



## THE PERFORMANCE OF LEGISLATIVE SECRETARIAT SERVICES: PERSPECTIVE OF THE NEW PUBLIC SERVICE

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### Abstract

*The Regional People's Representative Council (DPRD) is part of the local government in a decentralized system. The responsibilities of the DPRD include three main things: development supervision, budgeting, and legislation. All three functions are carried out within the framework of community representation. The implementation of these three functions is supported by the DPRD secretariat device, whose duties/functions and authorities have been regulated in Government Regulation Number 18/2016 concerning Regional Devices. The duties and responsibility of the DPRD secretariat are to provide services to members of the DPRD. This study aims to analyze the quality of services from a new public service (NPS) perspective. For this reason, the study develops ten new public service indicators. The sampling technique was carried out using purposive/judgment sampling. Purposive/judgment sampling is a technique based on the researcher's consideration of several suitable characteristics relating to the sample members needed to answer the research objectives. All indicators are tested using Importance Performance Analysis, one of the statistical techniques to test the degree of importance of an aspect. To answer the formulation of the problem, this study provided a questionnaire (Likert scale) to fifty DPRD members. As a result, out of the ten NPS indicators, the courtesy indicator is included as the top priority that the DPRD secretariat of the Tangerang Selatan Municipality must complete. In addition, tangible indicators, competence, communication, and customer understanding are included in the low priority. Further elaboration of these results is presented in this paper.*

**Keywords:** New Public Service; DPRD (Regional People's Representative Council), Courtesy; Tangible.

### INTRODUCTION

This research highlights the performance of employee services at the DPRD secretariat in Tangerang Selatan Municipality. The study conducted by Manansal (2014), Sakaria et al. (2018), Panjaitan and Waruwu (2020); and Anirwan and Annas (2020) found that the performance of employees in the DPRD secretariat still did not meet expectations of the principles desired by law. The study, which was conducted in four cities, namely Bitung, Palu, Nias, and Soppeng, implied that the quality of the work of their job placement employees was

not on their educational background, that the provision and coordination of experts, the quality of human resources, the low level of employee discipline and the lack of facilities and infrastructure for the secretariat of the Palu City DPRD. The study conducted identified factors inhibiting the DPRD Secretariat, including: (1) lack of coordination and the division of tasks has not been maximized; (2) scheduling activities that are almost the same time as the implementation, especially in the procurement of facilities and infrastructure that support the smooth administration of offices and several other activities in the capacity building program of regional people's representative institutions; and (3) the limited number of employees.

The same problem also occurred in the secretariat of the DPRD in Tangerang Selatan Municipality, which became the locus of this research. The results of preliminary observations show that a number of these problems include: (1) technical officials are not from their fields and are counterproductive to the principles of the state civil apparatus (ASN) profession by the Law. No. 5/2014; (2) the number of human resources handling the protocol in supporting the leadership of the DPRD is still far from expectations; (3) the low competence of the staff operating the minutes of the DPRD meetings; (4) the large number of staff that has an impact on the vagueness of responsibility for the implementation of the work; (5) employee discipline; (6) the slow administration of official travel of members of the DPRD. Training programs are also relatively rarely carried out by the DPRD secretariat to increase the capacity and competence of apparatus resources.

These problems affect the quality of services the secretary provides to the DPRD in carrying out its functions. Whereas in the context of public administration, the New Public Service (UN) explains that there is a change in orientation about citizens, the values put forward, and the role of government. Citizens should be placed in front, and the emphasis should not be on distinguishing between directing and pedaling but on how to build public institutions based on integrity and responsiveness (Denhart and Denhart, 2003). Denhardt and Denhardt's (2003) idea of the New Public Service (NPS) asserts that government should not be run like a company but serve the public (in this case, service users) in a democratic, fair, equitable, non-discriminatory, honest, and accountable manner. The government must guarantee the rights of citizens and fulfill its responsibilities to society by putting the interests of citizens first. "Citizens First" should be the government's handle or motto (Andriani, n.d).

