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Development strategy for public service quality enhancement model in sub-district government in Indonesia

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ABSTRACT: *The image of government services is still considered unsatisfactory to the public. Various complaints from the implementation of services continue to color the world of public services in Indonesia. Reluctance and negative image in the service process faced by the community is still felt when they have to deal with government agencies in a service. This shows an indication that the government has yet to succeed in providing quality and satisfying services to the community. This research is part of an effort to make continuous improvements in service quality. The objectives of this study are 1) to identify the quality of public service delivery in the sub-districts of the Sidoarjo Regency Government, 2) to identify the role of the local government in providing quality public services in the sub-districts of the Sidoarjo Regency Government.*

This research method uses a descriptive qualitative approach; by presenting the results of this study in depth about the phenomenon of public service in improving the quality of service in the sub-districts in the Sidoarjo Regency Government.

The results showed that the implementation of public services in the sub-districts in the Sidoarjo Regency Government environment is relatively good enough. The role of the Sidoarjo Regency Government focuses more on the position as facilitator, dynamist and executor within the existing normative boundaries.

Keyword: *Community Satisfaction, Continuous Improvement, Public Service, Quality.*

I. INTRODUCTION

The dynamics of the paradigm of good governance in the administration of government in Indonesia, has encouraged the government to continuously fulfill its accountability obligations in the provision of public services. The delivery of public services by government officials to the public is actually an implication of the function of the state apparatus as a public servant with the aim of realizing people's welfare. Public services as all forms of services, both in the form of public goods and public services which in principle are the responsibility and are carried out by government agencies at the central, regional, and within the environment of State-Owned Enterprises or Regional-Owned Enterprises, in the context of efforts to meet the needs community and in the context of implementing the provisions of the legislation (Ratminto, 2005).

Quality public services will be realized if the service organization has a service system that prioritizes the interests of citizens, especially users of services and human resources oriented to the interests of citizens. Therefore, the implementation of quality services has become a demand for the government, especially at this time, where public services must not only be able to compete with the private sector, but public services must also be able to compete at the international level. The quality of this service is very important for service provider organizations.

Throughout 2018 the Indonesian Ombudsman representative from East Java (East Java) received 405 reports from the community. This number increased compared to 2017 as many as 356. In 2018, ORI Representative of East Java Province received 1,480 complaints but after the process in PVL (Receipt and Verification Report), of these complaints can be processed as reports as many as 405 reports with more than 3000 beneficiaries person. Of the 405 public reports, most of the reporters came directly, as many as 134 reports or 33% of the rest there were through letters, emails or other media. Based on the substance of the most incoming reports is the substance of the Population Administration problem that is as much as 83 or 20% of the total number of incoming reports. While seen from the reported areas, most of them are in the city of Surabaya,

totaling 205 reports or 50.65 percent of all incoming reports. This condition occurs because in Surabaya many public service providers are owned by the Surabaya city government, East Java Provincial Government and other Vertical Agencies. Then when viewed from the most reported areas reported by the public in 2018 are: Surabaya City 205, Sidoarjo Regency 35, Malang Regency 19, Gresik Regency 15 and Kediri City 14 (Source: <http://ombudsman.go.id/>).

Empirical data related to the number of public complaints regarding service delivery as stated above shows that the government / local government has so far not been able to provide quality public services that meet the expectations and satisfaction of the community.

II. RESEARCH OBJECTIVES

This study aims to: First, identify the quality of public service delivery in the District Government of Sidoarjo Regency; Second, identifying the role of local governments in the delivery of quality public services in the District Government of Sidoarjo Regency and Third, developing a format for the model of public service quality in the Government of Sidoarjo Regency.

III. LITERATURE REVIEW

1. Quality of Public Services and Dimensions

According to Goetch and Davis cited Ariani (2003: 8) quality is a dynamic condition related to products, services, people, processes, and the environment that meets or exceeds the expectations of those who want it. Thus, what is said here is the quality of dynamic conditions that can produce: a) products that meet or exceed customer expectations; b) services that meet or exceed customer expectations; c) a process that meets or exceeds customer expectations and d) an environment that meets or exceeds customer expectations. According to Gasperz (2002: 181) quality of service is often interpreted as anything that satisfies customers with requirements or needs. In the opinion of Berry and Parasuraman, Nasution (2004: 5) identified five groups of characteristics used by customers in evaluating service quality, namely: 1) Direct Evidence (Tangibles), 2) Reliability (Reliability); 3) Responsiveness; 4) Assurance; 5) Empathy.

