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The Role of Service Excellence in Improving Service Quality in A Government Agency: A Case Study of Sub-District Office in Bogor

Yusyanah

STIAMI-Institute of Social Sciences and Management, Jakarta-Indonesia

Abstract. Excellent public service is a skill and obligation that must be given by every government apparatus to the community and also to stakeholders. The existence of a paradigm shift in government agencies that is fundamental in various fields of human life is a challenge for public administration, in line with the increasing need for efficient and responsive public services where the government becomes the focus of the community on administrative matters that are obligatory as civil servants so that services to the community are expected to be provided in a timely manner. However, until now, there are still many complaints from the community regarding the poor service provided by officials in the government agencies. This research is intended to answer the questions what aspects of services are complained about by the public and how efforts are being made so that service excellence can be applied in a government agency. This is a qualitative research with a case study approach. Data collection was carried out by semi-structured interviews with 6 community representatives with the aim of finding out whether the staff in the agency had carried out their duties to serve the community in accordance with policies and regulations in excellent service. In this study, the researcher also interviewed 2 staff with the aim of knowing whether excellent service is a priority in serving the community. This study proves that there are important aspects that must be improved in the public service, namely human resources and tangibles.

Keywords. Service excellence, service quality, government agency

Introduction

The quality of Human Resources (HR) is the main key to the success of the implementation of public services. Low human resources competences directly have a negative impact on the quality of public services. The complexity of the problem of public services is actually closely related to planning the formation of positions that serve as public servants. Until now, the public views that the services provided by the government are still lacking, some even have unsatisfactory opinions. Public service policies are always considered too premature to be implemented. This causes dissatisfaction, discomfort, and even a vote of no confidence in all forms of public services. Service to the community has become the main goal in the implementation of public administration.

In Indonesia, the implementation of public services is becoming an increasingly strategic policy issue. The poor public service has been one of the important variables that has pushed the emergence of a crisis of public trust in the government. The improvement of public

services is absolutely necessary so that the public's bad image to the government can be changed. Improving the quality of public services can affect people's satisfaction so that public trust in the government can be rebuilt. Since many years ago, the quality of services in government agency has been a public complaint. This is characterised by the complexity and high cost of services, as well as the difficulty of obtaining access to public services. This condition is not in line with the government's efforts to provide excellent service to the community.

Various poor practices in the implementation of public services, such as: service uncertainty, illegal fees, and neglect of the rights and dignity of service users are still very easy to find in almost every public service unit. In addition to uncertainty, another problem that is easily encountered in almost every public service is service discrimination. Bureaucratic officials even admit that they always consider the factors of friendship, political affiliation, ethnicity and religion in service delivery. Seeing how complex the problems that occur in the practice of providing public services, of course, efforts to improve the quality of public services in Indonesia require holistic changes.

Public services need to pay attention to customer needs. Customer needs can be met if public services can provide services that meet six of the ten indicators of good service based on the theory put forward by Gasperz in Azis Sanapiah (2000: 15) namely "certainty of service time, accuracy of service, courtesy and friendliness, responsibility, completeness of service", and the ease of getting services". If the services provided have met these criteria, it can be said that the needs have been met so as to provide satisfaction to the community.

Based on the above problems, this paper is intended to answer the questions of what aspects of service are complained about by the public and how efforts are being made so that service excellence can be applied in a government agency. The results of this research will contribute not only to government agencies, but also to civil servants and observers of public policy issues.

Literature Review

Definition of Public Service

The way the state administrators fulfil the wishes of society needs can be said a public service (Poltak Sinambela, 2006:5). From this statement, we can say that the fulfilment of community needs is very important and must be able to be done by the government. This cannot be interpreted as individual needs but collective needs. In line with this, Moenir (in Kurniawan, 2005:7) argues that public services are activities carried out by a person or group of people on the basis of material factors through certain systems, procedures and methods in an effort to fulfil the interests of others in accordance with their rights.

Decree of the Minister of State Apparatus Empowerment No. 63/KEP/M.PAN/7/2003 also states that, Public Service is all service activities carried out by public service providers as an effort to fulfil the needs of service recipients as well as the implementation of statutory provisions. The 2004 MENPAN Decree states that the essence of public service is the provision of excellent service to the community which is the embodiment of the obligations of government officials as public servants. Therefore, with this decision, the government as a public service actor should always provide excellent service quality to the community.