The UN explains that public services are developed based on efforts to meet and accommodate the values of general needs and interests defined through rational public dialogue with political, economic, and organizational considerations. In this concept, the public bureaucracy must change itself from government to governance so that public administration will appear more

assertive in explaining contemporary problems in general discussions. In addition, the public bureaucracy concerns not only government elements but all issues related to public affairs and public interest (Widiyarta, 2012).

Theoretically, service quality is defined as a customer's assessment of excellence or overall service. Meanwhile, Parasuraman et al. (1999) describe the quality of service as a form of attitude relating to but not equal to satisfaction as a result of a comparison between expectations and performance. The other impact is the low quality of implementation of the three functions of the DPRD. This then also has implications for the quality of governance as a whole. In fact, according to Jusuf (2006), administrative services must be oriented towards providing excellent service to the community, which is the obligation of the state apparatus as a community servant. Similar problems also occurred in the Soppeng Regency DPRD. Therefore, a research report conducted by Anirwan and Annas (2020) entitled "Efforts to Improve Service Performance of the Soppeng Regency DPRD Secretariat" suggests the need to provide online-based aspirational media in supporting the work of DPRD members and increasing socialization and publications related to the duties, functions, and performance of DPRD members; increasing educational support and training of secretariat employees in creating professionalism apparatus of the secretariat of the DPRD.

Whereas as a state apparatus that aims to provide services to members of the DPRD in carrying out their duties and functions, employees should be able to continuously improve their capacity and competence as well as the idealism of bureaucratic values. Bureaucracy is often referred to as a government agency/sector, or in English, it is called the public sector, public service, or public administration. The concept includes institutions or people whose income comes directly or indirectly from the state or people's money, usually listed in the state budget or regional budget (APBD) (Muhammad, 2018).

By involving many people because of the relatively large scale of work, the administrative staff (bureaucracy) must have specific ways to be more effective and efficient, as formulated by Syafiie (2004) in Muhammad (2018), namely: (1) strict work on regulations (rules); (2) specific tasks (specializations); (3) rigid and simple (zakelijk); (4) official (formal) administration; (5) top-down arrangements (hierarchical) that have been established by the organization/institution; (6) based on (rational) logic; (7) centralized (authority); (8) obedience and obedience; (9) does not violate the provisions (discipline); (10) structured (systematic); and indiscriminately (impersonal).

To improve the quality of bureaucracy, the central government has issued Presidential Regulation of the Republic of Indonesia No. 81/2010 concerning the Grand Design of

Bureaucratic Reform 2010-2025. The grand design is bureaucratic reform to realize good governance. The presidential regulation shows that the government is serious about improving the quality of government administration by the bureaucracy. In the context of the case in Tangerang Selatan Municipality, the presidential regulation can be a reference for the DPRD Secretariat in Tangerang Selatan Municipality to improve the quality of the apparatus. But a recent study by Turner et al. (2022) states that although progress has been made, Indonesia will not achieve the goal of creating "world-class" public services by 2025. This is mainly because strong forces are rejecting these bureaucratic reforms. Therefore, this study aims to identify priority problems that must be resolved to improve the quality of services of the DPRD Secretariat in Tangerang Selatan Municipality in supporting the implementation of the duties and responsibilities of the DPRD.



Source: Google map, 2022

Fig 1. Location map of DPRD of Tangerang Selatan Municipality



Source: survey, 2022

Fig 2. DPRD of Tangerang Selatan Municipality Building

## METHOD

The research design uses a survey and observation design. With this design, the research method used in this study is descriptive-quantitative. Quantitative design is used to identify the problems faced by the DPRD Secretariat in carrying out its duties and functions. The study was conducted at the Secretariat of the DPRD of Tangerang Selatan Municipality, located at Jl. Raya Puspiptek No.1, Setu, Kec. Setu, Tangerang Selatan Municipality, Banten (Fig 1 and 2).

This study used primary data. Primary data collection was carried out using a survey using a closed questionnaire instrument with 5 (five) answer choices sorted from "strongly agree" to "strongly disagree" (ordinal scale). The population in this study was all members of DPRD of

Tangerang Selatan Municipality, which amounted to 50 (fifty) people. The sampling technique was carried out using purposive/judgment sampling. Purposive/judgment sampling is a technique based on the researcher's consideration of several suitable characteristics relating to the sample members needed to answer the research objectives (Juanda, 2007).

