

## Implementation of Excellent Service of Government Agency

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### ABSTRACT

This research was conducted in the public service of government Agency that has received an excellent service award. Practical implementation of excellent service of government Agency to the citizen was identified in detail to uncover the phenomena of the study. The research focuses on two sides of the service, both of internal (provider) and external (citizen satisfaction). A qualitative approach was conducted to explore the research focus in-depth. The informants were people engaged in the practice of excellent service delivery, both internally and externally in addition to the elements of the government. The internal side under the study consists of six elements, namely, leadership, service standards and SOP (Standard Operating Procedure), personnel, information services, facilities and infrastructures and handling of complaints. The element of leadership is the most important element to form a provider and determine the best management in achieving excellent service. Meanwhile, the external side shows there are ten elements that can lead to citizen satisfaction or dissatisfaction. The most highlight element of the satisfaction of the citizen being served is the speed of service. In the end, excellent service delivery requires the balance between the two sides, where the provision of excellent service to the citizen should also be supported by a first-rate managed provider

**KEYWORDS:** Excellent service, provider, government Agency, citizen satisfaction

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### INTRODUCTION

Excellent service is satisfactory service for citizens or appropriate services to the service standards. Globally, each country has its own award of excellent services. There are various awards well-known to the world such as Malcolm Balridge National Quality Award (USA), EFQM (European Foundation for Quality Management) Excellence Award (Europe), Australian Business Excellence Award (Australia), Japan Quality Award (Japan), National Quality Awards of South American Countries (South America), Singapore Quality Award for Business Excellence (Singapore), and several others in different countries. In Indonesia, the government through the Ministry of Administrative and Bureaucratic Reform (Ministry PANRB) assesses and rewards the public services of government agencies that provide service excellence. The award is called "The Trophy of Citra Excellent Service" (*Piala Citra Pelayanan Prima*). This study was conducted in one of the Indonesian government's public service agencies which received the award of excellent service. It is the Office of Integrated Permits Service (KPPT of Musi Banyuasin District hereinafter referred to as government Agency) of South Sumatera Province. Musi Banyuasi (Muba) District is an area in South Sumatera Province that is geographically swamp area and has many rivers. The longest river in Indonesia located in this region is Musi River. This river goes through the District and has numerous tributaries going through the villages around the district. Some villages make use of these tributaries as their transportation. When the dry season comes, the transportation becomes difficult. Consequently, some villages cannot be reached through the tributaries so that for the transportation it needs to consider the river tides.

The government service agency providing a variety of permits in sectors such as health, education, business permits and several other types of permits depending on their respective areas. This government agency has received the government award of excellence since 2010. It serves 44 kinds of permits to citizen in Muba District. The service excellence award for government agencies in Indonesia in this study is based on the regulation stipulated by the Ministry PANRB. The Ministry PANRB issued a regulation no. 7 Year 2010 on Guidelines for Assessment Unit of Government Services. This regulation is in fact a renewal of the previous one, which then becomes the new guidelines issued to or as the standard for assessing whether or not the government service agencies provide (best) excellent service. Some items to meet by the government service units in the regulations are: 1) Vision, Mission and Motto (10%), 2) Systems and Procedures (35%), 3) Human Resources Services (35%), 4) Facilities and Infrastructure (20%) The study was to investigate how excellent the service provided by the government Agency on two sides. Firstly, the initial step was to see how the excellent

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service implemented from the service provider, in this regard the government as a provider (internal aspect). Secondly, in terms of people as recipients of the services (the external aspect) that they felt satisfied more than the one they expected beforehand. The next question which then arises is whether the implementation of excellent service is more concerned with the excellence in the provider rather than the satisfaction of the citizen. Or just the satisfaction of society should take precedence? Or should there be a balance between the provider and citizen satisfaction? In other words, the excellent service is supposed to be placed in the position of a balance/ equal between the excellence of the provider and the level of satisfaction of the citizen being served. And then, how can it be realized? These questions are explored in more depth in the study.

This study aimed to identify, analyze, locate and recommend things relating to the process of the excellent services conducted by the government unit viewed from two sides, internally and externally. Furthermore, it tried to find out the strengths and weaknesses in the implementation of service excellence. So far, the studies on services have been highlighting the external service or satisfaction of the served citizen (customer satisfaction) more than the internal side (providers). Very few researches highlighted both aspects of the services simultaneously, that is service provider (internal aspect) and service recipients (external aspect). This study examines the two aspects of the services, especially the ones at the public service agency. The results are expected to enrich the findings on public services, particularly those related to the service of the government in a more comprehensive way. Research on public services viewed from the two sides (external and internal) can enrich the results of the studies on public services, more specifically the study of service excellence. The findings about the concept of the service excellence and the delivery of service excellence viewed externally and internally are the image of a reflection of how the government should act for the public service agencies in order to provide the best services for its citizens.

## **MATERIALS AND METHODS**

A qualitative approach was taken to conduct in-depth study of the delivery of government service excellence internally and externally. The data were collected through interviews, review of documents relating to the provision of the services, and field observations. The collected data were then analysed and interpreted profoundly and conclusions were drawn from the whole entire research process. Interviews were conducted to three sides, namely the executors or the people who were in the internal management (provider), the citizen served, and crosscheck with the "assessment team" of the service excellence of the Ministry PANRB. The technique used for the interview was the snowball technique.

