

Quality of Public Service: A Comparative Study Between Sukamenak Village, Sub-District of Sukarame and Mandalawangi Village, Sub-District of Salopa, Tasikmalaya Regency

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This research is motivated by the importance of improving the quality of public services carried out by village governments, because village governments are the lowest government organization and they are directly related to the community. In this regard, researchers took two different sub-district village administrations in Tasikmalaya District, namely Sukamenak Village, Sukarame Subdistrict and Mandalawangi Village, Salopa District, Tasikmalaya Regency to be compared. The method used in this study is a descriptive comparative method through a qualitative approach. Researchers will reveal the quality of public services in both villages. The findings show insignificant differences on the quality of public services implemented in both villages. In both villages, the public service quality is good. Theoretically, this research is useful for the development of quality public services, and is practically useful for the governments of Sukamenak village, Sukarame District and Mandalawangi village, Salopa District, Tasikmalaya Regency in an effort to improve the quality of their public services.

Key words: *Public Service Quality.*

Introduction

A village is one of important components in the improvement of public service quality. This stems from the position of a village as the lowermost governmental organization which directly interacts with the community. The relationship between community members and village authorities can also be seen as the service of village authorities to the community members of the village.

Article 4 of Law of The Republic of Indonesia Number 6 of 2014 Concerning Village, provides regulations for villages as follows:

- a. To give recognition and respect for the existing Village with its diversity before and after the formation of the republic of Indonesia;
- b. To provide clarity and elgal certainty on the status of Village in the constitutional system of the Republic of Indonesia in order to bring justice for all indonesian people;
- c. To preserve and promote the customs, traditions, and aculture of the Vilalge community;
- d. To encourage initiative, movement, and the participation of the Vilalge community and the potential for the development of Village assets for public welfare;
- e. To form a professional, efficient and effective, open, accountable Village Administration;
- f. To improve public services for the Village community in order to accelerate the realization of general welfare;
- g. To increase the social and cultural resilience of the Village community in order to realize a Village community that shall be able to maintain social cohesioan as part of the national defense;
- h. To improce the exonomy of the Village community and address the disparity of national development; and
- i. To strengthen the village community as a subject of development (Kementerian Sektretariat Negara [Setneg], 2014, pp. 5-6)

One of the aims of village regulation directly relates to the arrangement of the public service. This means that village administration is not only responsible for the conduct of the public service, but also for the improvement in the quality of public services in order to accelerate the realization of general welfare for village members.

Public services are a series of activities which mean to fulfil the needs of community members and include the provision of goods, services and administrative services such as

National Identity Card, Family Card, Marriage Record, Moving Certificate, Birth and Death Certificate, Land Certificate, and permits. All of these documents are of prominent importance for Village members.

Public services should be provided in a quality manner, or as is locally said *Pelayanan Prima* (Excellent Service). This term refers to service which complies with the quality standards of the public service. Service quality standards refer to an instrument used to measure the quality of the service conducted, such as whether the service is done efficiently, inexpensively, timely and accurately.

Community members of both villages expressed disappointment for the lack of quality services, especially for administration services, these included: the slow process of services, lack of comfort, unclear information and availability of facilities. The poor quality of public services in a village could lead to a decrease in the participation of community members in events held by village administration, as well as a decrease in trust towards the village administration.

In accordance with the discussion above, this study aims to compare the quality of public services in in the Sukamenak village, Sukarame sub-district and the Mandalawangi village, Salopa sub-district of Tasikmalaya Regency. This study is expected to bring theoretical benefits to the development of public administration or state administration science, especially in terms of public service quality. Moreover, this study also aims to contribute practically by providing suggestions to improve the public service quality for the village administrations in Sukamenak village, Sukarame sub-district and Mandalawangi village, Salopa sub-district of Tasikmalaya Regency.

Literature Review

The Concept of Quality, Public Service, and Quality of Public Service

Quality is explained as follows: (1) compliance to requirement/demand; (2) usage suitability; (3) continuous improvement or perfection; (4) defect-free; (5) fulfillment of need; (6) doing things right; (7) satisfy customers. The concept of quality is perceived as a relative measure of product wellness, which consists of design quality and conformity quality (Tjiptono, 2004, p. 2).

Design quality is product specification function, meanwhile appropriateness quality is a measure of how one product is able to fulfill the requirements or specifications that have been set. Therefore, quality is a dynamic condition, related to product, service, and environment, which has fulfilled or exceeds expectations (Tjiptono, 2004, p. 51).

