

ASSESSING ORGANIZATIONAL MATURITY IN PUBLIC SERVICE AGENCIES: EVIDENCE FROM BASIC SERVICE DELIVERY IN KUPANG REGENCY, INDONESIA

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ABSTRACT

This study assesses the organizational maturity of local government agencies (OPD) responsible for mandatory basic public services in Kupang Regency, Indonesia. This issue matters because empirical, structured maturity assessments of basic-service agencies remain limited, making it difficult for local governments to pinpoint which organizational capacities most urgently require improvement. The study covers six agencies: the Departments of Education, Health, Public Works and Spatial Planning, Housing–Settlement Areas and Land Affairs, Municipal Police and Fire Services, and Social Affairs. Using a qualitative approach, data were collected through in-depth interviews and document reviews in March 2024. Maturity was evaluated using 11 variables specified in Ministry of Home Affairs Regulation (Permendagri) No. 99/2018. The results indicate that organizational maturity in Kupang Regency remains low, with an overall score of 19.66 in 2022, increasing to 21.16 in 2023. The key finding is that seven variables consistently scored low across agencies: service quality assurance, service standard operating procedures, staff education and training, equipment resource management, risk management, service innovation development, and organizational culture.

Keywords: Organization Maturity; Regional Government Agencies; Minimum Service Standards; Mandatory Basic Services.

INTRODUCTION

The cornerstone of democratic governance lies in providing high-quality public services, requiring strengthened government capacity at all levels, particularly in local administration (Garg, 2017). More broadly, public services are crucial for achieving UN SDG-9 (Jackson, 2020). One study shows that improvements in public services have a significant positive effect on increasing general consumption and reducing consumption gaps between urban and rural residents (Xiong et al., 2022). In realizing this, local governments have a major responsibility in providing various basic services that directly impact community well-being, such as water, sanitation, energy, waste removal, housing, and healthcare (Naidoo, 2023). This is because local governments have direct connections with the grassroots. Therefore, local governments need to focus on building institutional capacity and systems to ensure effective service delivery and the implementation of good governance principles (Box, 1999).

In line with this global understanding of local governments' crucial role in public service delivery, Indonesia has also moved towards strengthening its local governance system through decentralization. The enhancement of local government roles in Indonesia

began in 1998 with the 1998 Reform. The amended Constitution clearly states that 'local governments shall exercise the broadest possible autonomy, except in governmental matters which by law are determined as the affairs of the central government' (Article 18, paragraph 5 of the 1945 Constitution). In Law No. 23 of 2014 concerning Regional Government, Article 10 paragraph (1) stipulates that the absolute authority of the national government is limited to foreign policy, defense, security, judiciary, national monetary and fiscal policy, and religion. This means that authority outside these six areas becomes the jurisdiction of local governments, which is exercised concurrently with the central government (Article 9 paragraph (3)). The concurrent governmental affairs, as referred to, include mandatory governmental affairs related to basic services, mandatory governmental affairs not related to basic services, and optional governmental affairs.

The implementation of mandatory governmental affairs related to basic services has a very high level of urgency that must be fulfilled by the government; its fulfillment is regulated by mandatory minimum standards that must be met. These minimum standards are known as minimum service standards (SPM). SPM emphasizes the type and quality of basic services that must be obtained minimally by every citizen. The governmental affairs that must be fulfilled according to the minimum service standards regulated in Government Regulation Number 2 of 2018 concerning Minimum Service Standards include health, education, social affairs, public order and community protection, public works and spatial planning, as well as public housing and settlement areas. To carry out the various authorities delegated to the regions, local governments are assisted by regional apparatus that serve as the spearhead of service and development in the regions. The progress or decline of a region is heavily influenced by the performance of its regional apparatus (Khairi, 2021; Yahya, 2022).

Organizational maturity is commonly used in literature to describe how developed an organization's internal capabilities and routines are for delivering results consistently. In broad terms, maturity refers to the degree to which key processes are defined, standardized, documented, managed, measured, and continuously improved. Many maturity-oriented studies view organizations along an evolutionary path: at lower maturity, work is largely ad hoc and dependent on individuals; at higher maturity, work is guided by formal procedures, supported by reliable controls, and strengthened through learning and improvement. This concept is related to capability maturity and process maturity perspectives that treat performance as the product of repeatable and well-governed processes, not only of targets or outputs.

Maturity in public sector settings is useful because government agencies often operate under complex mandates and resource constraints, where service outcomes can fluctuate if management practices are not institutionalized. A maturity lens, therefore, functions as a diagnostic theory: it explains why two agencies with similar mandates can produce different levels of service consistency, and why reforms may stall when enabling routines (such as quality assurance, standard operating procedures, risk control, and staff development) are weak. Importantly, maturity is not identical to performance; rather, it

represents the organizational conditions that make performance stable and improvable over time.