The people successfully interviewed were firstly the internal management of the concerned agency (provider). The number of interviewed informants was 9 people consisting of the head office (4 direct interview and 5 written interview), back office 3 people and frontlines 5 people. Secondly, there are the people who are directly dealt with the service. They were 9 people. Thirdly, the officer or the assessment team of the Ministry PANRB who technically participated in the process of how to formulate and assess an agency into one agency classified the service excellence. In the Ministry PANRB there were 2 people who were interviewed namely the head of the field in the Deputy Public Services and Deputy Chief on Oversight and Accountability (former head of the assessment team excellent service Government Agency in 2010).

## **RESULTS AND DISCUSSION**

The implementation of the service excellence as mentioned previously was studied internally and externally. The internal aspect analyzed the provider management in its effort to organize its resources to produce a system of excellent service. The external aspect analyzed the elements of the citizen satisfaction on the provision of the services provided by the provider. The following sections discuss both aspects.

### **Internal Aspect (Provider)**

The internal side (provider) describes six essential elements that need to be well-managed by the provider. The six elements are as follows.

#### Leadership

The results show that in Government Agency, the leadership factor was the most prominent factor of the five other elements in organizing the excellent service to the citizen. The vision of excellent service delivery, policy and professional personnel management in providing the services, implementation of the service standards and SOP (Standard Operating Procedure), providing information to the citizen, comfortable facility and infrastructure services that cater for the public, and the complaint handling are all directed and based on the leader policy of the Government Agency.

The leadership factor in Government Agency was more dominant than any other elements in the implementation of the service excellence though the infrastructure was still limited. However, with the direction

and policy of the leader, all the existing resources in the provider is intended for the major interest, that is the satisfaction of the citizen being served. The Ministry PANRB, when assessing excellence and giving the award to the Government Agency, underlay the leadership factor as a major and important element than any other elements specified in the regulation of Minister of PANRB No. 7 Year 2010. In fact the element of leadership does not exist in the written guideline for the assessment of excellent service of the government agencies in Indonesia. However, the real fact shows that the leadership becomes the dominant element in providing excellent service award.

The interviewed informant stated that the leadership at Government Agency is the most determinant factor in carrying out the excellent service. The following is one of her responses:

*"It seems from our leader. Our leader is smart in solving a problem. I salute to him. He is agile, doesn't like to postpone a job, a job must not be waited but pursued. He doesn't like very much seeing us relaxed during work hours. So when there is a job to do during the day, we must do it right away on that day. So everyday we receive report files from several sub districts. When finishing the work for the day, we must report immediately (Interview with front liner on 7<sup>th</sup> March 2012).*

Actually, theoretically, what was done by the excellent service "assessment team" of the Ministry PANRB has been in line with the theory and model of leadership in the service or the importance of service leader in a service organization. ministry or ministry leaders the importance of a service organization. The synchronization is then necessary to revise the Ministerial Regulation of PANRB No.7 Year 2010. In the revised regulation it incorporated the element of "leadership" as one of the elements to be assessed for the service excellence with the highest percentage due to the importance of this element. Below is the quotation of interview with one of the assessment team of excellent service from the Ministry of Utilization of State Apparatus and Bureaucracy Reform (used to be the leader of the assessment team of excellent service for Government Agency in 2010):

*"It is not always the case that luxurious and expensive facilities and infrastructure will provide luxurious service anyway. The most important thing is that there are strong desire and commitment from a leader that can make use of the available facilities and infrastructure for providing the best service." (interview on May 4, 2012)*

Excellent service models put the elements of leadership as an important element in a service organization. The excellent service model of the European Union, for example, places the element of leadership in front (like a shipmaster) having the fourth percentage (10%) of the nine elements in excellent service (Cowper and Samuels (www.oecd/dataoecd/12/8/192895.pdf). The excellent service model of Singapore even mentions the element of leadership as the "driver" in a service organization (Singapore Quality Award Business Excellence Framework p 3).

How important the leadership role within an organization is also presented and discussed specifically in the NPS (The New Public Service) put forward by Denhardt and Denhardt [1][2]. They state that "Leadership is still needed: in fact, leadership is needed more than ever. What is needed, however, is leadership of a new kind "[2].

Furthermore, Robert Greenleaf [3] developed the term servant leader. Greenleaf argued the servant leader is a model of leadership that prioritizes services to other parties, whether employees (members) of an organization, customers, or public. The term servant leader is then expanded by several other experts, one of whom is Kathleen Patterson [3]. She mentions some of the characteristics of the servant leaders and provides an overview model of servant leadership.

The leadership in Government Agency has led to the characteristic of servant leader such as paying attention to the needs of extra incentive for the employees. However, the local government (Parliament and Bupati) has not yet approved the extra budget for this incentive, including the budget for facilities and infrastructure.

### Employee

When first established, the recruitment and placement of employees in Government Agency was conducted by BKD (the Agency of Regional Personnel) of Muba District. BKD is a government Agency whose job deals with staffing matters, including recruitment and personnel placement throughout Muba District.

Based on the collected data, the employees first placed in Government Agency were those who were considered as the "discharged employees" with low quality. In its further development, the head of Government Agency recruited outsourcing labour to be placed in frontline service with prior training before they started to work. The training focused on the service ethics and computer use. As a result, in the process of service delivery the frontline employees were well-known for their friendliness and quick service.

