

The Community Perception on the Public Service Quality at Kediri City, East Java, Indonesia

Andy Fefta Wijaya, Martina Purwaning Diah, *Ali Maskur
Public Administration Program, Faculty of Administrative Science
Universitas Brawijaya
Malang, Indonesia
*alimaskur@ub.ac.id

Abstract—Development of civilization, the advancement of information technology and the rapid of social change have encouraged the increasing of the public demand for the public service. The Local Government of Kediri City had been developing the branding of service city in order to trigger the Local Government Agency to improve the quality of public services. This study purposed to determine the community satisfaction index for services provided by Local Government of Kediri City in accordance with the indicators based on the Minister Decree of Empowerment of State Apparatus and Bureaucratic Reform Number 14 of 2017 about the Measurement Guidelines for Public Service. The research was conducted to see how the community's perception on the quality of public services in the Kediri City and also to find out the people's preferences for each element of public service quality index that provided by the Local Government Agencies at Kediri City. The study used the descriptive research with mixed method. The collection data used the questionnaire, interview, observation, and documentation. The samples are 10.890 respondents who had received the public service in 33 the local government agencies. The result showed that the community satisfaction index in 2019 got in 3,41 with the conversion index in 85,17. The preference of society can be seen in the element of costs that got the highest conversion index in 97,17. But in the infrastructure facilities got the lowest conversion index in 80,38. It showed that the improvement of facilities and infrastructure needs to be paid more attention by the Local Government of Kediri City in providing the excellent service to the community.

Keywords—public service quality, community satisfaction index, community preference

I. INTRODUCTION

The public services are the basic function of the government. It must provide the service to all community without exception. The development of the digitalization era and the industrial revolution 4.0 has encouraged many countries have implemented the digitalization in their government. The goal was to raise the productivity, efficiency and accountability of the government. The population affects the demands of an increasingly diverse community. Thomas Maltus in his article entitled the Essay on the Principle of Population in 1798 had described the influence of the

population increase in the availability of natural resources, especially materials food. Even then the land could not be made to increase faster than in an arithmetical ratio. Although he did not directly explain about the public service, but his opinion was very important to describe the need of improvement in the public service. Malthus explained that although the number of children in each family remained, the population would continue to develop geometrically because there would be many people who would have children in each generation. Growth is not 1, 2, 3, 4, 5, 6 and so on, but the human species would increase as the number 1, 2, 4, 8, 16, 32, 64 and so on. The number of population would be almost incalculable. The population growth will affect the improvement of the need for public services, both in quality and quantity. It is also supported by the advancement of information technology that is very possible for people to gain the knowledge in the cross area. It will increase the community's need for public services quality.

The government as the public service providers are required to be able to meet the community expectations towards the services quality. It is mandated by Law Number 25 of 2009 about the Public Services. The government must carry out, innovate, and improve the quality of the resources to answer the needs of the community. Community has been described as the local unity of a group of human beings who live their social, economic, and cultural lives together and jointly recognize and accept certain obligations and hold certain standards of value in common [1]. Satisfaction can be defined as the discrepancy between aspiration and achievement. It ranged from the perception of fulfillment to that of deprivation. It is more people's subjective. Community satisfaction can be used as a measure of institutional performance and how local government can respond to the needs and demands of local people [2]. Community satisfaction with local public services as one indicator of the output legitimacy of local government.

Good quality of public services is critical to the lives of community and ensuring their provision is an essential function of government. The governments must have understood that the community also have important roles to play in improving and delivering public services, and achieving social outcomes. Providing more public services with less public spending is an

ongoing challenge for the government [3]. However, the public service is less than expected by the community. The local government must understand about the community's needs. Ensuring that the public service complaints are handled effectively and rights is an integral feature of good governance and effective service delivery by local government. It can be known from the various complaints submitted through the mass media and the social media. It will cause a bad image towards the civil servants which if left unchecked will greatly influence the public trust in the government in carrying out public services [4]. According to the diverse of the public service providers, therefore to get the community satisfaction index was required a survey method based on the guidelines for the community satisfaction survey. The government stated the Regulation of Minister of Empowerment of State Apparatus and Bureaucratic Reform Number 14 of 2017 about the Guidelines of the Community Satisfaction Survey by the Public Service Organizations. It is a guidance for all level government to give the excellent services for the community.