This study adopts organizational maturity as the main analytical focus to assess the readiness of local government agencies to deliver mandatory basic services. The concept is operationalized through the maturity framework provided in Permendagri No. 99/2018, which specifies 11 management dimensions and a staged level structure (Level 1–5). Using this framework as a theory-informed diagnostic tool, the study interprets maturity scores as evidence of how far organizational routines have been embedded, enabling the identification of systemic constraints and realistic improvement priorities.

Research on organizational maturity in Indonesian local government agencies remains limited. To date, the only published study that explicitly assesses maturity in a regional apparatus is Yahya (2023), which examines a single agency (Population and Civil Registration) in one policy domain and one regency. This study differs in scope and contribution by assessing six agencies responsible for mandatory basic services in Kupang Regency: Education, Health, Social Affairs, Public Works and Spatial Planning, Housing–Settlement Areas and Land Affairs, and the Municipal Police and Fire Services. By using a cross-agency and cross-sector design, this research provides new comparative evidence on which maturity dimensions are repeatedly weak across agencies and why those weaknesses matter for consistent basic service delivery.

In management activities, an organization needs to evaluate its performance in achieving goals, one of which is known as organizational maturity measurement (Gottschalk, 2009). Organizational maturity is a description of the maturity level of activity implementation processes in an organization that basically aims to measure an organization's ability to carry out production processes. Organizational maturity measurement was first known as the Capability Maturity Model (CMM) (Gottschalk, 2009). CMM can be divided into two models: the staged model and the continuous model. The staged model emphasizes measurement on a collection of organizational processes that show levels indicating organizational "maturity," while the continuous model emphasizes an approach by determining a starting point and then determining subsequent process change points. This approach focuses more on organizational "capability" in each organizational process. The staged CMM model provides a roadmap for organizations to build organizational maturity by determining organizational process areas that must be built at each level. The staged CMM is an approach to improve processes within the organization in order to enhance the quality, quantity, efficiency, and effectiveness of the organization in achieving its goals (Khairi et al., 2018).

Minister of Home Affairs Regulation Number 99 of 2018 concerning the Development and Control of Regional Apparatus Organization regulates 11 variable indicators used to determine the maturity level of regional apparatus, namely: planning; monitoring and control; service quality assurance; standard operating procedures; education and training; policy analysis and problem solving; measurable resource management; risk management; performance measurement; service innovation development; and

organizational culture. The value of each variable indicator greatly determines the maturity level of the regional apparatus, whether at Level I, Level II, Level III, Level IV, or Level V. The determination of maturity level is based on indicators and implementation evidence. Meanwhile, Law Number 23 of 2014 has regulated the importance of fulfilling minimum service standards (SPM) for every resident regarding mandatory government affairs related to basic services, including: education, health, social affairs, public works and spatial planning, public housing and settlement areas, and public order and community protection. Therefore, the regional apparatus implementing mandatory government affairs for basic services becomes the focus and key performance indicator of regional governance. Regional apparatus with high maturity demonstrates quality governance and high performance. Thus, it is expected that a regional apparatus with high maturity will be able to meet the minimum needs of the population optimally.

Evaluation of public sector organizations contributes to fostering professional growth, shaping work culture, and reinforcing work ethics (Vataja, 2011). Several studies have evaluated the effectiveness of public organizations or regional apparatus. Some studies specifically look at certain sectors, for example, research by Elim et al. (2022) Shows that public sector accounting has proven to improve organizational performance, particularly in healthcare organizations in Indonesia. Still in a similar area, Meier et al. (2019) Found that understanding public perceptions is important for improving the effectiveness of hospital governance in the United States. Meanwhile, in the education sector, Limsuwannarot et al. (2023) In the Thai context, it was found that increasing collaboration among stakeholders, decentralizing authority to educational bodies and schools, improving student performance, and addressing educational disparities affect the effectiveness of public organizations. Similarly, Bracci et al. (2017) Emphasize the importance of performance measurement systems in enhancing organizational performance and accountability.

Various studies have also shown various factors that contribute to organizational performance. For example, Kraja & Spahija (2023) found that human capital management improves the effectiveness of public organizations. In line with this, Vandy's study (2023) shows that aspects of human resource management (HRM), namely: strategic planning, employee empowerment, performance management, training and development, and employee motivation, are critical factors for New Public Sector Management (NSPM) implementation. Meanwhile, amid technological advances, many studies have found that increased effectiveness and efficiency of public services are a result of optimal use of information and communication technology (Bai, 2013; Golubeva et al., 2019). Furthermore, Bai (2013) emphasizes the importance of public services delivery, organizational effectiveness, and trust development as fundamental values for assessment to evaluate e-Government performance.