One thing that is still questionable about the employee affairs in Government Agency is that the incentive for the employees is less than any other region. In fact, out-sourcing personnel have not received incentives beyond their monthly salary which is only Rp 1,500,000.- per month. The head office submitted a budget to the local government (Bupati and parliament) for three consecutive years (2009-2011), but did not get any approval from them. What happens is that the employees, especially the outsourcing labor, have to work extra hard with a modest income.

Below is the quotation of the interview with Head of Subdivision of Personnel of Government Agency:

*“...in the permit service office there should be an extra incentive. I plan to propose (not yet for work load), from the echelon level, the rate for the staff is of course less than that of echelon, 2009 failed, 2010 and 2011 also failed. For 2012, wait until it becomes an agency ... so for 3 years starting from 2007, 2008, 2009, to 2010 we worked extra hard. There is extra hard means time and energy. I intervened directly, also Pak Agus intervened directly to show how it worked, meaning that they would imitate the system because if it was not shown they would not know how to do their job though they have been told about their job, especially how to turn down politely so the customer would not get mad. In 2011, I was not intervene their job anymore because I considered they were able to do by themselves” (interview on March 7, 2012).*

Barata [4] states that the matters relating to employees with the internal service are associated with a range of employee organization with various facilities available. The related factors, among other things, are: 1) The general management pattern of the organization, 2) Provision of the support facilities, 3) Development of the human resources, 4) working climate and labour relations harmony, and 5) Incentive pattern.

Barata [4] suggests if these factors are developed, loyalty and integrity in each employee will be able to develop the best service among them. Moreover, if all activities can be done in an integrated manner in the form of mutual facilitating and supporting each other, the total work becomes more smooth and able to support the services provided. Some others even state that this element of an employee is a more critical resource than any other in an organization. Simamora [5] argues that conversely, if the human resources are not managed well, then the effectiveness will deteriorate faster than any other resource. Human resources have a greater impact on organizational effectiveness compared with other resources. Similarly, Ivancevich [6] also noted the importance of empowering employees to achieve organizational goals.

Employees who are able and capable of excellent work certainly are employees who have been managed well. Starting from the initial recruitment, proper placement, suitable training for the office or work to incentives that can motivate employees to work better so as to produce excellent employees. Government Agency still needs to improve this governance, particularly the element mentioned latter.

#### Service Standard (SS) and Standard Operating Procedure (SOP)

In Indonesia the term SS is still not uniform. First, based on the Government Regulation of Republic of Indonesia No. 65 Year 2005 on Guidelines for the Preparation and Implementation of Minimum Service Standards, the term SS is called MSS (Minimum Service Standards). MSS term is used by several other ministries such as the Ministry of Education and Culture, the Ministry of Health, the Ministry of Religious Affairs and the Ministry of Home Affairs.

Second, the Ministry of Administrative and Bureaucratic Reform (PANRB) in 2006 issued a Ministerial Regulation No. 20 Year 2006 on Public Service Guideline Standards. The Ministry uses the term Public Service Standard (PSS). Then in June 2012, the Ministry changed the term PSS into SS to the issuance of the Ministerial Regulation No. 36 Year 2012 on the Preparation Technical Guidelines, Stipulation and Application of Standards of Service.

Third, in 2009 the Parliament issued Law No. 25 of 2009 on Public Service. It states the term SS in the existing chapters. So before the Ministerial Regulation issued in 2012, there were three terms evolving to the standard of service, ie SS (Service Standard), PSS (Public Service Standard) and MSS (Minimum Service Standard).

Viewed from the above matter, the status of the law is supposed to have been higher than the government regulations or ministerial regulations. Therefore regulations under the law must comply with the law that has a higher status. The Ministry PANRB has complied with the regulations by changing the term PSS into SS, while some other ministries are still using the term MSS.

In the meantime, the elements in the SS and the practice in government service agencies are also different among the regulations. PANRB Regulation No. 65 year 2005 does not mention any component or element of MSS. Meanwhile, laws, PANRB Regulation, and practices in the service agencies bring up the standard of service as follows. Meanwhile the regulation contains 14 elements of service standard, the ministerial Regulation of PANRB contains 11 elements, and in practice the service institutions contain 6 elements of service standard.

Actually, referring to some service standards established by the service agencies in Indonesia, including Government Agency, they can only contain an average of only six elements, namely legal basis, types

of services, procedures, conditions of service, turnaround time and cost of services. The six elements are closer to the elements contained in the PANRB Ministerial Regulation No. 7 Year 2010 (five elements, while the element of the "legal basis" was not included in PANRB Ministerial Regulation).

Government Agency has possessed the service standard. This standard is made as a guideline and promise of service to the citizen being served. Below is the quotation of interview on the service standard:

*"For types of services, each has its standard. We don't involve a consultant, we prepared ourselves. We adopt almost 40% of the existing ones, like the ones used in Java. Due to the difference in culture between Java and in here, we adapt them here. At the establishment of this office, we were sent to Sragen. Among other things, we imitate .... At that time, we considered involving an NGO, public figure, but it was not supported by the top" (interview with Putut, Head of Subdivision of Personnel on March 7, 2012).*

Meanwhile, the SOP of services used in Government Agency was issued by Bupati Regulation No. 23 of 2010, dated 30 December 2010 concerning the SOP Permanent Procedure of Government Agency. In the regulation the SOP was prepared by using the flowchart method and a description of activities. The SOP of Government Agency describes the details of the procedures and description of the activities of all 44 types of licensing and non-licensing services. The SOP preparation was based on the ISO 9001:2008 which has been obtained by the Government Agency. Therefore, basically it can be said that the Government Agency has written guidelines for service standards and adequate SOP to be the basis of the service delivery to the public.