The definition of service is basically every activity which benefits a group or unit and offers satisfaction, although the result is not physically attached to a product, activity or sequence of activities, which occurs in a direct interaction between those who serve and those being served, as well as providing satisfaction for those being served. In relation to public service, Sinambela (2008, p. 5) defines public service as “every activity that is done by the government for a number of people who has every beneficial activity in a group or unit and offering satisfaction although the result is not bounded”. In another light, Kurniawan (as cited in Mulyadi, Gedean & Afandi, 2016, p. 3) defines public service as the provision of treatment to the needs of people or community members as part of an organization according to the principal rules and procedures that have been established. In this sense, public service could be perceived as a service activity which is done by government agencies to fulfill the need of people or community members (Mulyadi et al., 2016, p. 39).

Public service in a democratic government should be oriented on public importance, where the provision of services by the government should be based on the expectations, demands and desires of public for the service. In this sense, quality in public service is not defined by the government as the provider of public service, but rather by the public or community who are being served by the government. This view on public service quality is in line with the definition of public service, as every service activity is done by the public service provider to fulfill the needs of the service recipient.

Based on this discussion, it could be argued that the public service quality is: a compliance to the requirements/demand of the public, usage suitability for public, continuous improvement or perfection for public, fulfillment of public needs, and satisfaction for public. Additionally, public service quality is any form of service, either goods or services, which principally becomes the responsibility of, and is done by, government bureaucracy in an effort to realize the fulfillment of public needs.

The Parameter of Public Service Quality

There are several parameters which should be considered in the improvement of service quality, which are as follows:

- 1) **Timeliness of Service.** The things that need to be considered here are related to waiting time and processing time;
- 2) **Accuracy of Service.** Related to the reliability of services for various errors;
- 3) **Courtesy and hospitality** in providing services, especially for those who interact directly with external customers, such as telephone operators, security staff, administration staff, etc.;

- 4) **Responsibility.** Related to receiving orders and handling complaints from external customers;
- 5) **Completeness.** Concerning the scope of services and the availability of supporting facilities and other complementary services;
- 6) **Ease of access to services.** Related to the number of outlets, the number of officers who serve such as cashiers, administrative staff etc.;
- 7) **Number of supporting facilities** such as computers to process data;
- 8) **Variation in service models.** Related to innovation to provide new patterns in service;
- 9) **Personal Care.** Related to flexibility, handling special requests etc.;
- 10) **Convenience in obtaining services.** Related to the location, the room of service, ease of access, vehicle parking lot, availability of information, and forms;
- 11) **Other service supporting attributes**, such as environment, cleanliness, waiting room, music facilities, air conditioning, etc. (Gaspersz, 2002, p. 20).

In addition, Tjiptono (2000, p. 58) explained “there are four main elements of excellent service, these are: (1) Speed; (2) Accuracy; (3) Hospitality; and (4) Comfort”. These four components are inseparable as an integrated service unit, which means a service becomes in excellent if even just one of the components is lacking.

In another light, Sinambela (2008, p. 6) also proposed parameters of service quality, which are as follows:

- 1) **Transparency.** Refers to services that are open, easy and accessible to all those in need and are adequately provided and easily understandable;
- 2) **Accountability.** Refers to services that could be held accountable in accordance with the law;
- 3) **Conditional.** Refers to services that are in accordance with the conditions and the ability of providers and recipients of services by adhering to the principles of efficiency and effectiveness;
- 4) **Participatory.** Refers to services that can encourage community participation by paying attention to the aspirations, needs and expectations of society;
- 5) **Equal rights.** Refers to services that do not discriminate and are seen from any aspect, especially ethnicity, race, religion, class, and social status;
- 6) **Balance of rights and obligations.** Refers to services that consider aspects of justice between the provider and recipient of public services.

Furthermore, Istianto (2011, p. 111) identified the principles of public service as follows:

- 1) **Simplicity.** This implies that the procedures/service procedures could be easily carried out by the people who receive the services;
- 2) **Clarity and certainty.** This include the detail in service procedures, service requirements, work units, details of costs and timetables;
- 3) **Security.** This means that the processes and results of services can provide security, convenience, and legal certainty for the community;
- 4) **Openness.** This means that the procedures/service procedures, requirements, work units, and responsible officials are openly informed;
- 5) **Efficiency.** This means the prevention of redundant service requirements;
- 6) **Economical.** This means that the charging of costs in the service must be determined fairly;
- 7) **Equal justice.** This means that the coverage/range of services must be carried out as widely as possible with equal distribution and applied equally to all levels of society;
- 8) **Timeliness.** This means that the implementation of public services is completed within specified time periods.