The analysis technique uses descriptive techniques and Importance Performance Analysis (IPA). This analysis technique is also used by Girma *et al.* (2022), who examine the quality of urban bus service in Addis Ababa, Ethiopia. This analysis technique is used to map the relationship between importance and performance with the expectations of each attribute offered and the gap between the commission and expectations of those attributes. This IPA technique consists of two components: *the Gap Analysis*, which is used to see the gap between the performance of a point and the expectations of service users towards that attribute. *Second*, the Cartecius Diagram aims to determine service users' responses to the details delivered based on the level of importance and performance of those attributes (Rangkuti, 2003). The answers to positive and negative questions are distinguished over five scales (Table 1).

**Table 1. The Weight of answers in the questionnaire**

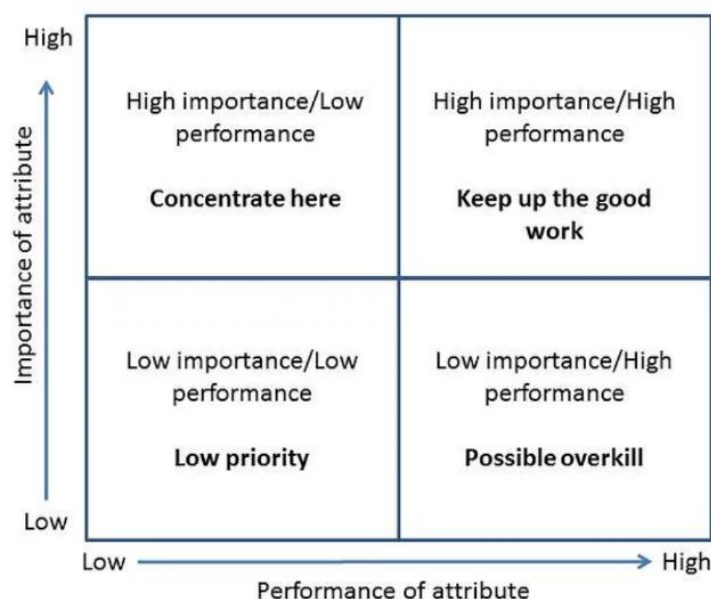
Option	Weight
Strongly agree/strongly important	5
Agree/important	4
Fair	3
disagree/less important	2
Strongly disagree/strongly unimportant	1

Furthermore, an importance matrix is made by calculating the assessment score of service users on the level of importance and performance and the average score of the level of importance and performance. To find out the average of expectations and the standard of performance, then the total value of each of the version and expectation variables are divided by the number of respondents, the average of which is calculated using the formula:

$$\bar{X}_i = \frac{\sum_{i=1}^k \bar{X}_i}{n} \dots\dots\dots(1)$$

$$\bar{Y}_i = \frac{\sum_{i=1}^k \bar{Y}_i}{n} \dots\dots\dots(2)$$

Where  $\bar{X}_i$  is the average weight of the *i*-attribute performance appraisal level, and  $\bar{Y}_i$  is the average weight of *i* attribute importance assessment level. Then the results will be included in the map on the *Importance-Performance Analysis Diagram*, as presented in Fig 3.



**Fig 3. Cartesian Diagram of Performance-Importance Analysis**

Quadrant A, marked by "concentrate here," describes attributes considered important or very important by service users. Still, the DPRD Secretariat needs to appropriately implement those attributes according to the wishes of service users. In the short term, the DPRD Secretariat needs to make performance improvements to this attribute. Quadrant B, characterized by "keep up the good work," shows attributes considered important or very important by service users and has been well implemented by the DPRD Secretariat. Therefore, the DPRD Secretariat must maintain and improve the performance of these attributes. Quadrant C, characterized by "low priority," indicates that the attributes in question are less important to service users, and the performance is also considered ordinary or poor. The priority to improve performance improvement is third (low priority). While quadrant D, marked by "possible overkill," describes attributes considered less important by service users, the DPRD Secretariat has run it well, so service users assess the performance improvement against excessive attributes. Therefore, the resources used in those attributes can be used to be allocated for the improvement of the quality of attributes that are in quadrant A.