Gaster states that there are several possible objectives for the establishment of the service standard, among other things: Providing better information to the public, Empowering the public, Extending the rights of individual customer, Improving consistency, speed and overall service quality, Providing a basis for supervision, measurement and regulation, Winning the championship, Avoiding the building of employee rights (terms and conditions of service), Providing information to potential competitors. It means provide the service standard is not only for the winning championship, but also many things important objectives beside that.

The purpose of the SS establishment if compared with the reality has not fully reached. The submission of information to the public is still inconsistently delivered to employees, for example, about the service cost. SS should be the guideline for people for all existing services and how the process is and this is a promise of the provider to the citizen served. Whereas the SOP is used as a guide for employees that contains steps of activities undertaken in the thorough process of the services. Each citizen and staff should have known the SS and SOP in order that all service processes run smoothly and create a mutual understanding between the service provider and service recipients.

Based on the Customer Service Excellence standard [7] established by the British government, the SS refers to the 5 criteria: 1) Customer Insight (Customer Identification, Engagement Consultation, Customer Satisfaction), 2) The Culture of the Organization (Leadership, policy and culture, staff professionalism and Attitude), 3) Information and Access (Range Information, Quality of Information, Access, Co-operative with other providers, partners and communities), 4) Delivery (Delivery standards, Achieved delivery and outcomes, Deal Effectively with problems), and 5) Timeliness and Quality of Services (Standards for timeliness and quality, Timely outcome, Achieved timely delivery).

Referring to the excellent service standards of the British government, there are five criteria that remind of the importance of understanding who serve in more depth, so that the second criterion when determining the importance of creating an organizational culture includes a cultural focus on the customer, the importance of information and access to the maximum, including with other stakeholders, how to provide standardized services including handling complaints, and the need for time standard.

If studied more deeply based on the rule of law and the described definition, SS is an obligation or promise of the provider to the citizen served. This means that SS established by Government Agency is public service appointments. If the standard is a 5-day turnaround time, the process of the public service has to be completed within 5 days. While SOPs are written guidelines for routine activities of the provider in providing services, so that the sequence of the activities can achieve goals, such as ordering the activities to achieve the goals within 5 days of completion. Government Agency is capable of meeting its promise in accordance with the prepared SP and SOP.

### Service Information

Service information is related to what is delivered to the recipient of the service and what media are used to convey the information. The information presented to the public by Government Agency is associated with the types of services provided, the conditions of service, service procedures, service time, duration of completion of service, cost of service and other matters related to the service process.

There are two types of media used by Government Agency to deliver service information, namely the use of tools and direct verbal by the officer. The information presented using tools such as leaflets (located near the entrance), a kind of a frame attached to the wall near the counter, two computer monitors near

the waiting room and website. Direct (verbal) information is presented among others by the staff at the unit of information residing in the frontline service, socializing in sub districts, and through the car around.

Delivery of information services on licensing and non-licensing permits at Government Agency has been conducted in various ways. In practice, people do not use the existing media to the fullest. People who attend to the permit use information from the frontline staff to get the information directly. Communities in Muba District apparently prefer direct verbal to using media or a more advanced information technology in getting information. Below is the quotation of interview with a front-line of Government Agency:

*"In fact the citizen themselves come here. They can ask the one in the information section or in the counter, or can ask the information directly to the Section Head who will meet the citizen in person in the information section. Or people can access the website of government Agency, or access the information from the computer available. But many of them come to the counter because we directly give the forms they request as for the computer media, it provides only the requirements. (Interview on March 7, 2012).*

This occurs because people do not take advantage of information technology, and due to the geographical conditions of Muba District. The water regions located far away and difficult to reach in addition to the unavailability of internet connection cause the people to be unable to make use of this information through the network. To overcome this problem, Government Agency should work harder, be more creative and proactive. In other words, the information delivery about the services provided by Government Agency to the people should be made more effective by paying attention to the conditions and needs of the people living in Muba District.

Some ways can be done to make the information service effective, for example by making the service closer to the citizen through employee empowerment. Government Agency could place its staff in villages or sub districts close to the areas that are difficult to get the information. They can visit them once or twice a week to serve the citizen. Other ways are using a cellular phone or SMS (Short Message Service) to serve the people who need the information. The cellular phone can reach the inaccessible water areas and most people have and communicate using it.

Information in Lovelock theory [9] deals with all the ease required by the customer to answer his/her curiosity about the services provided. Customers can get information about what, how, how much, to whom, where available, and how long to obtain goods and services in accordance with the desired service. According to Lovelock, the provision of information channels directly providing ease in order to answer the customer's curiosity is important. The absence of information channels in the first petal will make the request of the buyer to be receding.