In reference to the Decree of the Ministry of State Apparatus Empowerment Number 63 of 2003 concerning Service Provider Guidelines, the provision of services to the public or society, that are carried out by the public service provider, should covers the following:

- 1) The essence of public service is the provision of excellent service to the community as the realization of the government's obligations as public servants;
- 2) The principle of public service is to be able to provide satisfactory services for service users. Thus, service providers must fulfill the following service principles:
 - a. **Transparency**, which it is open, easy and can be accessed by all parties who are in need and can be easily understood;
 - b. **Accountability**, which can be accounted for in accordance with statutory provisions;
 - c. **Conditional**, which is in accordance with the conditions and the ability of service providers and recipients of services to continue to adhere to the principles of efficiency and effectiveness;
 - d. **Participatory**, which encourages the participation of the community in the implementation of public services by paying attention to the aspirations, needs and expectations of the community;
 - e. **Equal rights**, which is not discriminatory, meaning not distinguishing ethnicity, race, religion, class, gender and economic status;
 - f. **Balance of rights and obligations**, namely the giver and recipient of public services must fulfill the rights and obligations of each party.

- 3) Public services must meet several principles as follows: Simplicity, Clarity, Certainty of time, Accuracy, Security, Responsibility, Completeness of facilities and infrastructure, Ease of access, Discipline, Courtesy and Hospitality, and Comfort.

According to the policy from the Ministry State Apparatus Empowerment, every provision of public service should fulfill the published service standards as a guarantee of certainty for service recipients. Standard of service is a standardized measure in the provision of public service, which must be obeyed by both service providers and recipients. The public service standards should at least contain the following aspects: (1) procedures for service costs; (2) service products; (3) facilities and infrastructure; and (4) competencies of officers and service providers. The policy provided by the Ministry State Apparatus Empowerment reflects a quality service which is built on the expectations, demands, desires or needs, of the public, who expect acceptable services from the government.

Theoretical Framework

The review of related literature above shows that the quality of public service is to be in compliance with public demands, compatibility of use for the public, continuous improvement or perfection for the public, fulfillment of public needs, doing things right for the public, and public satisfaction. In other words, the quality of public services, in principle, is the responsibility of, and is carried out by, the government in an effort to realize the fulfillment of public needs.

In order to measure the quality of public services in Sukamenak Village and Mandalawangi Village, this study refers to the following parameters as identified by Sinambela (2008, p. 6), and as reference above.

Methodology

This study employs a comparative descriptive study with a qualitative approach. The descriptive method refers to the collection of information on phenomenon, direct research and the conduct of field research (Arikunto, 2016, p. 9). A qualitative approach, according to Sugiyono (2016, p. 9), refers to a qualitative method which is a research method based on the philosophy of postpositivism, and is used to examine the condition of natural objects, where researchers hold the role of key instruments. The data collection technique in a qualitative approach is triangulation (combination). Meanwhile, the data analysis technique is inductive/qualitative. Moreover, the results of qualitative research emphasize meaning rather than generalization so research participants should be people who can provide information about the situation and background conditions of the study.

The research participants on the quality of public service, both in Sukamenak Village and Mandalawangi Village, are the community members who received the administrative public services. The data collection technique used in this study are, firstly, the Literature Study which is an effort to collect data through an in-depth analysis of books, regulations and other literature related to the problem under examination. Secondly, this study conducted a field study, in an effort to collect data, either directly or indirectly, on the objects to be studied. The field study involves the techniques of observation, interview and documentation. The data of this study is analyzed through three phases, as follows:

- 1) **Data reduction** - which requires the processing of raw data that continues throughout the research by going through the summary-making stages and tracing the theme. In this stage the researcher thoroughly examines the data collected from the field study.
- 2) **Display Data** - data is displayed in a form of short description, and charts the relationship between categories, flowcharts etc. The most frequent technique used in displaying data is text or narrative. In addition, data could be displayed through graphics, matrix and networks. In this stage the researcher makes a descriptive and systematic summary in order to simplify the identification or analysis of the quality of administrative public services in Sukamenak Village and Mandalawangi Village;
- 3) **Conclusions and verification** is the stage where initial conclusions are offered. Initial conclusions are still temporary and could change if no strong evidence is found in the next stage of data collection. However, if conclusions are already well-supported by valid and consistent evidence, the conclusions offered could be assumed to be credible or trustworthy. Conclusions in qualitative research might answer the formulation of the problem in the beginning, however, there is also the possibility that conclusions might not answer the problems, because the formulation of problems in qualitative research are temporary and might further develop when the researchers are in the field. The conclusions expected in qualitative research are findings that are completely new.