Research on the organizational maturity of Indonesian local government agencies remains limited. To date, the only published study that explicitly applies an organizational maturity assessment to a regional apparatus is Yahya (2023), which focuses on a single agency (the Department of Population and Civil Registration) in one regency and one policy

domain. This study differs in scope and contribution. Instead of examining one office, it evaluates six agencies responsible for mandatory basic services in Kupang Regency: Education, Health, Social Affairs, Public Works and Spatial Planning, Housing–Settlement Areas and Land Affairs, and the Municipal Police and Fire Services. By adopting a cross-agency and cross-sector design, this research provides a comparative diagnosis of maturity patterns, identifying which dimensions are consistently weak or relatively strong across agencies. This produces a more actionable basis for improvement because it highlights shared bottlenecks that affect basic service delivery as a system, not as isolated units. In doing so, the study adds new empirical evidence on organizational readiness for Minimum Service Standards implementation and offers prioritized capacity-building directions that can be replicated in other regions.

The selection of Kupang Regency stems from the results of the Ombudsman of the Republic of Indonesia Chairman's Decree Number 337 of 2022 concerning Results of Compliance Assessment to Public Service Standards in 2022 and the Ombudsman of the Republic of Indonesia Chairman's Decree Number 418 of 2023 concerning Results of Compliance Assessment to Public Service Standards in 2023, where compliance with public service standards in regencies/cities in East Nusa Tenggara Province mostly falls in the medium quality category and only one regency/city received high quality status. In this study, the research focus is conducted in Kupang Regency because this regency can be considered as representative of regencies in NTT that are in the "Medium Quality" category, which represents the majority in the presented data. Furthermore, Kupang Regency is an area surrounding the provincial capital (Kupang City). This position makes it interesting to study in terms of the influence of proximity to the provincial government center on public service quality. With its relatively high value in the "Medium Quality" category, Kupang Regency has the potential to improve to the "High Quality" category. This research could focus on the factors needed to achieve such improvement. Local governments are at the frontline of basic public service delivery. In decentralized settings, citizens' access to education, health, housing, public works, public order, and social protection depends not only on budgets and programs but also on whether local agencies have reliable processes to plan, implement, monitor, and improve services over time. In Indonesia, this responsibility is formalized through Minimum Service Standards (Standar Pelayanan Minimal/SPM), which define the minimum type and quality of basic services that must be provided.

Despite the regulatory framework, many local governments face persistent challenges in meeting service expectations consistently across sectors. These challenges often reflect organizational capacity issues, such as weak quality assurance, limited standardization, inadequate staff development, and insufficient risk controls. As a result, performance gaps may remain even when policy goals are clear.

A useful way to diagnose organizational capacity is through an organizational maturity perspective. This approach emphasizes that service outcomes are shaped by how well an organization institutionalizes key management practices and continuously improves them. In the Indonesian context, the Ministry of Home Affairs provides a structured maturity

framework through Permendagri No. 99/2018, which specifies dimensions such as planning, monitoring and control, quality assurance, service SOPs, training and development, resource management, risk management, innovation, and organizational culture. Applying this framework to agencies responsible for basic services can reveal which internal capabilities most constrain service readiness.

Research on organizational maturity in Indonesian local government agencies remains limited. Existing studies often focus on single sectors, specific programs, or isolated organizational factors (for example, performance measurement or ICT), rather than providing a cross-agency diagnostic for mandatory basic services. Evidence is still scarce on how maturity differs across agencies that jointly carry the SPM mandate, and which dimensions repeatedly appear as the weakest links.

This research aims to examine the extent of the maturity level of the regional apparatus implementing mandatory government affairs for basic services in Kupang Regency, East Nusa Tenggara Province. By understanding this maturity level, efforts that can be undertaken by the local government to improve the maturity of the regional apparatus implementing mandatory government affairs for basic services in Kupang Regency, East Nusa Tenggara Province can be formulated. The novelty of this research lies in its multi-agency, cross-sector assessment and its comparative diagnosis that supports targeted capacity building, including cross-agency learning and the adoption of proven practices from other regions.

RESEARCH METHOD

Primary data sources are data obtained by directly going to the field without intermediaries or raw data that has not been processed. The process of collecting and obtaining primary data was conducted through interviews with informants from each regional apparatus implementing mandatory government affairs for basic services. The determination of informants in this study used the purposive method. According to Arikunto (2013), purposive technique is a method of selecting subjects or informants not based on strata, random, or area, but based on specific research objectives. The interviewees included: Head of Health Office, Head of Housing, Settlement Areas and Land Office, Head of Education Office, Head of Civil Service Police Unit and Fire Department, Head of Social Affairs Office, Head of Public Works and Spatial Planning Office. Additionally, the measurement of regional apparatus maturity was also conducted by examining the Regional Government Administration Reports (LPPD) of each Kupang Regency regional apparatus for 2022 and 2023. The study also examined the SOPs owned by the Offices and the Kupang Regency Regional Regulations on Minimum Service Standards. Field research was conducted from March 3-15, 2024.