OECD (Organization for Economic Cooperation and Development) defines three levels of engagement between the government and public, namely information, consultation and active participation [8]. Based on the above quotation, information in the public service may be either passive, i.e. the desire or demand of the citizen, or active, i.e. the active role of the government or the provider. When interpreted in the provision of information in the service of government agency for example, the government agency provides information as it has done so far, as well as sees what the terms of the information are needed or desired by most of the citizen served.

Information about the services is provided to the recipients or users of the service so that they can understand the whole process of the service provided. The purpose of giving information to the recipients of the services is for certainty and clarity about the service process.

Sutabri [9] states that the value of information is determined by two things, the benefits and costs to get it. The value of this information is based on 10 properties, namely: 1) Accessible, 2) Broad and complete, 3) Accuracy, 4) Suitability, 5) Timeliness, 6) Clarity, 7) Dexterity, 8) can be proved, 9) No prejudice, 10) measureable. Based on the ten properties of information, the information submitted to the served citizen will be effective when paying attention to some of the properties. Of course, the delivery of service information in Muba District must consider the conditions and needs of the citizen as it is included in one of the attributes of information: "flexibility". Put it another way, if the people in Muba District cannot make use of the Internet due to geographical conditions, the provider can use other channels, such as using a cellular phone that most of the people have. So information would be more effective through cellphone or SMS according to the conditions and needs of the local citizen.

#### Facility and Infrastructure of the Service

Government Agency still has limited facilities and infrastructures or is still sketchy as the research progressed. The building where the service is processed is the former office of the Dekranasda (Crafts Council and the Regional Arts). The reception area and the seating is in the open space large enough to accommodate the people who receive the services. However, there is no computer in the frontline service. The process of services from the frontline to back office is still conducted manually. Despite the limitations, people feel comfortable with the service at the frontline. The limited facility is acknowledged by one of the frontlines of Government Agency as follows:

*"In my opinion it is still limited. There should be computers available here, shouldn't it? At the counters there should be computers so no writing is necessary. I know it is still limited". (interview on March 7, 2012).*

The policy and management of Government Agency providing facilities for people such as the waiting room at the frontline service made more comfortable than the space in the back office seem to work. This strategy is the policy of the leader that prioritizes services to the citizen despite its limitations, and manages to make people feel satisfied with the existing facilities and infrastructures.

The findings of the research on facility and infrastructure in Government Agency (could be in many other places in Indonesia) are still understated presence. Compared with developed countries, they are very different. For comparison, the results of a research conducted by Parasuraman, *et al* [10] in the United States and they wrote them in their book entitled "Delivering Quality Service: Balancing Customer Perceptions and Expectations" show that the element of "tangible" (infrastructure) is the most satisfying elements of society or are on the highest degree of satisfaction. Developed countries have the technology and allocation of large budgets, so that is not a problem any more for them how to meet the needs for adequate facility and infrastructure for public services.

Taking up further on the Lovelock's theory of service quality (1994), known as "the flower of service", the physical facility is closer to the term hospitality in the theory. Lovelock [8] states that hospitality is more varied than what was raised by Parasuraman, *et al*. Lovelock argues that hospitality is related to greeting, food and beverages, toilets and wash rooms, bathroom kits, waiting facilities and amenities (lounges, waiting areas, seating, weather protection, magazines, entertainment, newspapers), transportation and security.

Security as in Lovelock's theory, given what is happening in Government Agency, shall be made in dealing with the complaint with threat. In this way, the security guards can be empowered, not only in maintaining law and order but also in directing or guiding people to be served to obtain information services like the one in banks.

#### Handling of Complaints

The media used to convey the complaints in Government Agency include suggestion boxes, suggestion books at the information section, telephone and website. Government Agency also assigns one frontline employee (the complaint section) to receive and record complaints conveyed by the citizen.

The complaint handling mechanism in Government Agency is conducted after the complaints are collected and recorded by the complaint section, and then they are submitted to the back office to deal with the complaints in accordance with the types of the complaints. The head office set 3 days for handling and following up complaints. From the data and observations at the study site, there was evidence of follow-up done by Government Agency against the complaints. As an example, viewed from the complaint written in the form of citizen complaint we received about the needs of drinking water (because many people come from out of town), it seems that the Government Agency followed it up by providing it in the frontline waiting room.

The ethics of the frontline employees in handling the incoming complaints are considered polite. They listen to the complaints carefully, apologize for the shortcomings that exist and remain gracious in accepting the complaints. A big thank you from the employees is not consistently delivered to the people who complain. Most of the complaints submitted to the Government Agency are concerned with suggestions for improvement. Therefore, the people who complained deserve a word of thanks.

Several cases of citizen complaints, particularly from officials, NGOs and members of parliament were delivered unethical. For example, the requirement for the service was incomplete but they wanted to be immediately served. When turned down by the government agency staff, they got mad and pound the table. Even they threatened with a knife. This results from the fact that the people of Muba District are notorious for their strong temperament. How the staff of Government Agency handle this complaint is depicted from the result of interview with an informant, a back office staff handling the complaint:

*"I want to involve the NGOs, reporters and citizen. I may say, the people here are not gentle, Mam. For example, they wrote a letter using fake address, when sending a sms they don't identify themselves. In fact we only follow up the letter having a clear identity. Those who have identity are the NGOs and reporters but they pound the table, Mam. I have a sword, Mam, here, because there was once an incident when someone seemed to take out a letter from his small bag but actually he took out a knife from the bag. Because he put the knife here so I put my sword here too. With NGOs pounding the table, ultimately they asked for money... so they had a specific intent, on behalf of the people. They said that the people complained, finally they banged the table.... I once had a pistol; they forced me to accept their incomplete documents ...." (Interview on March 7, 2012).*

The above case is one form of handling the complaints experienced by the staff of Government Agency. A specific case which did not occur in another region but it did in Muba District with its people who

are strongly temperamental. The staff of Government Agency succeeded in handling the complaints with violence, though they also handled them with violence and perhaps less elegant.

