, administrative personnel,

MonaviaAyuRizati, "MayoritasPerempuan Indonesia BekerjaSebagaiTenagaPenjualan" <a href="https://databoks.katadata.co.id/datapublish/2022/04/09/mayoritas-perempuan-indonesia-bekerja-sebagai-tenaga-tenaga-">https://databoks.katadata.co.id/datapublish/2022/04/09/mayoritas-perempuan-indonesia-bekerja-sebagai-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-tenaga-t

penjualan#:~:text=Distribusi%20Persentase%20Pekerja%20Perempuan%20Menurut%20Jenis%20Pekerjaan %20(2021)&text=Menurut%20Badan%20Pusat%20Statistik%20(BPS,sebanyak%2050%2C7%20juta%20ora ngDiaksespada 10/08/2023.

and other similar positions account for 6.56% of the workforce. Meanwhile, 0.7% of female employees are in leadership and management positions, while 0.12% work in other fields.

According to several BPS data, female employees in Indonesia are quite numerous, both in the productive and non-productive age groups. Women's participation in labor exemplifies their freedom of expression as well as their commitment to initiatives to alleviate unemployment and poverty. <sup>25</sup> As a result, the government developed particular restrictions for female employees to prioritize their safety, security, and health. Apart from legislation concerning the protection of basic rights for female employees, the execution of these regulations is also an important issue to pay attention to to see the impact of these regulations on female employees in the world of work.

Reproductive rights should be studied and regulated in positive legislation for numerous reasons, including:

- a. It is an integral aspect of human rights, thus its honor must be maintained and upheld not only by the state but also by employers in both the public and private sectors, as well as by the general public.
- b. Have a vital role in promoting women's empowerment.
- c. Closely associated with government attempts to improve the quality of human resources in the future.<sup>26</sup>

However, as in the phrase das sollen, das sein, which refers to the duality between regulation and implementation, what occurs differs from the ideal ideals defined in statutory nomenclature. Female employees, particularly those who are still of reproductive age, frequently face challenges at work, such as nursing and caring for children during working hours.

One of the facilities that every workplace administrator who employs female employees must have, namely a lactation room, which is an essential component of

<sup>&</sup>lt;sup>25</sup>Arini Permatasari, "Pelaksanaan Pelayanan Publik yang Berkualitas," *DECISION: Jurnal Administrasi Publik* 2, no. 1 (2020): 51–56.

<sup>&</sup>lt;sup>26</sup>Mukarom dan Laksana, "Membangun kinerja pelayanan publik."

the demands of working women/mothers who breastfeed. Mothers frequently miss out on exclusive breastfeeding during the first three months of their baby's life because they return to work after three months of maternity leave. This occurred as a result of the implementation of breastfeeding laws and regulations that conflicted with the nomenclature of Law No. 13 of 2003 concerning Employment, as well as other laws and regulations governing the three-month maternity leave period, resulting in the disregard of breastfeeding mothers' rights to provide exclusive breast milk to their children. Ideally, exclusive breastfeeding is provided for 6 months without the use of any complementary foods; however, Articles 82 and 83 of the Manpower Law require that female employees who wish to take maternity leave be granted just 3 months of leave, divided into one and a half months before giving birth a month and a half later. <sup>27</sup>The comparatively short duration of maternity leave contributes to the absence of a rise in exclusive breastfeeding. As previously stated, according to the Manpower Law, one of the obligations of workplace administrators in the workplace is to provide lactation rooms, but unfortunately, this has not been realized by many companies. In other circumstances, the uneven distribution of lactation room amenities causes a conflict between employment and provision. Breast milk has caused some moms to retreat from work or spend less time with their children. However, if the mother continues to work and sacrifices exclusive breastfeeding for her infant, it is thought that this will have a negative impact on the baby.

In this context, the position of employment law within the field of state administrative law is linked to the role of officials, namely state officials. State authorities are responsible for carrying out one of the state's functions, which is to develop legal regulations (bestuur) governing female employees' reproductive rights. One of them is the rules for breastfeeding in the workplace.<sup>28</sup> Indonesia has several laws and regulations that govern breastfeeding.