**Table 2. Indicators and Sub-indicators**

No	Indicator	Sub-indicator
1	Tangible	1.1 The neatness of dressing civil servant staff of the secretariat
		1.2 Quality of board member workspaces
		1.3 Quality of board member AKD workspaces
		1.4 Quality of supporting facilities
		1.5 The comfort and beauty of office space
		1.6 Facilitation of materials for meetings
		1.7 Facilitation of the provision of accommodation for meeting

		activities
		1.8 Facilitation of draft materials for the preparation of policy paper & regional regulation draft ( <i>Raperda</i> )
		1.9 Facilitating the provision of KPTA
		1.10 KPTA actively provides advice on social and economic issues, etc.
2	Reliability	1.11 Quality, speed, and accuracy of trial administration
		1.12 Quality, speed, and accuracy of trial materials
		1.13 Speed and accuracy in the process of handling SPPD
		1.14 Speed and accuracy in the process of making SPPD
		1.15 Quality of minutes of DPRD meetings
3	Responsibility	1.16 Responsibility for resolving issues related to the administration of official travel
		1.17 Timeliness of delivery of salaries and benefits of board members
4	Competence	1.18 Competence and professionalism of civil servants in providing service support to board members
		1.19 Facilitation of hearings (RDP) and recess activities
5	Courtesy	1.20 Hospitality and accommodating attitude in travel administration services
		1.21 The friendliness, speed, and thoroughness of officers in responding to complaints
		1.22 Facilitation of DPRD guests
6	Credibility	1.23 Work discipline
		1.24 Mastery of the material (regulations related to official travel)
7	Security	1.25 Communication and information regarding the council's health facilitation
		1.26 DPRD secretariat staff maintain the confidentiality and privacy of council members in carrying out their functions
8	Access	1.27 Facilitation of community complaints to board members
9	communication	1.28 The initiative, communication, and cooperation of civil servants in providing service support to board members
		1.29 Publication of DPRD activities to the community
		1.30 The performance of social media (Instagram) dprd in absorbing the aspirations of the community
		1.31 Communication and information regarding the rights of the DPRD
10	Understanding customer	1.32 Preparation/planning of the budget on the needs and activities of the DPRD

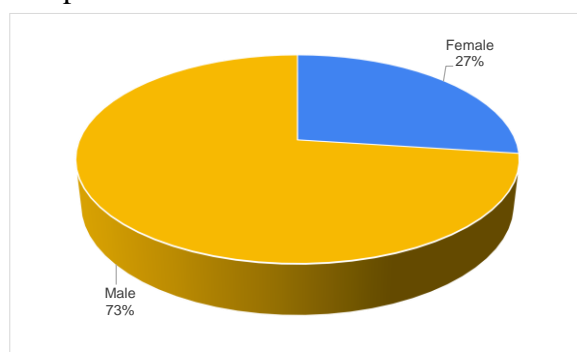
In this analysis technique, the indicators refer to the NPS Theory of Denhardt and Denhardt (2003). They formulated 10 (ten) new dimensions/indicators of public service, namely: (1) *tangible*; (2) *reliability*; (3) *responsiveness*; (4) *competence*, (5) *courtesy*, (6) *credibility*; (7) *security*; (8) *access*; and (9) *communications*; and (10) *understanding customer*. The ten indicators are then developed into 32 (thirty-two) sub-indicators, as presented in Table 2.