Parasuraman *et al* state that the handling of complaint is one element in a dimension of "reliability". Therefore, the complaint handling is a matter relating to the capability and reliability of employees in providing excellent service to the served citizen. In research conducted by Parasuraman, *et al*, reliability is a very important factor to be paid attention because this dimension is at least satisfactory. Consequently, the handling of these complaints is an important part of carrying out excellent service.

According to Lovelock [8], the handling of this complaint belongs to the petal of "exceptions". Specifically in the exceptions Lovelock mentions not only handling complaint but also problem solving and restitution. So in addition to dealing with the complaints, there are also handling the problems that arise and providing compensation or refund of goods if possible.

Complaint (complaint) is a manifestation of public dissatisfaction with the service provided. If the complaint is not handled properly, then this will affect the service organization. Negative image of the organization will thrive and spread everywhere. If the complaint is handled well, the discontent will turn into public satisfaction for the service provided.

Yahalom [10] argues that customer complaints are not always correct but deserve to be listened. Krasovitzky [11] state It is an input or suggestion and the providers can improve their performance to be better and make the customers more loyal. Reeher [12] offers three things to be carried out to handle complaints, listen, gather, and record. These three have been carried out by Government Agency as analysed previously. Barneto [13], states five steps to deal with customer's complaints: *believe, listen, apologize, satisfy, and thank*. They have to be carried out when dealing with customer's complaints in order to turn dissatisfaction into satisfaction.

Mechanisms and methods of how to deal with complaints as described previously when compared with how Government Agency handles incoming complaints seem fundamentally to have been applied by the complaint section officers. However, things like providing alternative solutions to the complained citizen, compensation or indemnity are in fact not carried out by Government Agency.

Regarding the complaint handling described earlier, it can be adopted into the handling of complaints in public organizations. Practical tips are related to the "behaviour" of the employees in a face-to-face context with people who complain and how they make the people feel comfortable when they file a complaint and feel that they are "listened" by the civil servant officer as a public servant.

Theoretical studies of the mechanisms and ways to handle public complaints are important information to carry feedback to those complaints from people who are served as part of an effort to provide excellent service. If there is no satisfactory to public with the services provided by a public service organization, the existing "complaint-handling system" is capable of handling the complaints properly. The effect of "dissatisfaction" when handled properly can turn into a "satisfaction".

### **External side (Citizen Satisfaction)**

The obtained data show that there are 10 elements leading to satisfaction or dissatisfaction in the citizens being served. Eight out of 10 elements belong to satisfaction to the served citizen, 2 of them are categorized very satisfactorily, whereas the other two belong to dissatisfaction. These two elements are related to the service procedures and information of the cost of services. The following is a comprehensive overview of the 10 elements. The Description of the following ten elements, 8 elements are satisfying element and 2 other elements are elements that do not satisfy the citizen in the implementation of service excellence in the Government Agency.

#### **a. Elements that Satisfy the Citizen**

Two elements which the citizen considers very satisfactorily are the speed of service and hospitality of the service staff. The frequent trainings on the service ethics give positive impacts on the ethics of the staff when they serve the citizen. The informant has no doubt about the hospitality of the service staff of Government Agency. The 3S Slogan (*Senyum, Salam and Sapa* -Smile, Polite and Say Hello) and they touch the sense of citizen satisfaction. The following is the quotation of interview with one of the informants:

*"The Staff are friendly in giing the information or service. I was treated the same like other customers. There was no complaint in carrying out the SITU (Business Location Permit) service, because I have completed all the requirements... In the beginning I was in doubt if I got the service as it was. In fact, I was well-served. (Interview on March 8, 2012.*

In Government Agency, the Business Permit takes from 5 to 14 days depending on the type of business. According to the informants, the *Government Agency has given the ease and faster service to citizen.*

The other six elements, timeliness of completion, cost of service, convenience, fairness, clarity from the officers, and service schedule, are categorized satisfactorily. This results from the served citizen who most of them felt satisfied, though some of them still companied. This satisfaction means that the service is not yet

maximal and the performance of these elements needs to be improved. Below is the quotation of interview with an informant (head of office) on cost of service (though there is an illegal payment, the people do not mind):

*“I can not deter if there are some customers who asked to be directly administered by officials because of family relationships, or there are customers who give money. But I remind them not to ask for a fee to the customer, if it is given so go ahead. I should not hinder one's sustenance. It is also because there are no proper incentives for employees. So long as the requirements are complete, I process the files. But those who handle the files must be in charge. (Interview on March 7, 2012).”*

The above interview indicates that there is a possibility of illegal payment, but it is still tolerated by the leader of Great support in study and research was provided by the Ministry of Education and Culture of the Republic of Indonesia as scholarship. Ease in study and research was provided by the Faculty of Science Administration UB where the author was educated. Do not forget the support given by the Faculty of Social and Political Sciences, University of Sriwijaya where the author worked as a lecturer, teaching, research and serve.