<sup>&</sup>lt;sup>27</sup> Herning Hambarrukmi dan Triana Sofiani, "Kebijakan Pemberian Asi Eksklusif Bagi Pekerja Perempuan Di Indonesia," *Muwazah* 9, no. 2 (2016): 153286

<sup>&</sup>lt;sup>28</sup>Asri Wijayanti, *Hukum ketenagakerjaan pasca reformasi*, vol. 1 (Sinar Grafika, 2009).

The Regulation of the Minister of Women's Empowerment and Child Protection of the Republic of Indonesia No. 5 of 2015 concerning Providing Gender Responsive Work Facilities (PPPA Ministerial Regulation No. 5 of 2015) and Caring for Children in the Workplace governs the use of lactation rooms and childcare facilities at work. Paragraphs (2) and (3) describe the provision of the types of facilities mentioned in PPPA Ministerial Regulation No. 5 of 2015, namely breastfeeding room facilities/lactation rooms and child care rooms, to increase work productivity and interest in the process of child growth and development in government and private agencies. Article 5 PPPA Ministerial Regulation No. 5 of 2015 also requires government and private agencies to create supportive policies, both operational policies and regional policies.

One example of the form of support that the state can provide in terms of providing life insurance as an effort to improve human quality is by promoting child-friendly workplaces, such as by providing creches as well as lactation rooms in the workplace. Working women will no longer find it difficult to leave their children at home, and employees' concerns about being able to exclusively breastfeed their children will be alleviated by the availability of a breastfeeding room at work. This can boost employee productivity and strengthen their devotion to their workplace.

2. **Assurance** is the knowledge, politeness, and ability of company employees to foster customers' trust in the company. This involves numerous components, such as communication, credibility, security, expertise, and courtesy. The essence of a convincing form of service is based on service satisfaction demonstrated by each employee, organizational commitment that demonstrates good service delivery, and employee behavior in providing services, so that the impact of all service activities is believed by people receiving services to be well served in accordance with forms of service that can be trusted in accordance with service certainty.<sup>30</sup>

<sup>&</sup>lt;sup>29</sup>PeraturanMenteriPemberdayaanPerempuandanPerlindunganAnakRepublik Indonesia No. 5 Tahun 2015 tentangPenyediaanSaranaKerja yang Responsif Gender (Permen PPPA No. 5 Tahun 2015) danPeduliAnak di TempatKerja.

<sup>&</sup>lt;sup>30</sup>Prianto, "Menakar Kualitas Pelayanan Publik."

Regarding guarantees, the Labor Law has established a number of legal protections about the freedom of employees, or employees in this case. These protections allow employees/laborers to exercise their basic rights, including those related to working hours, occupational safety and health guarantees, equal pay protections, welfare guarantees, social security, and the ability to bargain with employers. Additionally, employees/laborers are granted special protections, such as protection for female employees/laborers, children, and those with disabilities.

The goal of providing legal protection<sup>31</sup> for employees is to ensure the continuity of the employment relations system, so that it remains harmonious and there is no disparity in relationships between strong and weak parties. Thus, entrepreneurs/employers must secure the protection of their employees, as well as for employers/employers to comply with and follow the rules established by the applicable laws and regulations.<sup>32</sup>

Protection of employees' rights is guaranteed through the Manpower Law, these basic rights are as follows <sup>33</sup>: (1) The rights of employees/laborers to be given equal opportunities in getting work and guarantees against discrimination (Article 5 and Article 6); (2) Special rights of female employees, related to reproductive function; (3) The right to carry out worship in accordance with one's religion and beliefs (Article 80); (4) The right to obtain protection related to the condition of the work environment with guarantees of safety and health, morals and decency, human dignity and religious values (Article 86); (5) The right to earn income so that they can fulfill their livelihood in a humanly acceptable way (Article 88); (6) The right for employees/laborers and their families to receive social security for employees (Article 99).

Furthermore, the rights of female employees relating to reproduction are further regulated in Article 12 of CEDAW, which states that (1) Participating countries are obliged to make appropriate regulations to eliminate discrimination against women in the

<sup>&</sup>lt;sup>31</sup> Suci Flambonita, "PERLINDUNGAN HUKUM TERHADAP HAK PEKERJA PEREMPUAN DI BIDANG KETENAGAKERJAAN," *Simbur Cahaya* 24, no. 1 (2017): 4397–4424, https://doi.org/http://dx.doi.org/10.28946/sc.v24i1%20Jan%202017.50.