The technique used in data analysis is the flow model consisting of: (1) data reduction; (2) presentation of data; and (3) conclusion/verification (Miles & Huberman, 2012), conducted using the triangulation technique. The overall analysis results are used to build arguments as a basis for formulating efforts needed by the regional government to

improve the maturity of the regional apparatus implementing mandatory government affairs for basic services.

Maturity level analysis was conducted based on the provisions in Minister of Home Affairs Regulation No. 99 of 2018, by analyzing 11 variables, as follows: (1) Development Planning; (2) Monitoring and control; (3) Service quality assurance; (4) Service standard operating procedures; (5) Personnel education and training; (6) Policy analysis and problem solving; (7) Equipment and work supplies resource management; (8) Risk management; (9) Performance measurement; (10) Service innovation development; and (11) Organizational culture. Each variable is given a score with the following provisions: (1) Level I is given score 1; (2) Level II is given score 2; (3) Level III is given score 3; (4) Level IV is given score 4; and (5) Level V is given score 5.

The unit of analysis is the local government agency (regional apparatus/OPD) responsible for mandatory basic services in Kupang Regency—data collection combined (1) semi-structured interviews and (2) document review. Interviews were organized around the 11 maturity variables, using open-ended questions and probing to elicit descriptions of actual practices, routines, and implementation evidence. Document review was used to verify and complement interview accounts (e.g., planning documents, monitoring reports, SOPs, training records, performance reports, asset/equipment records, risk-related documents, and innovation outputs).

The analysis was conducted in four steps. First, interview and document data were organized by agency and by the 11 variables. Second, for each variable, evidence was matched to the level descriptors provided in Permendagri No. 99/2018 to assign a maturity level (I–V). Third, each level was converted into a numeric score (1–5) and summed across variables to produce an overall maturity score per agency for each year. Fourth, cross-agency and cross-year comparisons were performed to identify consistent weaknesses and relative strengths, which were then interpreted using an organizational maturity perspective as indicators of how far management routines have been institutionalized.

Based on the total scores obtained in the data tabulation table, the regional apparatus implementing mandatory government affairs for basic services can be grouped by maturity level as follows: (1) Very Low Maturity Level if the score obtained is between 10-19; (2) Low Maturity Level if the score obtained is between 19.1-28; (3) Medium Maturity Level if the score obtained is between 28.1-37; (4) High Maturity Level if the score obtained is between 37.1-46; and (5) Very High Maturity Level if the score obtained is between 46.1-55. It is important to note that although the maturity level is determined based on the score, the maturity level of the regional apparatus can only increase from one level to the next if all indicators have been met. The maturity level of the regional apparatus cannot move from the initial stage to the system-building stage if any of the 11 variables are still at level I, and so on.

The organizational maturity value for apparatuses implementing mandatory government affairs for basic services is measured by combining the values of all regional apparatuses implementing mandatory government affairs for basic services in the concerned

region, then dividing by the number of regional apparatuses implementing mandatory government affairs for basic services. The formula for calculating the organizational maturity value of the regional apparatus for each region is as follows:

$$MLG = \frac{TSLG}{NLG}$$

MLG: The maturity of local government departments that organize mandatory government affairs for basic services

TSLG: The total score of local government departments that organize mandatory government affairs for basic services

NLG: The number of local government departments that organize mandatory government affairs for basic services

RESULT AND DISCUSSION

Result

Across the six agencies responsible for mandatory basic services in Kupang Regency, the organizational maturity assessment shows that overall maturity remains low and improves only modestly from 19.66 in 2022 to 21.16 in 2023. The pattern is uneven across agencies, with some showing incremental progress. In contrast, others remain stagnant, most notably the Municipal Police and Fire Services, which stayed at the lowest level (12) in both years. The most consistent empirical finding is that seven maturity dimensions repeatedly score low across agencies: service quality assurance, service standard operating procedures, staff education and training, equipment resource management, risk management, service innovation development, and organizational culture. Several agencies display relatively better capacity in monitoring and control and performance measurement, suggesting that oversight mechanisms and reporting practices are more developed than the internal systems needed to standardize, improve, and sustain service delivery. Taken together, these results indicate that the main constraints are systemic (shared across agencies) rather than isolated, and they point to clear priorities for improvement focused on institutionalizing SOPs and quality assurance, strengthening workforce development and risk controls, and building an enabling culture for continuous improvement and innovation.