## RESULT AND DISCUSSION

Studies related to the service of the DPRD secretariat in supporting the implementation of

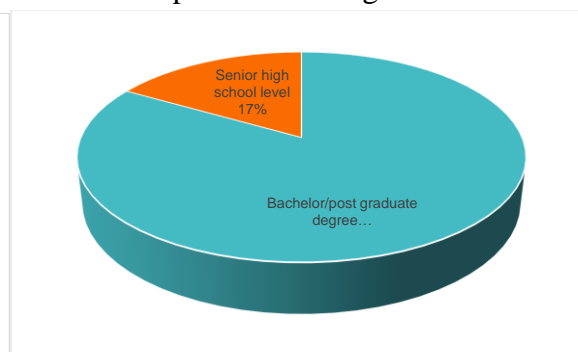
legislative duties and functions have been widely carried out in Indonesia. But studies using the NPS perspective still need to be made available. Most of these studies only review the parts of the DPRD secretariat from a regulatory perspective, such as those carried out by Putra (2019), or based on the old public service theory whose studies focus on employee services, such as those carried out by Fajrin et al. (2021). The analytical techniques they use are also mostly qualitative, such as those by Alwi (2016).

Therefore, to produce an enrichment of issues related to the services of the DPRD secretariat, this study presents the results of a survey study and testing of service indicators contained in the NPS perspective. From the survey results, information was obtained that the number of members of the DPRD amounted to fifty people. The questionnaire was filled out online, and forty-eight respondents were obtained from the results. Information on the gender composition and level of education of DPRD members is presented in Fig 4 and 5



Source: data proceeded, 2022; n = 48

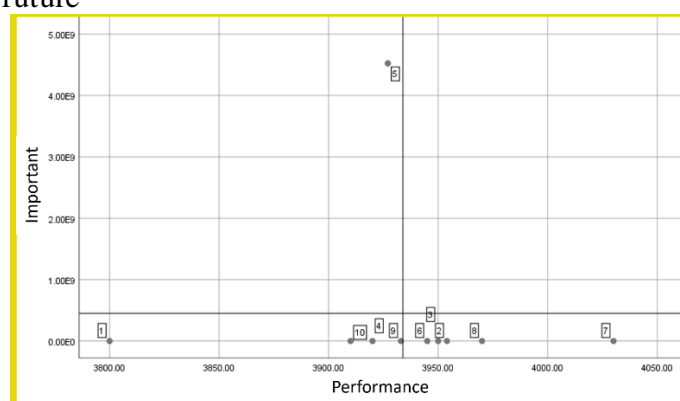
**Fig 4. Gender composition of DPRD in Tangerang Selatan Municipality**



Source: data proceeded, 2022; n = 48

**Fig 5. Composition of the education level of DPRD members in Tangerang Selatan Municipality**

The test results show that the top priority is on the indicator of *courtesy* (*courtesy*) (5). Politeness includes courtesy, respect, attention, and friendliness of secretariat employees. In this indicator, this study develops three sub-indicators, namely: (a) friendliness and accommodating attitudes in travel administration services; (b) the officer's friendliness, speed, and thoroughness in responding to complaints; and (c) facilitation of DPRD guests. Respondents paid attention to several aspects of facilitating DPRD guests, especially guests from outside Java. The quality of welcoming and guest service, such as food quality, needs to be improved in the future