<sup>&</sup>lt;sup>32</sup>Diah Fitriani, *Penjabaran hak tenaga kerja perempuan atas upah dan waktu kerja dalam peraturan perusahaan dan perjanjian kerja* (Udayana University, 2015).

<sup>&</sup>lt;sup>33</sup> Wijayanti, *Hukum ketenagakerjaan pasca reformasi*.

health sector and to ensure that they obtain health services, including health services. relating to family planning, based on equality for men and women. Notwithstanding the provisions in paragraph (1), participating countries are obliged to guarantee women adequate services relating to pregnancy, childbirth, and the post-natal period, by providing free services where necessary, as well as providing adequate nutritious food during pregnancy and breastfeeding period. Aside from CEDAW, there is also legislation that helps to prohibit discrimination against female employees, such as ILO Convention Number 183 of 2000 covering Maternity Protection and Recommendation No. 191 of 2000.

In Indonesia, it is critical to expand women's employment options. Because women bear the majority of domestic and care responsibilities, maternity protection is critical to protecting the health of women and the fetus/baby/child they are carrying or breastfeeding from hazardous working circumstances. ILO Convention No. 183 of 2000 regulates numerous subjects as follows:<sup>34</sup>

- a. Health Protection (Article 3) regulates that pregnant or breastfeeding women are not obliged to carry out work where the competent authority determines that such work may be detrimental to the health of the mother and child, or if it has been determined by the results of an assessment that indicates significantly that there is a risk to the health of the mother and child, child.
- b. Maternity Leave (Article 4) The period of maternity leave granted is not less than 3.5 months or 14 weeks.
- c. Job Protection and Non-Discrimination (Article 8) regulates the prohibition of discrimination against female employees/laborers upon their return to work after maternity leave, where female employees/laborers who return to work have the right to remain in their positions again and receive the same wages as when before she went on maternity leave.

<sup>&</sup>lt;sup>34</sup>Arifuddin Muda Harahap, "Pengantar Hukum Ketenagakerjaan," 2020.

- d. Breastfeeding Mothers (Article 10) regulates the right of female employees/laborers who are breastfeeding to breastfeed during their work hours for a minimum of one hour a day and they still have the right to receive wages.
- e. Protection for female employees who experience a miscarriage (Article 10) that female employees who experience a miscarriage can take a break of 1.5 (one and a half) months based on a certificate from the obstetrician or midwife, and while they are on leave/rest they still have the right to receive full wages/salary.<sup>35</sup>

There are several rights that Muhammadiyah University Palembang, Sjakhyakirti University Palembang, and Taman Siswa University Palembang have not been able to fulfill for several reasons. One of the rights that have not been realized is the right to breastfeed, which is outlined in Article 83 of the Manpower Law and specifies that female employees who are breastfeeding have the right to nurse at work during working hours. This right includes rest time to breastfeed or express breast milk. Along with the right to breastfeed, companies or employers are required to provide a specific space for female employees who are breastfeeding so that they can nurse or express breast milk safely and pleasantly at work. However, in reality, female employees who are breastfeeding are given the right to breastfeed at work. However, not all universities in the city of Palembang provide rooms suitable for use as lactation rooms.

There are policies in place in Palembang that protect female employees' rights to breastfeed at work. Through Regional Regulation No. 2 of 2014, Providing Exclusive Breast Milk. According to Article 25, paragraphs (1) and (3), workplace administrators and organizers of public facilities must encourage the exclusive breastfeeding program and provide special facilities for nursing and/or expressing breast milk. Article 29 further stipulates that workplace administrators are obliged to provide working mothers with the opportunity to provide exclusive breast milk to babies or express breast milk during working hours at the workplace, while Article 30 requires workplace administrators and public facilities administrators to make internal regulations that support the success of the exclusive breastfeeding program, one of which is by including it in the work agreement.

<sup>&</sup>lt;sup>35</sup>Fitriani, *Penjabaran hak tenaga kerja perempuan atas upah dan waktu kerja dalam peraturan perusahaan dan perjanjian kerja*.

Regional governments have the authority to supervise and impose administrative sanctions on workplace administrators and organizers of public facilities who do not provide facilities for exclusive breastfeeding, as outlined in Article 35 paragraph (3) of Palembang City Regional Regulation No. 2 of 2014 Concerning Providing Exclusive Breast Milk. Authorized officials impose administrative punishments in the following forms:

- a. Verbal warning;
- b. Written warning; and/or
- c. Revocation of permission.