The determination of regional apparatus maturity level is based on 11 variables regulated in the Minister of Home Affairs Regulation Number 99 of 2018 concerning the Development and Control of Regional Apparatus Organization. This study examines the maturity of regional apparatus in implementing mandatory affairs related to basic services, which include education, health, public works and spatial planning, public housing and settlement areas, peace and public order, community protection, and social affairs.

1. Education Affairs

The Kupang Regency Education Office demonstrates low organizational maturity with a consistent score of 25 in both 2022 and 2023. Development Planning achieves Level 3 as activities are based on outcome analysis from DAK (Dana Alokasi Khusus - Special

Allocation Fund) budget allocation with full realization, though performance remains concerning with a poor SAKIP (Sistem Akuntabilitas Kinerja Instansi Pemerintah - Government Agency Performance Accountability System) score of 55.66 in 2023. Monitoring and Control excels at Level 4 by conducting regular activities following Department/Ministry standards, including National Assessment, supervision of principals, teachers, and infrastructure, though limited human resources pose challenges given the number of schools. Service Quality Assurance also reaches Level 4 by implementing national curriculum standards with internal testing by school supervisors. Performance Measurement stands at Level 3 with measurable targets, evidenced by some programs achieving 100% targets in 2023, though not yet utilizing technology for evaluation. Several variables remain at Level 2: Service SOPs (Standard Operating Procedures) have procedures for BOS (Bantuan Operasional Sekolah - School Operational Assistance) management and PIP (Program Indonesia Pintar - Smart Indonesia Program) fund distribution but lack evaluation; Personnel Education and Training shows limited competency development without impact evaluation; Policy Analysis involves simple problem-solving with internal teams only; and Equipment Management has conducted needs analysis and standardization but lacks SOPs and technology-supported monitoring. Three variables score lowest at Level 1: Risk Management has no implementation, Service Innovation shows no development, and Organizational Culture lacks official documents or structured programs. These findings indicate that while the office excels in monitoring and quality assurance, significant improvements are needed in risk management, innovation, and organizational culture development.

2. Health Affairs

The Kupang Regency Health Office demonstrates low organizational maturity, scoring 20 in 2022 and 22 in 2023 across 11 variables. The organization achieves Level 4 in Performance Measurement due to having measurable targets and achievements, though not yet utilizing technology for evaluation. Development Planning reaches Level 3 as activities are based on outcome analysis, albeit without comparing alternatives or using technology. Organizational Culture stands at Level 3 with documented service commitments in the form of service announcements. Personnel Education & Training improved from Level 1 to 3 (2022-2023) by preparing development planning documents for all positions, though evaluation is still pending. Monitoring and control remain at Level 2, conducting periodic reviews through weekly leadership meetings and monthly evaluations, but lacking clear standards. Service SOPs also stay at Level 2, having procedures for various services but without evaluation since ratification. Several areas show Level 1 performance: Service Quality Assurance lacks any quality assurance systems for products and processes; Policy Analysis relies on simple discussions and unmeasurable evaluation meetings; Equipment Management operates solely on basic formal provisions; Risk Management has no implementation in tasks; and Service Innovation shows no development in public services. Despite these varying levels, the office consistently conducted its activities based on the

Budget Implementation Document (DPA) that incorporates outcome analysis, though substantial improvements are needed across most variables to enhance organizational maturity in healthcare service delivery.

3. The Public Works and Spatial Planning Affairs

The Public Works and Spatial Planning Office of Kupang Regency shows low organizational maturity, scoring 24 in both 2022 and 2023. Development Planning reaches Level 3 with outcome-based activities aligned with national targets, including livable housing construction (25,000-unit target with 40-60 units realized annually), sanitation units (690 units), waste facility construction (TPST - Tempat Pengolahan Sampah Terpadu), and DAK budget allocation. Monitoring and Control achieves Level 3, conducting periodic reviews based on SNI (Standar Nasional Indonesia) and ministry targets through leadership meetings, Management Review Meetings (RTM - Rapat Tinjauan Manajemen), and project consultations, with Field Facilitation Staff following up on fund disbursement evaluations. Service Quality Assurance stands at Level 2, using technical guidelines and standard specifications with quality testing by consultants and internal teams. Service SOPs remain at Level 2, having procedures for DAK sanitation management and waste disposal, but lacking evaluation since ratification. Personnel Education and Training scores Level 1, with competency development plans proposed, but no budget allocation for technical or functional staff development in the past three years. Policy Analysis excels at Level 4, implementing simple problem-solving methods following regulations, such as handling land border conflicts persuasively and housing construction issues through experts. Equipment Management reaches Level 2, conducting only needs-based resource utilization. Risk Management scores lowest at Level 1 with no implementation. Performance Measurement achieves Level 3 with measurable targets and some programs reaching 100% in 2023, though not using technology for evaluation. Service Innovation remains at Level 1 with no public service innovations developed. Organizational Culture stands at Level 2, featuring slogans like "Culture of Shame for discipline" and "Complete work without delay, if possible," but lacking official documentation.