Kediri city is one of the cities in East Java Province that has increased with the trade, industry and also services. It encouraged the Local Government of Kediri City declared to be the service city. This study is aimed at examining the Community Perception on the Public Service Quality at Kediri City, East Java Province and also to find out the people's preferences for each element of public service quality index that provided by the Local Government Agencies at Kediri City.

II. LITERATURE REVIEW

A. Public Service

The law Number 25 of 2009 on Public Service is an activity or series activities in providing the service needs based on the statutory regulations for every citizen and resident by the service providers. In this regard, the local government is an essential foundation through the various services provided for the community. An effective interaction between the local government and community represent the guarantee for the success of local government work. The quality of public services still becomes the main issue in Indonesia because many cases showed the bureaucracy performance in bad condition. It encouraged the government through the Minister of Empowerment of State Apparatus and Bureaucratic Reform instructed to the local government to innovate the services. Based on the law number 25 of 2009, the scope of public services includes the goods, services, and public services as well administrative services.

Providing the public services by government officials to the community is the implication of the function of the apparatus as the civil servants with the aim to realize the welfare of the people. Therefore, the position of the government apparatus in the public services is very strategic because it will determine the extent to which the government is able to provide the best service for the community. Everyone has the right to obtain good service from the government. Thus, the implementation

of quality and professional public services is the main instrument to realize prosperity society as has been aspired Indonesian people in the 1945 constitution of the Republic of Indonesia

B. Community Satisfaction

The quality of service construct has been operationalized as a long-run overall evaluation of service at multiple levels in an organization [5]. The quality of service is an important outcome of comparison between community expectations before and after their experience of the service. The good quality of service will convincingly client to repeat the demand of service. It shows customer behavioral towards service provider. The quality of service that fulfills customer expectation will gain the customer loyalty [6]. The quality of service can bring the satisfaction to community intention to use the service again provided the government.

Satisfaction is a measure of the service provided by the government. Customer satisfaction is defined as a difference between customers' expectations and experience performance after using a service and/or product at a certain period [7]. Measuring the community satisfaction in government is aimed at evaluating the public perception of the government's services. Kotler suggests that the satisfaction is the assessment from customers for the use of goods and services compared with prior expectation of the users [8]. The local government should have the responsibilities to give the excellent service to the community. Responsiveness means building trust that government can be counted on to listen to citizens and can be trusted to honor citizen values by acting on what it hears [9]. Responsiveness build the trust that the government could listen to community needs and take the action on what it hears. Responsiveness can be measured by the match between the community preferences and the service outcomes. Community satisfaction can be used as a measure of the governments' performance and how they can respond to the needs and demands of community. Community satisfaction plays a vital role in the service quality became an important aspect to provide best value to the society. Measurement of service quality and finding the gap between perceived and expected service became an important factor to the government to identify the improvement areas and stress upon to make the service better. The government as public service providers are required to carry out regular community satisfaction surveys at least once a year. The survey is conducted to obtain the community satisfaction index. It measures the level of satisfaction and improve the quality of public service.

C. Community Satisfaction Index (CSI)

The quality of public services is a key indicator of good governance from the central government to local governments. There are some indicators for measuring the community satisfaction index. A. Zeithaml, V.A. Parasuraman and L. Berry developed the gap analysis model to measure the influence of service quality based on the five dimension of service quality namely tangible (physical facilities, equipment,

and appearance of personal); reliability (ability to perform the promised service dependably and accurately); responsiveness (willingness to help customers and provide prompt service); assurance (knowledge and courtesy of employees and their ability to inspire trust and confidence); empathy (caring, individualized attention the firm provide the customer) [10].