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Government agency as long as it does not hamper all process of the service based on the SP and SOP. On the other hand, the citizen does not mind giving the money to the officials as long as the process of permit runs well. This phenomenon occurs in the service process in Government Agency and it may happen in many offices in Indonesia dealing with CCN (Corruption, Collusion, and Nepotism). Then, the response of Government Agency officials made the served citizen satisfied though there was an illegal payment phenomenon.

#### b. Elements which do not satisfy Citizen

There are two elements which do not satisfy the citizen served by Government Agency, namely the ease of process and the information clarity of cost of service. It should not have happened because Government Agency has gotten the excellent service award.

The ease of process of service which the served citizen feels unsatisfying is related to:

- 1). Many requirements.
- 2). the requirements to be submitted must be completed even though they are only for extending the permit.

The following interview is one of the quotations of an informant complaining the service requirement which was difficult to complete as follows:

*“I came to Economic Section asking how to administer SITU and SIUJK in Government Agency. This is the third time I come to Government Agency to complete the requirements for SITU or SIUJK but it is still incomplete” (interview on March 7, 2012)*

Such excellent service delivery in Government Agency turns out to be hampered by some constraints that results in dissatisfaction to the citizen. Why it could happen is of course related to the management of the provider as the organizer of the service. The internal management which is not really maximal gives impact to the practice of public services.

Finally, based on through analysis of both sides of services, both internal and external, an overview of empirical research is obtained. The following figure illustrates the relationship between internal (providers) with the beneficiaries in the administration of government services and excellent service.

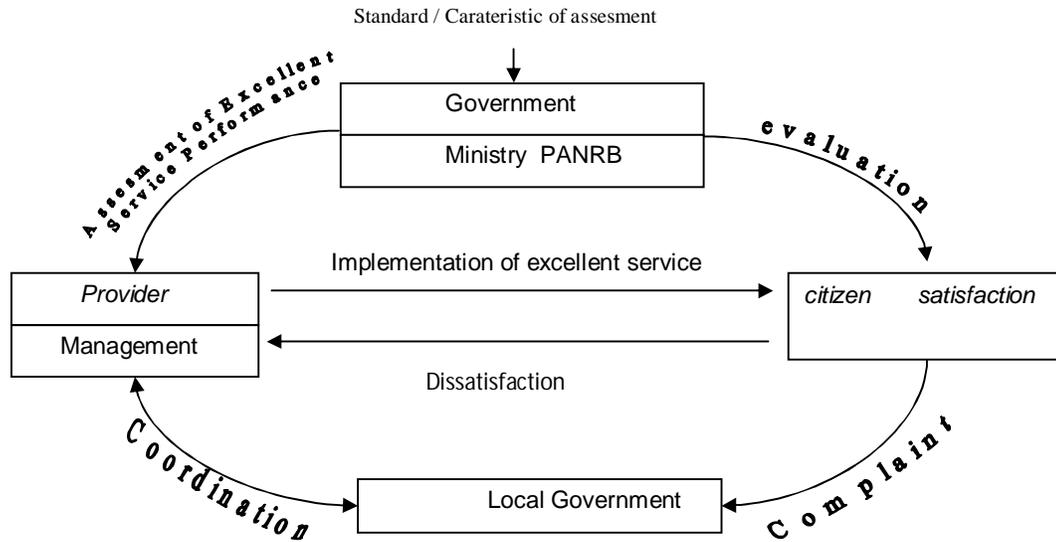


Figure 1: Empirical model of service excellence in Government Agency

Based on the empirical model of service excellence in the provision of services in Government Agency, there are three elements in the model. They are the providers of services (in this case government agency), the people being served, and the government. From the process of the services provided by the Government Agency to the citizen, there are important things to consider in improving the organization of service excellence.

First, there is a "non-standardized" assessment of excellent service carried out by the Ministry PANRB. As described previously, the element of "the leadership" is made a major factor by the excellent service assessment team of Ministry PANRB to establish the service excellence of an organization. In fact, in the guidelines used as a benchmark by the assessment team (PANRB Ministerial Decree No. 7 of 2010) there is no element of leadership to be assessed. Based on the assessment guidelines there are 4 elements being assessed, namely 1) the vision, mission and motto, 2) systems and procedures, 3) personnel management, 4) facility and infrastructure management.

The four elements used as benchmarks for assessment are 1) the vision, mission and motto (10%), 2) systems and procedures (35%), 3) employee management (35%), and 4) management of facility and infrastructure (20%), in particular the facility and infrastructure elements remain a constrained gap between institutions located in big cities and district regions which are remote from big cities. Facility and infrastructure service agencies in large cities tend to be better, whereas the ones in remote areas are still limited. Thus, the existence of facility and infrastructure conditions between major cities and remote areas is quite different. Yet, the Ministry PANRB assesses those two different areas the same. In other words, there is no clear standard for measuring facility and infrastructure elements.

In addition to the elements of leadership which is excluded in the assessment standard, the other four elements need to have its own assessment standard to make each one of them clearer than the existing ones. The standardization and clarity of assessment standards will show that the public service organizations or institutions that have received trophies and status as "excellent" practices have indeed provided very satisfying services for their citizen they serve.