2. Service Quality Management Model

The concept of quality management has long been introduced in the United States, which is rooted in a concept known as statistical process control (SPC), which was developed by Walter A. Steward at Bell Laboratories. In this research, 2 (two) theoretical views on the service quality management model will be put forward as a reference in reconstructing the model of public service quality which gives more hope for strategic efforts in developing a quality public service model that is able to provide satisfaction to the public for the public service received .

a. Malcolm Baldrige

One model instrument to improve the quality of service developed in the United States is The Malcolm Baldrige National Quality Award. This instrument uses the Malcolm Baldrige Criteria for Performance Excellence (CPE). Many public and private agencies use these CPE criteria as "management guides" and have felt the benefits and tangible results after applying them (General Accounting Office, 1991; Hendricks and Singhal, 1997; NIST 1997a; Wisner and Eakin, 1994).

CPE uses seven criteria as a quality management framework, which includes: leadership (leadership), strategic planning (Strategic Planning), customer and market focus (Customer and Market Focus), information and analysis (Information and Analysis), focus on human resources (Human Resources Focus), process management (Process Management) and orientation to business results (Business Results). Each of these criteria has specific objectives and indicators of success that will determine the assessment and provide direction that must be made to improve service quality. The quality management criteria are: Leaderships, Strategic Planning, Customer and Market Focus, Information and Analysis, Human Resources Focus, Human Resources Focus, Process Management and Business Results.

b. Kaizen

In principle kaizen means improvement (improvement), and furthermore in the principle of continuous improvement (on going improvement) which involves everyone in the organization starting from top management to the lowest employees, all of them plan and carry out work to achieve success at low cost. The basic concepts and systems that must be carried out in the Kaizen principle are: Kaizen and Management, Process versus Results, PDCA cycle, prioritizing quality, talking with data, focusing on consumers (Imay, 1998).

In the principle of management has two main functions, namely to do a maintenance (maintenance) and repair (innovation). This maintenance function is related to efforts to maintain the technology used to support

work, and maintenance of operational standards (SOP) that are used as work guidelines. Meanwhile, improvement (innovation), related to the improvement of existing standards.

The use of the PDCA (Plan-Do-Check-Act) cycle is the initial key that can be done to ensure the continued process of implementing this Kaizen. Plan is the initial process in planning an improvement target. Stages of Do which means implementation is the process of implementing the plan that has been prepared. While the Check process is carried out to find out whether the plan that has been prepared is going well or not, as well as to monitor whether the implementation process is making progress towards achieving the target or not. While the Act stage or action is a process related to the creation of standard new procedures to avoid repetition of errors as well as part of the application of targets in the next stage of the improvement process. This PDCA cycle continues continuously from time to time without stopping.

IV. RESEARCH METHODS

This type of research is a qualitative descriptive study by taking the setting of research in Sedati District and Waru District of Sidoarjo Regency. The data collection is done through in-depth interviews, observations, and documentation. Data analysis was performed using an interactive model (Miles and Huberman, 2014) through the process of data collection, data condensation, data display, and verification.

V. RESULTS

1. Quality of public services.

The quality of public services is an expectation not only for the delivery of its own services in this case the sub-district government but also for the community as service users. The following are the findings of research findings regarding the quality of services in the sub-districts studied, viewed from several aspects / dimensions.

Tangible dimensions (tangible); seen from this dimension the quality of service in the district shows that the condition is already good. Some indications that show good service quality can be seen from several things that are the focus of the study. First, the appearance of employees in serving the community. Appearance of service employees in the Sedati District Office and Waru Subdistrict has been wearing uniforms in accordance with the provisions stipulated by the regional government regarding service uniforms for the majority of Civil Servants in the Sidoarjo Regency Government. Second, the comfort of the place to do the service. Service Rooms in Sedati and Waru Districts are quite representative. Room service is quite wide, where the officers serve face to face with the service user community. The room for service personnel is equipped with adequate facilities to provide comfort and speed in services, such as computers, printing equipment and cameras for KTP services. Seats for community service users are available in sufficient quantities and in good condition. The service room is equipped with an information board that contains information about the requirements and procedures for each type of service. This information is very helpful for the community service users not only about what things must be prepared by the community to take care of one type of service, but also the public knows the service procedures. For convenience of service, air conditioning is available even though the number is very limited so in hot weather conditions the room also feels a little hot. Third, employee discipline in conducting the service process. The service officer was disciplined even though it was nearing the break time for the service staff to continue serving until my business was finished.