In order to improve the quality of public services on an ongoing basis, the Ministry of Empowerment of State Apparatus and Bureaucratic Reform established a policy to conduct a community satisfaction survey for the public service providers. Previously, the community satisfaction survey was regulated in KEP/25/M.PAN/2/2004 Concerning the General Guidelines for Preparing the Community Satisfaction Index for the Government Agencies Units but because it had not yet referred to Law Number 25 of 2009 concerning Public Services. However, with the consideration that there is a need for synchronization with the service standards, it was changed to Regulation of Minister of Empowerment of State Apparatus and Bureaucratic Reform Number 14 of 2017 about the Guidelines of the Community Satisfaction Survey by the Public Service Organizations. In its development, the guideline was the operational definitions that cannot be spelled out well so it was changed and refers to the Regulation of the Minister of Administrative Reform and Bureaucratic Reform of the Republic of Indonesia Number 14 of 2017 about the Guidelines of the Community Satisfaction Survey by the Public Service Organizations. According to this regulation the public satisfaction survey must be conducted by a public service provider at least once a year to obtain the community satisfaction index. It is important to do in order to continuously improve the quality of public services. The community satisfaction survey has elements that must be met. These elements include:

- Requirements; it must be provided by the management in the type of service, both technical and administrative requirements.
- Systems, mechanisms, and procedures; it is a standardized procedure for the service providers and the users, including the complaints.
- Settlement of time; it is the period of time needed to complete the entire of service process for each type of service.
- Service charged; it is fees charged to the users in obtaining the services from the service providers, the amount of which is determined based on an agreement between the service providers and the community.
- Product specifications type of service; it is the result of services that provided and received in accordance with the established conditions.

- The competence of staffs; it is an ability that must be possessed by the officers which includes knowledge, expertise, skills, and experience.
- The behaviour of staffs; it is the attitude of officers in providing the services.
- Handling the complaints, suggestions and feedback; it is the procedure for implementing complaints and follow-up handling.
- Facilities and Infrastructure; Facilities are all things that can be used as a tool in achieving the goals and objectives. Infrastructure is everything that is the main support for the implementation of a process (business, development, projects). Facilities are used for the moving objects (computers, machines). Infrastructure is used for immovable objects (buildings).

All elements of the service are a guidance in conducting the community satisfaction survey. Every government must use the guidance to measure the community satisfaction index as a result for delivering the public service to community.

III. RESEARCH METHODS

Data conducted from a survey among users of services and examine the relationship between participation and perceived outcomes provided by local government agency. This research used the mixed research. Mixed research, in the social and behavioral or human sciences, started with researchers and methodologists who believed qualitative and quantitative viewpoints and methods were useful as they addressed the research questions [11]. Furthermore, mixed methods research is the use of qualitative and quantitative methods in the same study to gain a more rounded and holistic understanding of the phenomena under investigation [12]. The research was integrated both qualitative and quantitative data within a single study.

The survey was conducted in the local government area of Kediri City as the service providers. It started from 17th of June to 13th of July 2019. However, not all Local Government Agencies surveyed, but only they directly provide services to the community. There are 33 of local government agencies consist of nine villages, a hospital, nine health cares, a health care clinic for HIV/AIDS, a regional health laboratory, three districts and nine sub districts. The survey used the sample tables from Krejcie and Morgan according to calculate the samples. The population are 63.222 users and the sample are 10.890 respondents. Data collection was conducted by random sampling with questionnaires, observation and documentations. Therefore, the questionnaire was distributed to everyone who received the services according to the type of service surveyed. Even though, the number of respondents is attempted to be spread by the gender, age, education, or occupation.