Results and Discussion

According to the discussion in theoretical framework, the assessment of public service quality in this study utilizes the six (6) parameters identified by Sinambela (2008, p. 6) and the ministerial decree of the Ministry of State Apparatus Empowerment, these are: (1)

Transparency of public service; (2) Accountability of public service; (3) Conditionality public services; (4) Participatory of public services; (5) Equity of public service; and (6) Balance of public service. In order to aid and simplify the measurement and interpretation of each parameter, operationalisation of each parameter is included.

Transparency of Public Service

Transparency in public services means that services are open, easy and can be accessed by all parties in need and are provided adequately and easily understood. The sub parameters of transparency are: (a) Open public services, (b) Public services are carried out easily and can be accessed by all who need them, and (c) Public services are provided adequately and are easily understood.

Transparency of Public Service in Sukamenak Village

It is found that the transparency of public services in Sukamenak Village, such as in making business permits, was carried out by providing information that could be accessed by citizens. The information provided is the requirements that should be fulfilled by the community members to complete the administrative public services. The public services are carried out adequately, the allocation of dedicated service locations is adequate, and the process of the service is carried out easily and understood by the citizens. For example, the process of obtaining a business permit begins with officers providing information about the requirements that must be met, such as providing a valid National Identity Card (KTP) and Family Card (both original and a copy). The community members being served received public services that were open, easily carried out and accessible, and provided with adequate space.

Transparency of Public Service in Mandalawangi Village

Based on the interviews with the participants, the transparency of administrative public services, such as obtaining Family Cards, begins with the provision of information about the requirements that must be completed. These requirements include a reference letter from both the Chairman (RT) and Chief (RW) of the neighbourhood. After the requirements are met, the service process is directly and easily carried out.

The procedures for administrative public services were carried out as follows: (1) The applicant fills out the reference form of Chairman (RT) and Chief (RW) of the neighborhood that has been completed and signed by the applicant; (2) the data of the applicant is registered and validated by the register officer in Mandalawangi Village; (3) the data is entered into the population database to be registered..

Accountability of Public Services

The accountability of public services refers to the provision of services to users that must be accounted for according to existing laws and regulations. Public services will have high accountability if the main reference of the provision always orients towards the users of service. The provision of public services must always be oriented to the needs and demands of the people served. Therefore, the sub-parameters of public service accountability include the following: (1) Public services are provided to service users in accordance with applied regulations; (2) Public services are always oriented towards service users; (3) Public services are always oriented to the needs of service users.

Accountability of Public Services in Sukamenak Village

According to the interviews with the participants, accountability of the public service in Sukamenak Village is in accordance with the regulations that apply in the management of administrative services such as the making of National Identity Card (KTP), Family Card (KK), Business Permits, and other permits. The officers of the public service in Sukamenak Village clearly convey the requirements and procedures to the users of public services. Furthermore, administrative public services in Sukamemak Village are oriented towards public service users by not charging any fees for the public service. In addition, the public services provisions are oriented to the needs of users where services could be carried out easily.

Accountability of Public Services in Mandalawangi Village

The interviews obtained data that shows the accountability of the public service Mandalawangi Village is in accordance with regulations that apply in the provisions of administrative services such as making such as the making of National Identity Card (KTP), Family Card (KK), Business Permits, and other permits. This was achieved through the clear delivery of requirements or procedures to the users of public services.

Furthermore, administrative public services are oriented towards public service users by charging no fees for the public services. Public services are oriented to the needs of users of public services and are carried out quickly, precisely and comfortably.

Conditionality of Public Service

Conditionality in public services occurs when services are carried out according to the conditions and capabilities of the service providers and services recipients by adhering to the

principles of efficiency and effectiveness. This includes for example, if there is delay in service, the providers attempt to immediately minimize losses for service recipients. Conditionality of public service emphasizes the attention and the speed of service of providers in responding to the requests, questions and complaints of the service recipients. In this sense, conditional service consists of alertness, speed, and handling complaints.

Based on the description of the conditionality of public services, the sub-parameters of public services conditionality include the following: (1) Services carried out still adhere to the principles of efficiency and effectiveness; (2) If there is a delay in service to the service recipients, the service providers seeks to repair or minimize the loss for the service recipients immediately; (3) Attention and speed of service providers to respond to the requests and questions of service recipients; (4) Readiness and speed of service providers in responding to the complaints of service recipients.