Dimensions of Reliability: the results of research conducted in Sedati and Waru subdistricts indicate that all officers in charge have a high commitment to their respective work in order to provide the best service for the community of all types of services in the sub-district. Apart from the limitations on services performed such as electronic ID card services because KTP blanks are empty and the center is late in sending. This causes inconvenience for the service provider in this case the sub-district. However, because this condition can be conveyed well to the community as service users, they are then aware of this so that the understanding occurs between the two parties.

Responsiveness dimension: the results of research in Sedati and Waru subdistricts suggest that the sub-district as a service provider is quick to meet the community's needs related to services. Immediate handling of various community complaints related to community services received considerable attention from officials. Things that are indeed impossible to be resolved or fulfilled immediately by the sub-district are immediately and clearly informed to the community as users of the service. It is realized that SOP on services is sometimes not in accordance with the existing reality. Very long time the service is related to other parties / institutions both with the Sidoarjo Regency Government and with the Central Government. Such as the blank ID card; certainly this service in terms of completion time will not be on time, because its fulfillment depends on the central government so that the completion of the Electronic KTP service is also disrupted.

The Assurance Dimension: the findings of the research show that both Sedati and Waru subdistricts have provisions governing both those contained in the SOP of Services and the policies contained in the Regional Regulation on public services. Community service users get information clearly not only through the

instructions that are on the board / correct that contain about public services, they also get a direct explanation from the officer about various services needed by the public relating to certainty guarantees.

Empathy Dimension: Empathy in service in the two sub-districts studied both Sedati and Waru Districts have empathy in providing services.

2. The role of local governments in the delivery of quality public services.

The role of the Sidoarjo Regency Government in public services held in the Districts from the findings of the research results can be identified into 3 parts: a) Roles that are normative / regulative; This role is regulating, meaning that the role of the Sidoarjo Regency Government in relation to public services held in the District in general is to provide policies both in the form of Regional Regulations and Regents Regulations. Through this policy the Subdistrict follows the provisions governing all matters relating to services that are under the authority of the sub-district. There is no discretion for sub-district officials in providing services to the community. One example is the regulation governing sub-districts to provide IMB services with a maximum area of 200 M². This provision is binding, meaning that the sub-district can only serve IMB from communities with a maximum area of 200 M². So the delivery of IMB services above 200M² is the authority of the Sidoarjo Regency Government; b) The role which is the fulfillment of service facilities and infrastructure. This role is carried out by the Sidoarjo Regency Government in the form of fulfilling facilities and infrastructure related to public services. This role is carried out either directly by the district government or indirectly by the sub-district government through the budget provided by the district government for the sub-district; c) The role that is budgeting. This role is carried out by the Regency Government through the distribution of the budget to the sub-district in general. The budget distributed by the district government as part of the budget planning made by the sub-district contains budget items that are directly related to their utilization for the benefit of operating public services in the sub-district.

Further Development of Standard Operating Procedure (SOP): Results of research on SedatiSubdistrict and WaruSubdistrict regarding the development of Service SOPs that are under the authority of the sub-district authorities show that up to now there has not been any development. Public service SOPs are regulated through local regulations (Perda) and Perbub (Regents of the Regent). All types of services that exist in the District must procedurally follow existing provisions unless there is a new local regulation governing the implementation of the development of SOPs for public services. Thus the sub-district only follows from the existing policies.

Development of a Customer Satisfaction Survey: A survey of customer satisfaction on the service performance of a particular sub-district, a sub-district of the research area, was found that this satisfaction survey was only carried out by the Regency Government through its own institution. This satisfaction survey is very important as something that can be used to evaluate various service indicators that are conducted. The results of this evaluation become a reference in efforts to improve and to improve the quality of services held in the district.