TABLE I. OPERATIONAL VARIABLES

Variables	Dimensions	Indicators	Items
Regulation of Minister of Administrative Reform and Bureaucratic Reform of Republic of Indonesia Number 14 of 2017 about the Guidelines of the Community Satisfaction Survey by the Public Service Organizations The indexes are multivariable components measured by several questions that are weighted within the model. The questions assess the community evaluations of the determinants of each index. Indexes are reported on 1 to 4 scale. The survey and modeling mixed methodology that quantifies the strength of the effect of the index on the left to the one to which the arrow points on the right and also interviewed with the respondents to get the response about the services.	Requirements	The level of compatibility of service requirements with service standards/types of service	1-2
		The level of service written clearly, in detail and in full (all conditions are clearly written, there are no conditions that have not been informed)	
	Systems, mechanisms, and procedures	The level of ease of service procedures in the unit	3-5
		The level of the staffs offer services outside the procedure to speed up the process	
		The level of the brokering practices to speed up the process	
	Settlement of time	The level of the speed of service time	6-8
		The level of service completion process was on time in accordance with the service standards	
		The level of service opening hours on time according to the service standards	
	Service charged	The level of the reasonableness of tariffs in service	9-10
		The level of staffs asking for compensation for money/goods, etc.	
	Product specifications type of service	The level of the compatibility of service products between those listed in the service standards and the results provided	11
	The competence of staffs	The level of the competency/ability of staffs in the service?	12-13
		The level of the staffs answers the questions/complaints well, thoroughly, quickly and precisely	
	The behaviour of staffs	The level of the behavior of staffs to give the service	14-15
		The level of staffs was polite and friendly in answering questions	
	Handling the complaints, suggestions and feedback	The level of handling the service users complaints	16-18
		The level of means of complaints are adequate and complete (Suggestion and Complaints : Box / SMS / Website) could be accessed	
		The level of suggestions and complaints have been followed up by the service unit	
	Facilities and Infrastructure	The level of the quality of service facilities and infrastructure?	19-23
		The level of service room is clean, neat and comfortable	
		The level of bathroom or toilet is clean enough	
		The level of parking area is comfortable and safe	
		The level of services did not require long time and boring	

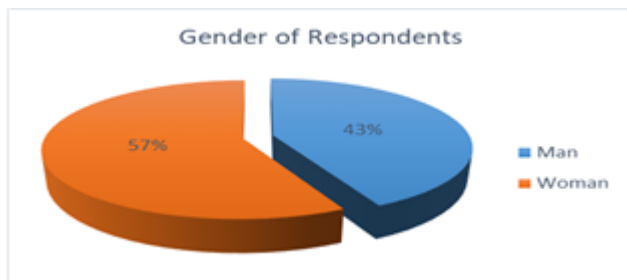


Fig. 1. Gender of respondents.

Figure 1 show the distribution of the number of respondents by sex was mostly women. The number of women were 6.247 people or 57%. Whereas, the number of man was 4.643 people or 43%.

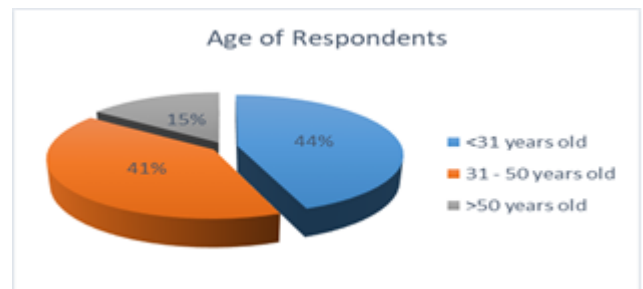


Fig. 2. Age of respondents.

Figure 2 shows the respondents mostly are productive ages. The largest number are respondents under the age of 31 years old with a total of 44% or 4,815 respondents. The respondents with ages between 31 - 50 years old are 41% or 4,432 people. Only a small proportion of samples are elderly or above 50 years. The amount is only 15% or 1.643 people. It affects the validity of the data greatly because the respondents of

productive ages are more rational in conveying their perceptions of public services that have been organized by service providers.