4. The Public Housing, Settlement Areas, and Land Affairs

The Public Housing, Settlement Areas, and Land Office of Kupang Regency demonstrated improvement from VERY LOW organizational maturity (score 17) in 2022 to LOW (score 24) in 2023. The organization maintains high performance in Performance Measurement (Level 4) with measurable targets, though lacking technological evaluation support, and Development Planning (Level 3) based on outcome analysis, but without alternative comparisons or technology use. Significant improvements were seen in two areas: Monitoring and Control dramatically improved from Level 1 to Level 5 by implementing monitoring and evaluation based on Public Works Ministry technical guidelines, and Service Quality Assurance advanced from Level 1 to Level 4 by involving centrally appointed experts. However, six variables consistently remained at Level 1 across both years: Personnel

Education and Training lacks official training needs documentation; Policy Analysis uses simple problem-solving through discussions and meetings; Equipment Management follows only basic formal regulations; Risk Management shows no implementation; Service Innovation has no developments; and Organizational Culture lacks a clear definition. Service SOPs maintained moderate performance at Level 2, having procedures but lacking evaluation. While the office showed notable improvements in monitoring and quality assurance from 2022 to 2023, significant development is still needed in various areas, particularly those remaining at Level 1, to enhance its organizational maturity in public housing and settlement services.

5. Public Order, Security and Community Protection Services Affairs

The Civil Service Police Unit and Fire Department (Satuan Polisi Pamong Praja dan Pemadam Kebakaran) of Kupang Regency demonstrates VERY LOW organizational maturity, maintaining a score of 12 in both 2022 and 2023. Development Planning stands at Level 2, where activity priorities are determined based on outcome analysis, though activities merely repeat from previous years without innovation. All other variables remain at the lowest level (Level 1): Monitoring and Control uses simple, unstructured methods; Service Quality Assurance lacks any quality assurance for products and work processes; Service SOPs have no official work process definitions; Personnel Education and Training has no official training needs documentation; Policy Analysis employs simple, unmeasurable problem-solving methods; Equipment Management operates solely on basic formal provisions; Risk Management shows no implementation in task execution; Performance Measurement lacks measurable regional agency performance targets; Service Innovation demonstrates no development in public services; and Organizational Culture has no clearly defined structure. The analysis reveals that the office requires substantial improvements across all variables to enhance its organizational maturity in providing basic services in public order, security, and community protection. Critical improvements are particularly needed in monitoring and control, service quality assurance, standard operating procedures, personnel education and training, and service innovation development.

6. Social Affairs

The Social Services Office of Kupang Regency demonstrates LOW organizational maturity with a consistent score of 20 in both 2022 and 2023. The organization shows varying performance across different variables: Development Planning reaches Level 3, basing activities on outcome analysis; Monitoring and Control achieves Level 4 with analysis and corrective actions from monitoring and evaluation activities, though lacking written standards; Performance Measurement also attains Level 4, with established performance targets and measurements, though not yet utilizing information technology. Service SOPs stand at Level 2, having documented procedures but lacking evaluation. However, several variables remain at the lowest level (Level 1): Service Quality Assurance lacks quality assurance for products and work processes; Personnel Education and Training has no official

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training needs documentation; Policy Analysis employs simple problem-solving through discussions and meetings; Equipment Management shows no clear needs analysis and standardization; Risk Management demonstrates no implementation; Service Innovation shows no development in public services; and Organizational Culture lacks clear definition. The analysis reveals that while the office excels in monitoring and performance measurement, it requires substantial improvements across most variables, particularly in service quality assurance, personnel training, risk management, service innovation, and organizational culture development to enhance its organizational maturity in providing basic social services.

Table 1 presents the organizational maturity ratings of six agencies responsible for mandatory basic services in Kupang Regency for 2022 and 2023. Each cell shows the maturity level (1–5) for one variable, assessed using the 11-variable framework in Permendagri No. 99/2018. These ratings were produced by matching interview information and documentary evidence to the level descriptors for each variable. Therefore, the table does not represent perceptions or opinions; it summarizes the extent to which key management practices are institutionalized in each agency.