Complaints Management System Development: Management of complaints is a process of activities that includes reception, recording, review, distribution, confirmation, clarification, research, examination, reporting, follow-up and filing. The complaint management system in the Sub-district is handled directly by the Camat through complaints in the Suggestion box. The manual system complaint mechanism is quite simple, this suggestion box is only pasted on District office walls. The management of this complaint is however simple a system that is carried out in order to realize a quality service and satisfy its customers. Communication between the community and the government / sub-district through the submission of complaints and complaints from the public and the openness of service delivery units in receiving complaints and complaints, will be effective for improving service quality if implemented through transparent mechanisms. In this case the role of the government is to provide facilitation for the realization of a transparent mechanism.

3. Format model of public service quality enhancement in the Sub-District Government.

The format of the public service quality model describes the public service model of the sub-district organization in accordance with its authority. This instrument uses the Kaizen Model which is designed to help organizations improve their competitiveness through the provision of services that are constantly being improved so that they can always satisfy customers and improve performance and improve the overall capabilities of the organization. The Kaizen principle of management has two main functions, namely performing a maintenance (maintenance) and repair (innovation). This maintenance function is related to efforts to maintain the technology used to support work, and maintenance of operational standards (SOP) that are used as work guidelines. While improvements (innovations), related to the improvement of existing standards. Based on the findings of the research results in SedatiSubdistrict and WaruSubdistrict, it can be stated important points related to the two main functions of the Kaizen principle as part of the existing public service model in the sub-district.

Maintenance Function; relating to efforts to maintain the technology used in supporting work. In this function, the types of public services in the sub-districts that use IT technology that are integrated with the internet are only services that are related to the population system especially the Electronic KTP service. In this service the research findings show that the obstacle that causes the service process is hampered lies in the presence of E-KTP blanks which are often run out at the Sub-District Office so that the electronic ID card settlement process is hampered. Because the electronic KTP blank that prints is the Central Government so that the delay in completing this electronic KTP service can reach 3-6 months. This condition results in this standardized SOP being disturbed by the length of time for completion.

Repair function (Innovation); relating to efforts to improve existing standards. The findings of research on the improvement efforts of the existing Public Service SOPs in Sedati and Waru Districts have no plans for improvement. Noting the initial research findings on the quality of services conducted in Sedati and Waru Districts, it can be stated that the format for developing a model of public service quality in the Government District of Electronic KTP is hampered. Because the electronic KTP blank that prints is the Central Government so that the delay in completing this electronic KTP service can reach 3-6 months. This condition results in this standardized SOP being disturbed by the length of time for completion. Repair function (Innovation); relating to efforts to improve existing standards. The findings of research on the improvement efforts of the existing Public Service SOPs in Sedati and Waru Districts have no plans for improvement.

Taking into account the initial findings of the study of the quality of services conducted in Sedati and Waru Districts, it can be proposed that the format for developing a model of public service quality in the District Government of Sidoarjo Regency. (1) There is a quality group tasked with and responsible for the consistency of the implementation of public services and conduct periodic evaluations of applicable SOPs, (2) the use of IT and integrated internet devices are used massively and structurally, (3) SOPs need to be adjusted to meet the demands of the community's needs and (4) Decentralization of authority from the center to the regions is needed in processing documents in order to accelerate public services.

VI. CONCLUSIONS RECOMENDATION

The conclusions of this study can be stated as follows: 1) In general the quality of public services both in Sedati and Warusubdistricts is relatively good and gives satisfaction to the community, 2) The role of local governments in the delivery of quality public services acts as a facilitator in preparing policies, advice and infrastructure and budget, 3) The format of developing models of public service quality in Sedati and Waru Districts can be done through: a) There is a quality group tasked with and responsible for the consistency of public service delivery and periodic evaluations of applicable SOPs, b) Use IT and integrated internet devices are used massively and structurally, c) SOPs need to be adjusted to meet the demands of the community's needs and d) Decentralization of authority from the center to the regions is needed in processing documents to accelerate community services.

The suggestions in this study are: 1) The quality of public services in the sub-districts studied in particular and generally the sub-districts in the Sidoarjo Regency need to be improved through a quality control group formed internally in each sub-district, 2) The role of the Sidoarjo Regency Government is further enhanced in the implementation effort regional autonomy, especially with regard to public services and 3) Format of the development of service quality models should be formulated.

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