Conditionality of Public Service in Sukamenak and Mandalawangi Villages

The data obtained shows that administrative public services in Sukamenak Village are carried out based on the principles of efficiency and effectiveness. The principle of efficiency is demonstrated by providing public services that are free of charge. Meanwhile, the principle of effectiveness is shown by public service providers always paying attention to the goals or objectives desired by service users.

If there is a delay in administrative services in both villages, the officers commonly tried to repair or minimize losses for the users immediately. The attention and speed of the service officer to respond to requests or questions of service users in both villages is well implemented. This means that officers who provide services are serving users in an attentive manner and are providing quick responses to requests or questions. The readiness of service users in both villages is good. This means that if a service user complains about the service provided by an officer, the service clerk swiftly or quickly anticipates the complaint.

Participatory in Public Services

Participatory in public services means encouraging the participation of the community in the implementation of public services by paying attention to the aspirations, needs and expectations of community members. This parameter is very important since it involves people's perceptions regarding the ability of service providers. Serving officers build trust and loyalty within the community. Thus, the competency of the serving officers is very important, this includes the skills and knowledge possessed by the serving officer.

Based on the description of participatory in public services, the sub parameters of participatory in public services are as follows: (a) Public services encourage the participation of service users in the delivery of public services; (b) Public services pay attention to the urges, expectations and needs of service users; (c) The service officer builds the trust and loyalty of service users; and (d) The serving officer has the knowledge and skills related to their duties.

Participatory in Public Services of Sukamenak and Mandalawangi Villages

The interviews with participants in both villages resulted in data which shows that public services are carried out by involving the users of public services. For example, before asking to be served by a service officer, the officer asks the service user to address the necessary requirements, such as a reference letter from both the Chairman (RT) and Chief (RW) of the neighbourhood regarding the identity of users of public services. Moreover, the public service officers in both village always pay attention to the wishes, expectations and needs of users of the public services. In relation to the building of trust and loyalty of the service users, public service officers in both village always build the trust and loyalty among users of public services by providing excellence service through paying attention to convenience, speed and comfort in the implementation of public services. Ultimately, the public service officers in both villages possess an adequate level of knowledge and skills, which means that the public service officers have the knowledge, experience and skills in accordance with their field of duty.

Equity in Public Services

The equality of rights in public service means the absence of discriminatory acts. In other words, the provision of public services is not differentiated based on ethnic, racial, religious, class, gender and economic status. This parameter is a combination of sub parameters from the aspects of ease of, and access to, public services.

Based on the explanation of the parameters of equity in public services, the sub parameters that can be derived are as follows: (a) does not differentiate between ethnic groups; (b) does not differentiate between religions; (c) does not distinguish between sex; and (d) does not distinguish between economic status, in implementing public services.

Equity in Public Services of Sukamenak and Mandalawangi Villages

The findings from the interviews in both villages show that the implementation of administrative public services are carried out in equity and without any discriminatory

practice. This is shown through the provision of public services that do not distinguish between the ethnicity, religion, sex, and economic status of public services users.

Balance of Rights and Obligations in Public Service

The balance of rights and obligations in public services means that the provider and recipient of public services must fulfill their own rights and obligations. This aspect considers the implementation of public services with respect to justice between the provider and recipient of public services.

In carrying out their obligations, service providers must be professional, prioritize effectiveness, and provide services that are easy, fast, precise, and uncomplicated. Accordingly, the public will understand their rights and obligations as citizens living in a society, nation and state. Citizens have the right to express their aspirations or complaints about public services that are provided

Based on the description of the parameters of the balance of rights and obligations in public services, the sub parameters can be derived as follows: (a) Public service officers in administering public services must pay attention to a sense of justice; (b) Public services are easily carried out; (c) Public service officers must deliver public services quickly and precisely; and (d) Public service officers must deliver services in an uncomplicated manner.

Balance of Rights and Obligations in Public Service of Sukamenak and Mandalawangi Villages

The findings from the interview in both village show that the provision of administrative public services fulfil the parameter of balance between the rights and obligations in public service. In relation to the sub-parameters, the public service officers of Sukamenak Village pay attention to the sense of justice, carry out services easily and pay attention to quickness and precision. Ultimately, the the public service officers of Sukamenak Village carried out public services without any complication.

Conclusion

Based on the results of research and discussion, the quality of administrative public services in both Sukamenak Village, Sukarame District and in Mandalawangi Village, Salopa District, Tasikmalaya Regency, as assessed through the parameters of transparency, accountability, conditional, participatory, equal rights, and balance of rights and obligations, show there is no real difference between the two.



The quality of administrative public services in both villages are of good quality. Due to this, it is recommended that services be improved in a different direction. Further research is needed to detail the aspects of administrative services that can be improved.



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