Table 1. Organizational Maturity of Offices Providing Mandatory Basic Government Services in Kupang Regency for 2022 and 2023

Variables	Education Office		Health Office		Public Works & Spatial Planning Office		Housing, Settlement Areas, and Land Office		Civil Service Police Unit & Fire Department		Social Services Office	
	'22	'23	'22	'23	'22	'23	'22	'23	'22	'23	'22	'23
Development Planning	3	3	3	3	3	3	3	3	2	2	3	3
Monitoring and Control	4	4	2	2	3	3	5	5	1	1	4	4
Service Quality Assurance	4	4	1	1	2	2	2	4	1	1	1	1
Service Standard Operating Procedures (SOPs)	2	2	2	2	2	2	2	2	1	1	2	2
Personnel Education and Training	2	2	1	3	2	2	1	1	1	1	1	1
Policy Analysis and Problem Solving	2	2	1	1	4	4	1	1	1	1	1	1
Equipment Resource Management	2	2	1	1	2	2	1	1	1	1	1	1
Risk Management	1	1	1	1	1	1	1	1	1	1	1	1
Performance Measurement	3	3	4	4	3	3	4	4	1	1	4	4
Service Innovation Development	1	1	1	1	1	1	1	1	1	1	1	1
Organizational Culture	1	1	3	3	2	2	1	1	1	1	1	1

Source: Processed by Author (2024)

Note: Level 1: Very Low; Level 2: Low; Level 3: Medium; Level 4: High; Level 5: Very High

The maturity levels in Table 1 serve as empirical indicators because they are anchored to observable organizational practices and supporting artifacts. A higher level was

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assigned when agencies could demonstrate formalized and routinely implemented procedures, supported by documents and records (for example: planning documents, monitoring reports, SOPs, training records, performance measurement reports, asset/equipment logs, risk documentation, and evidence of service innovation initiatives). Conversely, a lower level indicates that practices are ad hoc, inconsistently applied, or lack verifiable documentation. In short, the figures reflect the presence, completeness, and routine use of management systems rather than service outputs alone.

Viewed across variables and agencies, Table 1 reveals a clear pattern. Development planning tends to be stable at the medium level in most agencies, while monitoring and control and performance measurement show relatively stronger institutionalization in several units. In contrast, risk management and service innovation development remain at the lowest level across all assessed agencies, indicating that systematic risk controls and structured innovation processes are not yet embedded. The table also shows limited year-to-year change, suggesting that organizational capability improvements occurred only in specific dimensions and agencies rather than as a broad, system-wide transformation.

From the scores obtained by each regional government agency providing mandatory basic government services - namely the Education Office, Health Office, Public Works and Spatial Planning Office, Housing, Settlement Areas and Land Office, Civil Service Police Unit and Fire Department, and Social Services Office - the organizational maturity of the Regional Government in implementing mandatory basic government services can be summarized as follows:

Table 2. Regional Government Organizational Maturity in Implementing Mandatory Basic Government Services in Kupang Regency for 2022 and 2023

No	Government Agencies Responsible for Mandatory Basic Public Services	Maturity Level	
		2022	2023
1	Department of Education		
2	Department of Health	20	22
3	Public Works and Spatial Planning Office Score		
4	Housing, Settlement Areas, and Land Affairs Office Score	17	24
5	Civil Service Police Unit and Fire Department Score	12	12
6	Department of Social Affairs	20	10
Total			
Organizational maturity of the regional government in administering mandatory basic public services in Kupang Regency			
Maturity Level			

Source: Processed by Author (2024)

Discussion

Based on the research findings, the maturity level of regional agencies in implementing mandatory basic government services in Kupang Regency during 2022 and

2023 remained in the "low" category. This is certainly an important note for the Kupang Regency Government to continue promoting public service quality improvement. As shown in Table 1, the regional government's organizational maturity in implementing mandatory basic government services in Kupang Regency was low, scoring 19.66 in 2022 and increasing to 21.16 in 2023. Although the score increased, it was not enough to raise the maturity level. The low maturity rating was consistent across all departments and agencies implementing mandatory basic government services.

Among the six mandatory government functions related to basic services, the Civil Service Police Unit and Fire Department (Satpol PP dan Kebakaran), which handles public order and community protection, had the lowest maturity score compared to managing the other five functions. There was no improvement in the organizational maturity level of the Civil Service Police Unit and Fire Department in handling public order and community protection from 2022 to 2023. This was confirmed by the Head of the Civil Service Police Unit and Fire Department, interviewed on March 5, 2024, at his office, who stated:

We only conduct activities that are repeated annually. Our public order program is limited to preventing people from selling in prohibited areas. Our budget is very limited and mostly spent on escorting the Regent during travel. Whenever the Regent travels, Satpol PP must be in front. There is no innovation in the office. How can we improve if our performance allowance has not been paid for the last 6 months, the office budget is minimal, and is often cut during budget revisions? We do not even have office SOPs. So, we carry out organizational work as per the usual routine.