Second, it is the practice of excellence service delivery of Government Agency to the served citizen. It is actually a logical consequence of the first problem, namely the non-standardized assessment, that there are other elements that are lacking but ignored because it assumes the leadership is already excellent. As a result, the limitations of other elements make the practice of excellence service delivery by Government Agency still not fully satisfy the citizen. There are other satisfaction service elements that do not satisfy the citizens. In practice, Government Agency as the excellent service provider is not yet fully at grade "excellent". Remember that the provision of services stems from the satisfaction of the citizen being served.

Third, the support from the Government of Muba District is not maximal. Although the support is a strength of Government Agency in service delivery, but unfortunately this support is not maximal yet. The budget support to increase incentives, lack of procurement of facility and infrastructure, and the provision of

support services such as computers are all the weaknesses in the practice of excellence service delivery. Apparently the public service excellence of the local government needs a really full support from its own local government.

## **CONCLUSION**

The internal aspect (provider) in carrying out the excellent service in Government Agency is viewed from the 6 assessed elements, in fact only the element of leadership is really excellent. Whereas other elements such as SP and SOP, employees, information, facilities and infrastructures, and handling of complaints have not yet been in the grade of "excellent or very satisfactorily." The implementation of the five elements is still in the grade of "satisfactorily", meaning their management and governance need to be reorganized.

Literally, the excellent service really means a very satisfactory service. Practically, it does not mean that the excellent service exceeds the standard of service, but the people who are served can already feel very satisfied that the services provided are appropriate to the service standards or appropriate to the promise given by the provider. If using the assessment criteria of the Ministerial Decree of PANRB No. 7 year 2010, and based on the consideration of the assessment team that the main factor is the leadership and commitment to providing the best possible services to the citizen, Government Agency does deserve the Trophy of Citra Excellent Service. While the other elements are not so questionable if the leader is good. If it is implemented in assessing the excellent service in Indonesia, it will result in gaps in the governance of the government excellent service. For example, gaps of facilities and infrastructures between a large part of Java and many big cities in Indonesia. In most parts of Java and major cities, they have good facilities and infrastructures with advanced technology, whereas the regions which are far from the cities and quite remote have modest facilities and infrastructures. This results from the fact that only the factor of a leader is prioritized.

Excellent provider requires a good leadership and has a strong commitment to carry out an excellent service. Besides having a good leadership to implement service excellence, it has also to be supported by the professional employees, service standards and appropriate SOPs, the information in accordance with the conditions and needs of the citizen, adequate facility and infrastructure, and good management of complaint handling. Excellent service from the external side is the people who feel very satisfied with the services provided by provider. The element of service satisfaction in the administration of excellent service such as speed service, hospitality, timeliness of completion, clear and transparent cost of service, convenience, clear and punctual schedule of service, clear information of service and in accordance with the condition and needs of the citizen, fairness of service, the clarity of the officials, and the ease of service procedure.

External aspects or citizen satisfaction in excellent service delivery in Government Agency shows that there are 10 elements that can lead to satisfaction or dissatisfaction of the people it serves. The most satisfying element of the citizen being served in Government Agency is the speed of service and hospitality of the officers. The least satisfactory element for the society is the clarity of information, especially about the cost of service and ease of procedure (relating to requirements). Other elements such as timeliness of completion, cost of service, convenience, fairness, clarity of officers, and service schedule are still categorized into the ones satisfying the people who are served, although there are some to be improved.

The service performance of the government institution is highly correlated with the elements that can satisfy the citizen being served. However well the internal organization is governed by the provider but it cannot satisfy the citizen maximally, it does not mean much to the performance of a public service institution. The value of service in the NPS paradigm states that a new public service is to 'serve the others' not control the citizen. The word 'service' means that the server puts the one who is served in a higher position so that anybody being served has to be respected regardless their social status.

## **IMPLICATION**

Excellent service concepts developed in the study of the two sides are interconnected providers and citizen (people who served). Beside that, there are also government which have a crucial role to provide excellent service from government agencies. Between provider, citizens and government there is building relationships and engagement that can be maximized yield balance or harmony in creating a public service excellence.

## **RECOMMENDATIONS**

### **1 . Government (Ministry PANRB)**

The ministerial regulation PANRB . 7 Year 2010 revision is needed because there are elements that are practically used to assess agency assessment team belonging to the prime, ie the elements of leadership, but there are no standards or criteria contained in the rule. In addition, the criteria established yet complete, so it

should be added that it may be more detail than they are now, for example, infrastructure assessment criteria are still too common. And more importantly, when assessing the assessment team need to be "consistent and consistently" by the standards or criteria that have been made to assess the prime agency of government services.

## 2. Provider

The government agency needs to revise or review the matters relating to conditions of service and effort to bring services to the citizen. For example, when making or revising service standards need to invite the public and other stakeholders including the employees. If it done, the clarity and understanding about the whole service process occurring in the provision of services in the local government. In addition, services for people who are in remote locations and difficult to transport that could be streamlined and made efficient through empowerment of employees in the district or the surrounding villages or through an SMS service to know the requirements and so on. Thus, people do not need to go back and forth to town to take care of the licensing.

## 3. Local Government

Local governments need to maximize the role of support through the efforts to improve the quality of public service delivery in the region. Support is needed in the implementation of policies and budget required by the agency concerned for the procurement of infrastructure, additional incentives and other activities.

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