Public services according to Kepmenpan Number 63/KEP/M.PAN/7/2003 can be classified: a. Administrative services, namely services that produce various forms of official documents needed by the public, for example citizenship status, certificates, birth and death certificates, Building Permits (IMB), Motorised Vehicle Number Certificates (STNK), etc. b.

Goods Services, namely services that produce various forms of goods used by the public, such as telephone, electricity, water, etc. c. Services needed by the public, such as education, health, transportation, postal, etc.

Service quality has almost become a determining factor in maintaining the sustainability of a government bureaucratic organisation and corporate organisation. Good service and in accordance with the needs of users of public services is very important in an effort to realise the satisfaction of users of public services. According to Tjiptono & Diana (in Wijaya, 2011:74) there are five dimensions of service quality called Service Quality.

The five dimensions of quality referred to are as follows: a. Reliability to provide the promised service promptly, accurately and satisfactorily. b. Responsiveness and concern. It is the staff's desire to help customers and provide services with responsiveness and care for customer complaints or expectations. c. Assurance, such as to provide a sense of security from danger, risk, or doubt and certainty that includes the knowledge, courtesy and trustworthiness of the staff. d. Empathy, namely the nature and ability to give full attention to customers, ease of contact, good communication and understanding of individual customer needs. e. Tangible. It is a form of physical reality which includes facilities, equipment, employees and means of information or communication.

In accordance with the Decree of the Minister for Empowerment of State Apparatus No. 63 of 2004, service delivery must comply with the following principles: (a) Transparency; open, easy and accessible to all parties who need it and is provided adequately and is easy to understand. (b) Accountability; can be accounted for in accordance with the provisions of the legislation. (c) Conditional; in accordance with the conditions and capabilities of service providers and recipients while remaining principled on efficiency and effectiveness. (d) Participatory; encourage community participation in providing public services by taking into account the aspirations, needs and expectations of the community. (e) Equality of rights; non-discriminatory, in the sense of not discriminating against ethnicity, race, religion, class, gender and economic status. (f) Balance of rights and obligations; providers and recipients of public services must fulfil their respective rights and obligations.

According to the Decree of the Minister of Administrative Reform No. 63 of 2004, the principles of service delivery are as follows: a) Simplicity; public service procedures are uncomplicated, easy to understand and easy to implement. b) Clarity; includes clarity in terms of: (1) technical and administrative requirements of public services; (2) work units/officials who are authorised and responsible for providing services and resolving complaints/problems/disputes in the implementation of public services; and (3) details of public service fees and payment procedures. c) Certainty of time; implementation of public services can be completed within a predetermined time. d) Accuracy; public service products are received correctly, appropriately and legally. e) Security; this will relate to processes and products of public services that provide a sense of security and legal certainty. f) Responsibilities; the head of the public service provider/appointed official is responsible for the implementation of services and the resolution of complaints/problems in the implementation of public services. g) Completeness of facilities and infrastructure; the availability of adequate work infrastructure, work equipment and other supports including telematics facilities. h) Ease of access; adequate place and location as well as service facilities, easily accessible by the community and utilizing telematics technology. i) Discipline, courtesy and friendliness; Service providers must be disciplined, polite and courteous, friendly and sincere in providing services. j) Convenience; the service environment must be orderly, comfortable, clean, tidy waiting room,

and provided with supporting facilities such as parking lots, toilets, places of worship and others.

Public Service Standards are standardised measures in the implementation of public services that must be adhered to by service providers and/or recipients; at least include: a) Service procedures; standardised for service providers and recipients, including complaints. b) Completion time; determined from the time the application is submitted until the completion of services, including complaints. c) Service fee; including details of the rates set in the service delivery process. d) Service products; the results of the service that will be received in accordance with the provisions that have been set. e) Facilities and infrastructure; provision of adequate service facilities and infrastructure by public service providers. f) Competence of service providers; must be determined appropriately based on the knowledge, expertise, skills, attitudes and behaviours required.