Employers are obligated to protect the rights of female employees. The goal of fulfilling these rights is to show respect for women, notwithstanding their biological differences from men. Even if women and men have different reproductive rights, equality is required, as defined by Article 5 of the Employment Law, which provides equal chances and guarantees free of discrimination. The existence of a work agreement between the employee/laborer and the entrepreneur creates an employment relationship, which gives birth to rights and obligations for the parties to the agreement.<sup>36</sup>

Regarding the existence of lactation room facilities, according to Mrs. Mona, the Palembang Muhammadiyah University Foundation permits female employees who are breastfeeding to bring their children and breastfeed in their respective work rooms because there is no special room for breastfeeding. Female employees are also given the option to go home if they want to breastfeed. The factor behind the Faculty of Law, Muhammadiyah University not providing a lactation room is because there is no urgency in the existence of such a special room. After all, female employees are allowed to breastfeed their children in their respective work rooms or go home during work time to breastfeed their children.<sup>37</sup>

<sup>&</sup>lt;sup>36</sup>Evy Savitri Gani, "Hak Wanita Dalam Bekerja," *Jurnal Tahkim, XII* 1 (2016): 110–23.

<sup>&</sup>lt;sup>37</sup>Marlina Eka Putri, "Tinjauan atas Perlindungan Hukum terhadap Hak Menyusui Anak Selama Waktu Kerja di Tempat Kerja bagi Pekerja Perempuan," *FIAT JUSTISIA: Jurnal Ilmu Hukum* 5, no. 3 (2011).

3. **Tangible** means the company's capacity to establish its existence to outside parties. The dependable look and capabilities of the company's physical facilities and infrastructure in the surrounding environment are evident indicators of the services supplied by the service provider. This comprises physical infrastructure (such as buildings and warehouses), equipment and tools (technology), and employee appearance.

In terms of tangibles, according to data collected by the author from the Faculty of Law at Muhammadiyah University of Palembang, the university has not met its obligation to provide a lactation area for its female employees. Even if it is assumed that there is no urgency because female employees can use their work area, they nonetheless share workspace with other female and even male employees. Only a few female employees have a separate workplace that can be used for breastfeeding or pumping at work. The Faculty of Law at Muhammadiyah University has a considerable proportion of female employees, with 23 (twenty-three) female lecturers and 8 (eight) female staff out of 51 (fifty-one) lecturers and 16 (sixteen) staff.

Furthermore, Sjakhyakirti University in Palembang does not provide lactation room services for its female employees. Lactation rooms are required to fulfill the essential rights of female employees as well as to serve as public service facilities, even though they are rarely used. Mrs. Mila believes that as a female employee who has a newborn and frequently brings her child to work, it would be much easier if the company provided a designated breastfeeding area and left the child at work.<sup>38</sup> For her, she is privileged to have a relatively private workplace that is different from the work spaces of other employees, but she differs from other female employees who do not have closed work spaces. Female employees who want to nurse or pump breast milk must do it in secret due to the inefficiency of their workplace.<sup>39</sup> There are 10 (ten) female lecturers and 3 (three) female staff members at the Faculty of Law, Sjakhyakirti University, Palembang, out of 28 (twenty-eight) lecturers and 7 (seven) employees.

<sup>&</sup>lt;sup>38</sup>Timothy Ronald Marpaung, "Kewajiban Pengusaha Menyediakan Ruang Dan Waktu Laktasi Bagi Pekerja Wanita Menyusui" (UNIVERSITAS AIRLANGGA, 2020).

<sup>&</sup>lt;sup>39</sup>Sali Susiana, "Pelindungan hak pekerja perempuan dalam perspektif feminisme," *Aspirasi: Jurnal Masalah-Masalah Sosial* 8, no. 2 (2019): 207–21.

To determine the effectiveness of the implementation of basic rights for female employees for employers, the competent body must conduct regular monitoring to determine whether or not what has been regulated through statutory regulations is implemented. Because there has been no supervision to date, the administrative sanctions outlined in the Manpower Law have never been applied to companies that have failed to recognize the rights of their female employees. <sup>40</sup> Taman Siswa Palembang University has not fulfilled its female employees' rights by offering lactation facilities. Even though female lecturers and staff at Taman Siswa University Palembang work part-time, the university is required to provide a lactation area because it employs female staff. There are 7 (seven) female lecturers and 2 (two) female staff members in the Faculty of Law, Taman Siswa University, Palembang, out of 13 (thirteen) lecturers and 4 (four) staff.