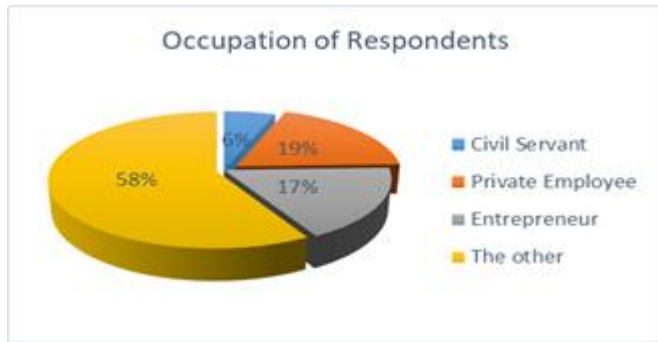


Fig. 3. Occupation of respondents.

Figure 3 shows based on the sample by the occupation, it can be seen that the majority of respondents have the other types of work such as: housewife, students, higher students, etc. They are almost 58% or 6.332 respondents. For the smallest respondents of civil servants are 6% or 671 respondents. While the respondents with the type of private employees are 2.050 respondents or 19% and entrepreneurial work are 17% or 1.891 respondents.

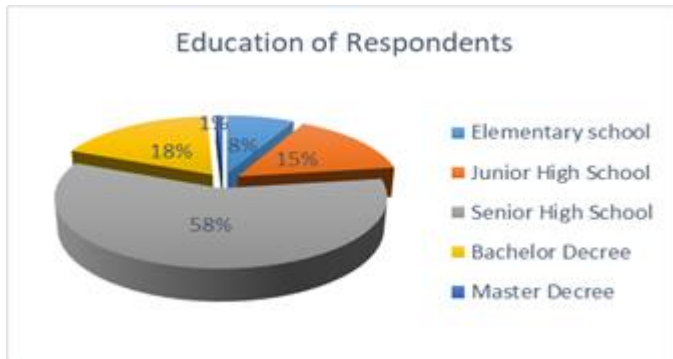


Fig. 4. Education of respondents.

Figure 4 shows the samples are based on the level of education are 76% are high school and undergraduate degree. In addition, there were only 1% or a total of 85 respondents who had the master degree. The respondents who had completed the elementary school are 8% or 838 respondents and the respondents with junior high school education are 15% or 1644 respondents. The education of the senior high school are 58% or 6.359 respondents. The last the respondents from higher education decree are 19% or 2.049 respondents.

TABLE II. PERCEPTION VALUE, INTERVAL VALUE, CONVERSION INTERVAL VALUE, SERVICE QUALITY, AND SERVICE UNIT PERFORMANCE

Perception Value	Interval Value	Conversion Interval Value	Service Quality	Service Unit Performance
1	1,00-1,75	25-43,75	D	Not good
2	1,76-2,50	43,76-62,50	C	Less good
3	2,51-3,25	62,51-81,25	B	Good
4	3,26-4,00	81,26-100,00	A	Very good

IV. RESULTS AND DISCUSSION

The community satisfaction is a very important factor in for the government to measure the extent to which the service could satisfied the community. Therefore, the efforts are needed to improve quality service system provided in order to fulfill the desires and increase the community satisfaction. Furthermore, the service quality is important things that must be considered by the local government in order to be achieve the higher of community satisfaction.

From the community satisfaction survey from 33 local government agencies in Local Government of Kediri City showed the data below:

Values are calculated using "weighted average value" each element of service. In calculating the survey of community satisfaction with the service elements studied, each service element has the same weighing. Weighing values are determined using the following formula:

$$\text{Weighted average value} = \frac{\text{Total Weight}}{\text{Total Elements}} = \frac{1}{9} = 0,11$$

To obtain the score of community satisfaction index for service units, a weighted average value approach is used using the following formula:

$$CSI = \frac{\text{Total value of perception per element}}{\text{Total filled elements}} \times \text{Weighing value}$$

To facilitate the interpretation of the SKM assessment, which is between 25 until 100, the results of the above assessment are converted to a base value of 25, with the following formula:

$$CSI \text{ value of service unit} \times 25$$

These results indicate the value of the community satisfaction index which shows the quality of services provided. The performance of service units is shown through the service quality interval. The quality of service is indicated from "not good" to "very good". It can be shown on figure 5.