**Fig 6. Cartesius diagram of service performance-importance DPRD Secretariat**

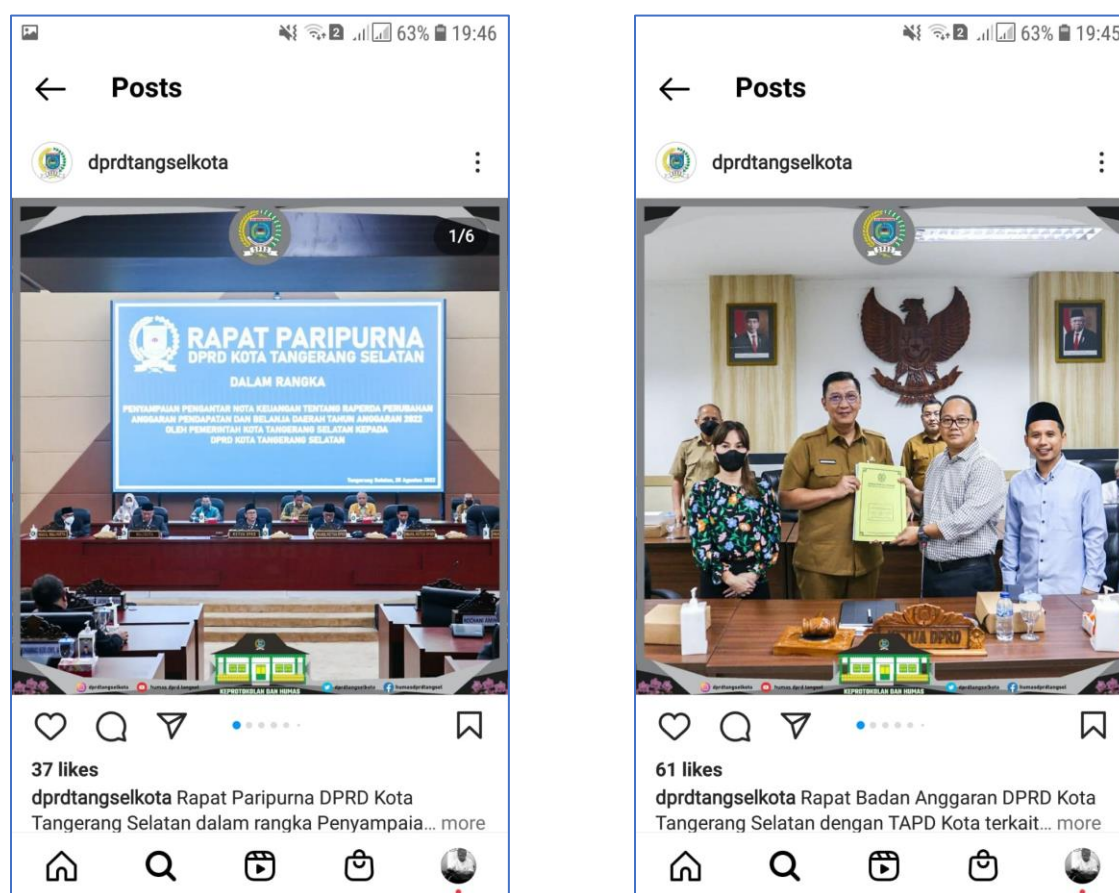
Several indicators are also included in the priority, but the priority is low, namely: *tangible* (1), competence (4), communication (9), and *customer understanding* (10). On the *tangible* aspect, the complaints of DPRD members related to toilets that are smelly and seem dirty, the floor having many stains, and stagnant water around small water dumps. In addition, some of the toilet pipe facilities are leaking and need to be repaired immediately. Legislators suggested the need for periodic maintenance of toilet facilities. From the aspect of building spatial planning, the complaints of DPRD members also revolved around the absence of ablution facilities and the lack of prayer room facilities. Gardening facilities are also poorly organized and seem messy, the lack of aesthetics of plant arrangement, air conditioning that is often damaged, slow elevators to untidy commission workspaces.

Competency indicators should also be a priority for policymakers to pay attention to. Williams in Carters (2011) posits that individual competence describes what a person is capable of doing and includes a combination of motives and traits, the self-image of a person, and their social role, skills, and knowledge. Robotham and Jubb (1996), competence can also be interpreted as a person's behavior in reacting and responding to his work within the organization's scope. According to Boulter *et al.* (1996), the competency levels are as follows: skill, knowledge, social role, self-image, trait, and motive. Skill is the ability to carry out a task well. *Knowledge* is information that a person has for a specific field. A social role is a person's attitudes and values and is highlighted in society (expression of self-values). Self-image is people's view of oneself and reflects identity. The trait is an enduring characteristic of a person who makes people behave. Motive is something that encourages a person to act consistently.

Various factors strongly influence competence. Among these is the level of formal education, as found by Boniface's research (2015), Rifai *et al.* (2017), and Satria (2018). In addition, competence is also influenced by the frequency of training related to employee duties, as Rifai *et al.*'s research report (2017). Therefore, several things that can be done to improve employee competence are improving the quality of education and involving them in training that can support the implementation of employee duties (Wardani *et al.* 2015).