Service Excellence

Rahmayanti (2010:17) states 4 important points of Excellent Service, namely: (a). Excellent service is service that is very good and exceeds customer expectations. Initially, customers had simple expectations and while their minds were ordinary with the general standards provided by many other companies. It turned out that the extra service was unexpected and was a surprise from the company's services. (b) Excellent service is a service that has a characteristic quality. The characteristics of good quality include the ease, speed, accuracy, reliability and empathy of service officers in providing and delivering services to 12 customers so that they immediately have a strong impression on what customers feel at that time. (c). Excellent service is service with high quality standards and always follows the development of customer needs at all times, consistently and accurately, oriented to customer satisfaction, always following the development of International/ISO standards, and implementing total/consistent quality management and high quality consciousness. (d). Excellent service is a service that meets the practical needs and emotional needs of customers. Practical needs include the perceived value in the tangible form of physical (tangible) and emotional needs that are felt to the customers' physiological matters.

Barata (2006:27) provides a definition of excellent service as caring for customers by providing the best service to facilitate the fulfilment of their needs and realise their satisfaction, so that they are always loyal to the organisation/company. (Rahmayanti, 2010:16) states that there are six factors in excellent service, namely: (a). Ability, (b). Attitude, (c). Appearance, (d). Attention, (e). Action and (f). Accountability. One way to create and maintain good and harmonious relationships with customers is to provide excellent service based on A3 (attitude, attention, and action) (Daryanto and Ismanto, 2014).

Service Quality

The definition of service quality (service of excellence) according to Wyckop, as quoted by Tjiptono (2000:60), is the expected level of excellence and control over the level of excellence to fulfil customer desires (Tjiptono, 2000). Parasuraman, et.al. (1985) state the main factors affecting service quality, namely expected service and perceived service.

According to Zeithaml, Berry, and Parasuraman (1985:41-50), there are 10 factors that determine service quality, namely as follows:

- (1) Reliability, namely reliability, including performance and the ability to be trusted (dependability), and can fulfil the promises offered in providing services.

- (2) Responsiveness. Alertness in responding and providing services needed by its customers.
- (3) Competence. Have good skills and knowledge about the products and services offered to customers.
- (4) Access. Ease of contacting and being found, such as location, facilities, and service product information that are easily accessible to customers.
- (5) Courtesy. Have an attitude of courtesy, respect, attention, friendliness from the service provider in personal contact, through telephone operators, receptionists, customer service and customer relations.
- (6) Communications. The communication media used in addition to facilitate the delivery of messages, information and easy to understand, as well as attentive to hear complaints submitted by customers.
- (7) Credibility. The trust that is built starts from being honest and acceptable, usually including a good image, name and reputation from the company or customer service in interacting with its customers.
- (8) Security. Creating a sense of security and comfort from a risk, or doubt, which is related to physical security (physical safety), financial (financial security), and guaranteed confidentiality (confidential).
- (9) Understanding or Knowing the Customer. Trying to understand the needs or desires of its customers.
- (10) Tangibles. The physical form displayed, the figure of the building, room, parking facilities and facilities as well as other supporting equipment to provide adequate, safe and comfortable services.

Subsequent developments Parasuraman et.al., (1988) and Zeithaml (1996) of the ten service dimensions are grouped into 5 (five) main dimensions as a determinant of service quality, as quoted by Philip Kotler (2000:440): (a). Reliability. It is related to the promises offered by the staff. (b). Responsiveness. It is related to the way the staff provide responsive service by providing fast, and precise service and being able to handle customer complaints properly. (c). Assurance. The ability of employees about the knowledge and information of a product (good product knowledge) that is offered well, hospitality, attention and courtesy in providing the best service guarantee. The dimension of this assurance contains the following elements: a. Competence, skills and knowledge possessed by customer service in providing services to customers. b. Courtesy (politeness), hospitality, attention and polite attitude. c. Credibility, related to the values of trust, reputation, positive achievements of those who provide services. (4). Empathy, is individual attention given to customers and trying to understand the wants and needs, as well as being able to handle customer complaints properly and appropriately. This empathy dimension contains other related elements, namely as follows: a. Access (the ease of utilising and obtaining services offered by the company). b. Communication (the ability to communicate to deliver messages and information to customers through various communication media, namely personal contact, publication/promotional media, telephone, correspondence, facsimile, and the internet). c. Understanding the customer (the ability to know and understand the needs and desires and be able to handle customer complaints). (5). Tangibles, facts related to the physical appearance of a representative building, office space, lobby or front office, adequate parking space, cleanliness, tidiness, safety and comfort in a well-maintained corporate environment.