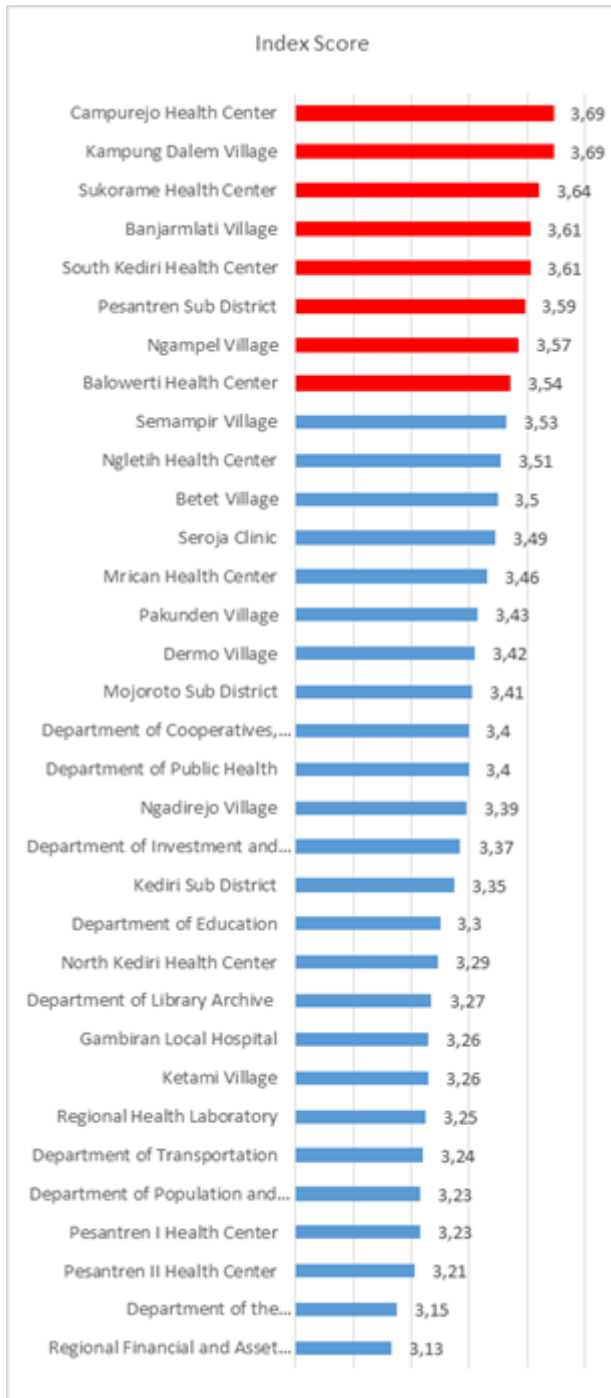


Fig. 5. Index score.

From the result of community satisfaction survey of all local government agencies showed the very good results. From the results of the community satisfaction survey in 2019 there were eight the local government agencies which got the title "A" (Very Good). The local government agencies which got the score "A" (very good) were Sukorame Health Center, Campurejo Health Center, South Kediri Health Center, Balowerti Health Center, Ngampel village, Banjarmlati village,

Kampung Dalem village, Pesantren sub district. On the other hands, there are twenty-five the local government agencies got the good value (B).