The matter of communication is also included in the priority scale, which must be the concern of the leadership in the DPRD secretariat. This indicator relates to aspects that include: (1) the initiative, communication, and cooperation of civil servants in providing service support to board members; (2) the publication of DPRD activities to the public; (3) the performance of social media (Instagram) of the DPRD in absorbing the aspirations of the community; and (4) communication and information regarding the rights of the DPRD.

In terms of the use of social media, respondents considered that it was important to communicate what the DPRD had done institutionally. The study conducted by Hikmat (2018) concluded that the existence of social media in various forms and ways provides excellent opportunities, both for the institutional existence of the DPRD and the personal existence of DPRD members, both for improving the positive image and negative image of the DPRD when carrying out the functions of regional rulemaking, supervision, and finance in the perception of the people (Fig 7). Social media is critical in communicating the implementation of legislative duties and functions.



**Fig 7. Instagram Account of DPRD Tangerang Selatan Municipality**

Especially in Tangerang Selatan Municipality, the local statistical bureau (BPS) data (2018) states that 15 to 19-year-olds dominate many internet users. Then the age of 20 to 24 years, then the age of 25 to 29 years, and the age of 30 to 34 years. BPS also said that most internet users are entrepreneurs, teachers, online merchants, consulting services, state-owned or private employees, civil servants, and ordinary workers. The use of social media is essential because it is indeed one of the characteristics of the region, which is filled with much urban middle class, both in terms of the character of the occupational profession, income, and age (Table 3).

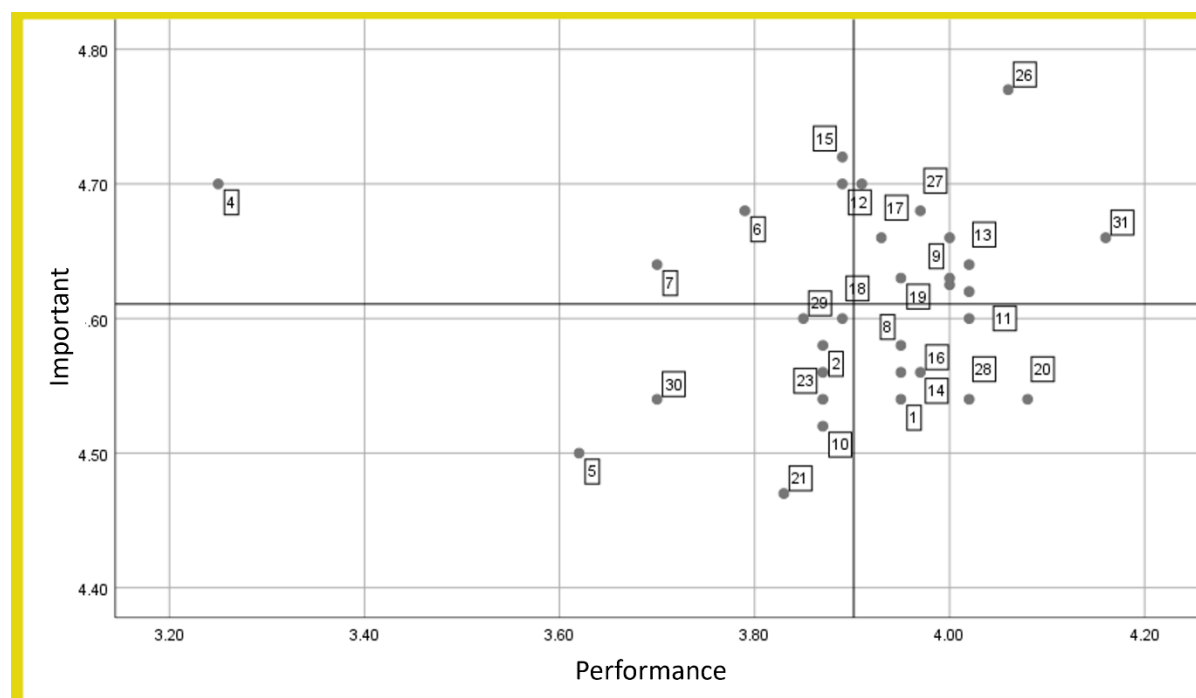
**Table 3. Composition of young age in Tangerang Selatan Municipality**