Research Method

This is a qualitative research using a case study approach. A case study is a qualitative research method based on human understanding and behaviour based on differences in values, beliefs and scientific theory (Polit & Beck, 2004; Borbasi 2004). Yin (2003) also defines case studies as a method of conducting research on phenomena that occur with a focus on one's life experience (real life context), when there is a gap between the phenomenon and the existing context, or when using multiple source evidence (Borbasi, 2004).

According to Yin (2009), the case study research method is the right strategy to be used in research that uses how or why research questions. In this study, the data collection was carried out by in-depth interviews. According to Moleong (2000), one type of interview in qualitative research is a semi-structured interview in which the interviewer sets his own problems and questions to be asked. Semi-structured interviews lead to depth of information. Sugiyono (2010) states that semi-structured interviews are much more flexible than structured interviews in the implementation. Interviews were conducted with 2 civil servants of the Sub District Office in Bogor, and 6 representatives of community who have dealt with population-related matters and required documents.

In connection with ethical issues and objections from the informants to mention their names, in this paper, researchers only write their initials and professions. In this study, the analytical technique used is interactive model analysis. Miles and Huberman (1992) explain this analysis consists of 4 main things as can be seen in Figure 1 below:

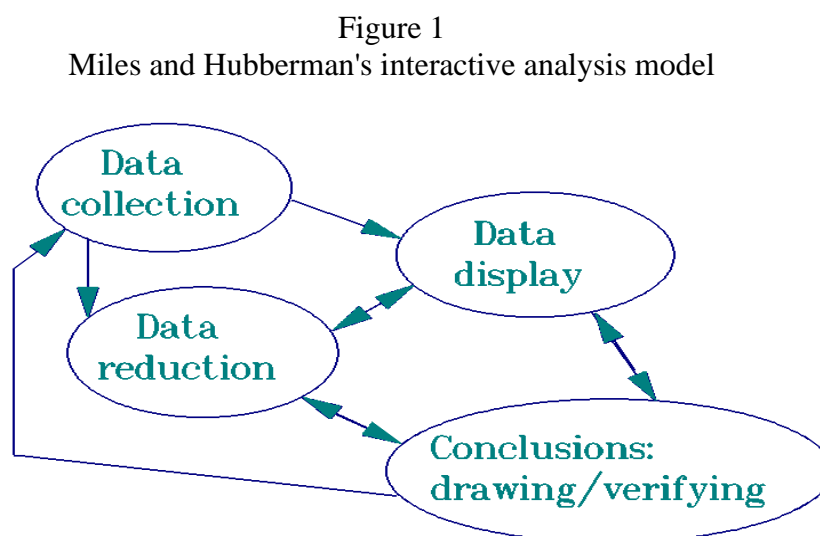


Figure: M&H's Components of Data Analysis

Source: Miles and Hubberman (1992)

According to Miles and Huberman (1992), a researcher has to pay attention to the elements of analysis which consist of: (a) Data Collection, namely the process of collecting data obtained from observations, interviews and documentation and then recorded into field notes consisting of 2 aspects, namely description and reflection; (b). Data reduction is a process where researchers make simplifications. Reduction is done by coding the interview results with the aim of selecting data; (c) Presentation of data in the form of matrices, graphics, networks or

narratives as a forum for guiding information that has been researched; (d) The final step in data analysis according to Milles and Hubberman is drawing conclusions and verification.

Results

After conducting interviews with 2 staff at the Sub District Office in Bogor and 6 community representatives, the following are the results of the interviews.

Table 1
Results of interviews with representatives of community

No	Aspects	Responses of the informants
1.	Reliability	(a) Civil Servants at Sub District Offices in Bogor are less reliable (b) Completion of work often does not match the promised time
2.	Responsiveness	(a) Less responsive (b) Unresponsive, especially when responding to complaints (c) Not wholeheartedly provide information (d) Not pro-active when there are customers need assistance
3.	Competence	Civil servants are less competent. It can be seen from : (a) the way they provide less detailed information (b) lack of product knowledge (c) do not understand the procedure for several cases
4.	Access	(a) Officers serving the society often change and there is no coordination between one officer and another (b) Customers often find it difficult to meet staff who deal with customer problems from the beginning.
5.	Courtesy	(a) Unfriendly staff (do not serve with a smile) (b) Officers do not understand how to provide special services to persons with disabilities (c) Officers do not respect customers (d) Officers wear sandals when serving customers
6.	Communication	(a) Communication media is still very traditional, not providing services using E-mail, or Whats'App. (b) Officers seem not respecting customers. (c) All customers are considered less-educated
7.	Credibility	(a) If you want to be served quickly, the customer still has to give a certain amount of money to the clerk (b) Officers are often not punctual when making promises to customers so that when customers come back to pick up the promised files, they are