The result of community satisfaction index of Local Government of Kediri City could be concluded that there are some elements that must get the prioritize in order to achieve the higher score. The result can be seen below:

TABLE III. THE COMMUNITY SATISFACTION INDEX OF LOCAL GOVERNMENT OF KEDIRI CITY

Element	Elements of Service	CSI
U1	Requirements	3,343
U2	Systems, mechanisms, and procedures	3,737
U3	Settlement of time	3,287
U4	Service charged	3,887
U5	Product specifications type of service	3,331
U6	The competence of staffs	3,322
U7	The behaviour of staffs	3,404
U8	Handling the complaints, suggestions and feedback	3,422
U9	Facilities and Infrastructure	3,215

- Requirements. It means that on average respondents found the service procedure is easy. In general, the technical and administrative requirements can be clearly standardized, making it easier for service users to take care of the services needed.
- Systems, mechanisms, and procedures. The service procedures throughout the service of local government agencies got the very good ratings. It is supported by the use of service management mechanisms using information technology (electronic government) in some of local government agencies such as: the use of e-suket (*Surat Keterangan Elektronik*) services in village, SAKTI (*Sistem Administrasi Kependudukan Berbasis Teknologi Informasi*) services at the Population and Civil Registry Service Agency, the licensing online system at Department of Investment and One Stop Services, the New Student Acceptance Service (*Penerimaan Peserta Didik Baru*) online at the Education Agencies. It can improve the service quality to the people in Kediri City
- Settlement of time. The service time needs to be consistent with service opening hours. The expectations from the public that the service hours are open on time so that there are not many complaints from the public regarding the delay in opening hours of service to all local government agencies at Kediri City.
- Service charged. An assessment of the service sharged element got the very good value from the service users. It shows that service users are very satisfied with the services provided by thirty-three of local government agencies.
- Product specifications type of service. The respondents assumed that the services they receive are in accordance with applicable standards. The expectation of

respondents is that the product specification services provided to the community can be given responsibly to satisfy the users

- The competence of staffs. The competency of staffs is good enough, but the employees needed to increase the responsiveness to every questions, complaints and inputs from the users so that users are satisfied with public services in Kediri City.
- The behaviour of staffs. These points got the good ratings from the respondents. According to respondents, the behavior of the service staffs was patient and friendly in carrying out their duties. Although, there were those who judged that they were not satisfied with them. But, in general the staffs' behavior was considered in good. The expectation from the community is that good behavior can be improved and those that still got the bad score so that can be improved in the future.
- Handling the complaints, suggestions and feedback. Most respondents did not know how to channel the advice and input to the service units. Although some of them answered that they already knew the procedure for complaints, suggestions and input. But, the respondents considered that even more important was that the follow-up of complaints from the service users had to be accomplished quickly. The results of the assessment of this element can be an evaluation for the local government agencies could organize well the procedures for complaints, suggestions, and input in order to satisfy the community.
- Facilities and Infrastructure. Mostly, the condition of facilities and infrastructure in all local government agencies got the lowest rating among other elements, even though it was still included in the "good" category. Most respondents rated the poor quality of service on the elements of bathroom or toilet hygiene and the arrangement of parking spaces. Respondents' expectations that the condition of facilities and infrastructure could be improved, especially on the element of assessment of bathroom cleanliness or toilet, parking arrangement, and the comfort and cleanliness of service waiting rooms. Improving facilities and infrastructure will improve the community satisfaction.

V. CONCLUSION

Based on the results of the community satisfaction survey from 33 local government agencies, it was found that the value of the community satisfaction index of the City of Kediri was in the good category (B). It can be seen from the interval value of 3.41 with conversion interval value of 85.17. Based on the overall results of the research concluded that the highest element is the service charged. It showed that the local

government of Kediri City have focused on prioritizing the community. The lowest assessment element is infrastructure. The community hoped that the government will improve the facilities and infrastructure in the local government agencies in order to increase the service quality and get the higher community satisfaction. The evaluation of each service element assessed in the community satisfaction survey can be a reference in improving the quality of public services future.

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