Age	Amount (people)
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15 – 19	127.892
20 – 24	140.117
25 – 29	154.212
30 – 34	159.648
35 – 39	156.648
40 – 44	144.909
Amount	883.426
Proportion to Population	52,07

Source: local statistical bureau, 2022

Another indicator included in the priority scale of the leadership of the DPRD secretariat is customer understanding. The development of this indicator can be seen in the preparation/planning of a budget by the needs and activities of the DPRD. In the context of the state, the budget reflects the programs and activities to be implemented. This finding indicates the need for the secretariat to plan an allocation by the needs of the DPRD in carrying out its duties and functions as a people's representative in Tangerang Selatan Municipality.



Source: data proceeded, 2022

**Fig 8. Cartesius diagram priority issues related to the services of the DPRD Secretariat**

Furthermore, based on mapping out priority issues that must concern the DPRD secretariat, as presented in Fig 8 and Table 4. These problems can be resolved in the short term (1 year) in the future according to the available budget capacity.

**Table 4. Priority issues of services quality of DPRD Secretariat**

Numb	Issues	Policy strategy recommendation
Top priority		
1	Quality of supporting facilities (4)	Budget provision

2	Facilitating the provision of accommodation for meeting activities (7)	Budget provision
3	Material facilities for meeting activities (6)	Improved performance and budget provision
4	Quality of minutes of DPRD meetings (15)	Education and training for staff
5	Quality, speed, and accuracy of trial materials (12)	Education and training for staff
Low priority		
8	The comfort and beauty of office space (5)	Budget provision
9	DPRD's social media performance (Instagram) in absorbing the aspirations of the community (30)	Improving the quality of staff in the field of social media
10	Publication of DPRD activities to the public (29)	Improving the quality of public relations staff and providing budgets
11	Competence and professionalism of civil servants in providing service support to board members (18)	Education and training for staff
12	The quality of the working space of DPRD members (2)	Budget provision
13	Employee work discipline (23)	Improvement and enforcement of staffing regulations
14	The role of KPTA in providing advice on social and economic issues, etc. (21)	Improving the quality of coordination and consolidation
15	The friendliness, speed, and thoroughness of officers in responding to complaints (10)	Education and training for staff

Sumber: data proceeded, 2022; description: the number after the issues is a sub-indicator

In Table 4, information is presented that there are 15 (fifteen) priority issues, five of which fall into the top priority, and ten of them fall into the low priority. Table 4 also presents several recommendations for policy strategies that can be pursued to solve these priority problems in the short term.

## CONCLUSION

The prerequisite for good governance is the work of all stakeholders involved in providing services. The DPRD, as part of the local government that has the duties and functions of supervision, budget, and legislation, cannot work alone. DPRD institutions require the support of the DPRD secretariat in carrying out these duties and functions. At this point, the DPRD secretariat is essential for effectively implementing its responsibility to the DPRD. The primary duties and functions of the DPRD secretariat are to organize secretarial and financial

administration, support the implementation of the responsibilities and parts of the DPRD, and provide and coordinate the experts needed by the DPRD in providing their rights and functions as required. Articles 5 and 31 of Government Regulation (PP) No. 18/2016 concerning Regional Devices exist.

However, empirical facts in several regions show that the service of the DPRD secretariat is still far from the expectations of service users, in this case, members of the DPRD. The same thing also happened in DPRD in Tangerang Selatan Municipality. Whereas in the era of democratic and decentralized politics, service users want the quality of public services to be more able to guarantee public satisfaction. This study uses a new public service (NPS) perspective to identify service problems in the DPRD secretariat in Tangerang Selatan Municipality. As a result, out of the ten UN indicators, the *courtesy* indicator is included as the top priority that the DPRD secretariat must complete. In addition, *tangible indicators*, competence, communication, and *customer understanding* are included in the low priority. Of the 32 (thirty-two) aspects that have been formulated, the results of statistical testing show that 15 (fifteen) aspects of service should be of concern to the main stakeholders.

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