		forced to return home because the documents have not been completed.
8.	Security	If you look at the messy files on each clerk's desk, there is a concern that customer data is not safe because everyone can see and read it.
9.	Understanding/Knowing the customer	(a) In terms of information, officers do not provide detail information needed by the society. (b) If there is a complaint, the officer does not try to understand what the customer needs, but tends to put the blame on the customer.
10.	Tangibles	(a) Untidy room (b) Many piles of documents on each officer's desk and very vulnerable to being stolen or read by anyone. (c) Toilets are not hygiene and kept clean (d) Waiting room is not neatly arranged

Table 2
Results of interview with 2 civil servants

No	Aspects	Responses of the civil servants
1.	Guidelines for providing services	The guidelines used in the agency are: Decree of the Minister for Empowerment of State Apparatus No. 63 of 2004, but in its implementation, there are still many officers who do not understand and have never even read this guideline.
2.	Supervision from superiors regarding services	(a) There was never any supervision or assessment from superiors regarding the performance of officers in terms of service. (b) Superiors have prioritised problem solving and not on technical services, such as hospitality, time certainty, and convenience for customers.
3.	Training Service Excellence	(a) There has been training related to Service Excellence held by the agency, but the program was not in accordance with what was needed. (b) The instructors were staff from the head office and not from a professional institution. (c) Having finished the training, there was no supervision from the leaders to check the improvement of service quality.

Discussion

From the interviews conducted by researcher with 6 community representatives, data was obtained that the officers serving in the Sub-District Office in Bogor lacked communication skills and were not friendly to customers.

“I have come to this office several times because I have to take care of several things, such as changing my address on my ID card, taking care of my child's birth certificate, etc. The officers in this office are not friendly, and provide services not wholeheartedly. They also made no effort to understand what we needed. I really feel uncomfortable.” (BA - housewife).

“From year to year, the quality of service in this office has not progressed, especially in terms of the ability or competence of the officers. The work is very slow, unprofessional, even in my experience when I complained about the length of the process of making an electronic ID card which took up to a year and a half, the officers seemed unresponsive and did not want to understand what customers expected. So, I think it's natural that customers don't have a trust to them.” (RE – teacher)

“This is a government office whose function is to serve the community. But this office does not reflect the one that values its customers. The condition of the toilet is very dirty so it doesn't make customers feel comfortable. The waiting room is very small and crowded, the chairs are already broken. This makes customers prefer to sit on the floor, making the office look shabby even more. (SI- student)

The statements of the above informants are in line with what has stated by Zeithaml, Berry, and Parasuraman (1985:41-50) that we need to consider factors which is determining service quality. Zeithaml et. al. (1985) mention 10 factors, namely: reliability, competence, responsiveness, courtesy, access, communication, credibility, security, understanding customers, and tangibles.

The results of interviews with 2 officers in the office show that training related to Service Excellence was once held by the head office, but did not reach its target because the material provided was more theoretical and not in the form of practice or role play. The instructors were also employees from the head office who were not from professional training institutions and did not have appropriate skills of teaching. In addition, after completing the training there was no assistance or supervision so that staff did not try to improve the quality of their services. Employees were only given a manual from the Decree of the Minister for Empowerment of State Apparatus No. 63 of 2004, and asked to read it. Even though the manual contains complete instructions on how to provide services to customers in government offices, but to apply it in a daily works needs a process. One way to create and maintain good relationships with customers is to provide excellent service based on A3 (attitude, attention, and action), as stated by Daryanto and Ismanto (2014). This is also in line with what was conveyed by Rahmayanti (2010:16) that factors in excellent service include: ability, attitude, appearance, attention, action and accountability.

Conclusion

The results of this study indicate that the quality of excellent service in the Sub District Office in Bogor must be improved both in terms of human resources and tangibles such as facilities and infrastructure. In terms of human resources, aspects that need to be improved are related to reliability, responsiveness, competence, access, courtesy, communication, credibility, and understanding the customers. Meanwhile, the tangibles must be improved, especially the

restroom and waiting room. For further research, the researcher suggests that research related to excellent service be carried out with a different approach.

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