4. **Empathy** means providing sincere and individual or personal attention to customers by trying to understand the customer's desires. Where a company is supposed to know and comprehend its consumer base, to be aware of their particular needs, and to operate at times that are convenient for them. When people are interested in a service, empathy is demonstrated by their attention, earnestness, sympathy, understanding, and involvement in planning and executing service activities that are tailored to each party's degree of knowledge and comprehension.

To comprehend the issues of the party they wish to assist, the party offering the service must be empathetic. To ensure that the party receiving the service and the party providing it feel the same, the party being served should be aware of the serving party's capabilities and limitations. This indicates that every type of service supplied to the person being served necessitates empathy for the numerous challenges encountered by those who seek the service. In relation to (Empathy), the implementation of female employees' rights in the field is still not what is expected, despite employees' rights Women are normatively protected by international conventions and different statutory provisions. Many female employees are unaware of their rights due to a lack of socialization by their employers.

 $<sup>^{40}</sup>$ Ibid.

Employers rarely give employment agreements, even though they contain the parties' rights and obligations. Typically, employers only offer their employees with a Permanent Employee Appointment Certificate.

According to Philipus M. Hadjon's Legal protection Theory, law is the preservation of honor and dignity, as well as the recognition of human rights held by legal subjects within the legal provisions of their power. Companies or employers that have not implemented employees' rights or provided protection to their employees, such as universities in Palembang, have not fully implemented the rights that are specifically owned by female employees, indicating that the employer has not provided adequate protection. is a kind of human rights for female employees. According to Article 1 of Law No. 39 of 1999 concerning Human Rights, the definition of Human Rights is "a set of rights that are inherent in the nature and existence of humans as creatures of God Almighty and are His gifts that must be respected, upheld, and protected by the state, law, government, and everyone for the sake of honor and protection of human dignity."

The implementation of legal protection for female employees by Muhammadiyah University of Palembang, Sjakhyakirti University of Palembang, and Taman Siswa University of Palembang remains suboptimal in terms of fulfilling female employees' rights. Thus, Muhammadiyah University Palembang, Sjakhyakirti University Palembang, and Taman Siswa University Palembang have not implemented comprehensive employment development by the Employment Law, which includes female employees' rights.

5. **Responsiveness** is a policy that aims to assist consumers by communicating clear information in a timely and appropriate manner. Leaving customers waiting creates an unfavorable perception of service quality. Another definition of responsiveness is employees' eagerness and capacity to assist consumers and reply to their demands, as well as inform them when services will be offered and then supply those services immediately.

<sup>&</sup>lt;sup>41</sup>Mulyadi, "Studi Kebijakan Publik dan Pelayanan Publik: Konsep dan Aplikasi Proses Kebijakan Publik Berbasis Analisis Bukti Untuk Pelayanan Publik."

<sup>&</sup>lt;sup>42</sup>S H Nurul Qamar, *Hak Asasi Manusia Dalam Negara Hukum Demokrasi: Human Rights In Democratiche Rechtsstaat* (Sinar Grafika, 2022).

Related to responsiveness, public service is an activity or series of activities carried out to meet the needs of several people or communities who have interests and aims to provide satisfaction, the results of which are not tied to a specific product, and are carried out by statutory regulations. According to public service theory, employees have the right to proper service facilities at work, such as worship and lactation rooms. Ideally, public services are aimed at both the community and employees. However, female employees at Muhammadiyah University Palembang, Sjakhyakirti University Palembang, and Taman Siswa University Palembang do not have access to breastfeeding rooms, even though workplace administrators are required to provide them as one of the facilities to support university public services.

### **CONCLUSION**

Regarding the fulfillment of lactation room facilities as an application of the basic rights of female employees in universities based on the theory of The Triangle of Balance in Service Quality in several universities in Palembang City, there is no special place prepared for lactation rooms for breastfeeding mothers. This is because it is not considered too important. It is known that regulations regarding public services must include RATER reliability, assurance, tangibles, empathy, and responsiveness.

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