The delay in performance allowance payments occurred due to budget-tightening policies implemented by the government in addressing the impact of the COVID-19 pandemic. This affected not only the Satpol PP and the Fire Department but all institutions in the Kupang Regency government. However, this policy has impacted employee work motivation. The lack of innovative programs established by organizational leadership has left employees feeling stagnant with mere routine programs. Research by Palagia & Yunus (2012) shows that remuneration affects government employee performance. Meanwhile, Weibel et al. (2009) found that wage effectiveness in influencing performance highly depends on job conditions or nature - when tasks are unappealing or less enjoyable, wage/reward provision can actually improve employee performance. Conversely, in situations where tasks are interesting or enjoyable, wage/reward provision may decrease employee performance. The low assessment of service innovation and organizational culture variables is a problem across all agencies, placing these aspects at the lowest value.

Beyond innovation variables, other variables that require significant improvement are those that serve as formal guidelines or references to control and ensure consistency in organizational processes and activities - namely, quality assurance and SOP variables. Both variables score very low in institutions providing direct public services, specifically the Social Services Office and Health Office. These variables are crucial for both institutions. The Social Services Office provides community services related to social security. One of its work programs involves assisting people with disabilities, displaced people, migrants, and disaster

victims. Research shows that the Social Services Office lacks comprehensive SOPs for all its services. Only disability service SOPs exist, and since their creation, they have never been evaluated. Similarly, the Health Office, where health services are crucial as they deal with human lives, faces similar challenges.

Generally, seven variables consistently show low scores (level 1 or 2) across most or all departments studied. These variables include service quality assurance, service standard operating procedures (SOPs), personnel education and training, equipment resource management, risk management, service innovation development, and organizational culture. Weaknesses in these variables indicate the need for comprehensive improvement in fundamental aspects of organizational management and public service. However, amid these low scores, certain departments show better performance in some areas, reaching level 4 or even 5. The monitoring and control variable shows good achievement in the Social Services Office (level 4) and Housing Office (level 5). In performance measurement, the Health Office, Housing Office, and Social Services Office achieve level 4. Meanwhile, the Public Works & Spatial Planning Office reaches level 4 in policy analysis and problem-solving.

These high achievements in certain variables and departments can serve as a good starting point for overall organizational maturity improvement. Departments that have achieved high levels in specific variables can become examples or share best practices with other departments, potentially driving broader performance improvements in these areas. However, it is important to note that these high achievements are still limited to certain variables and departments. Most variables remain at low levels, indicating substantial room for improvement in most areas. Therefore, efforts to improve organizational maturity and public service quality in Kupang Regency need to be comprehensive, addressing weak variables while optimizing learning from areas that have shown good performance.

This study uses organizational maturity grading as a diagnostic lens to interpret the readiness of government agencies to deliver mandatory basic services. In maturity theory, a grade does not merely label an agency as “good” or “bad”; it indicates how far key management practices have been institutionalized. Lower maturity reflects practices that are ad hoc, person-dependent, inconsistently implemented, and weakly documented. Higher maturity reflects standardized procedures, routine execution, measurable controls, and continuous improvement. From this perspective, maturity grades matter for performance because basic service outcomes depend on process reliability. When processes are not standardized and not controlled, service delivery becomes uneven across locations, time periods, and staff. Conversely, when processes are formalized and monitored, agencies can deliver services more consistently, identify bottlenecks, and correct deviations.

The results show a clear pattern: several agencies display relatively stronger capabilities in monitoring/control and performance measurement, while many core “enabling” dimensions remain weak, particularly service SOPs, quality assurance, staff training, equipment resource management, risk management, innovation development, and organizational culture. This configuration is theoretically important. It suggests that oversight and reporting functions may exist without being supported by the internal systems that make

performance improvement sustainable. In practice, agencies may be able to report activities and produce performance indicators, yet still struggle to ensure consistent service quality because the routines that support learning and standardization are not fully embedded. In maturity terms, measurement can become a compliance activity rather than an improvement mechanism when it is not connected to SOP enforcement, quality assurance loops, workforce development, and risk controls.

Risk management and service innovation development consistently scoring at the lowest level have direct implications for basic service delivery. In maturity theory, weak risk management indicates that an agency lacks structured processes to anticipate disruptions, identify vulnerabilities, and implement mitigation actions. For basic services, this can translate into frequent service interruptions, reactive decision-making, and limited resilience when facing resource constraints or operational shocks. Similarly, weak innovation development indicates the absence of a structured approach to testing, institutionalizing, and scaling improvements. This matters because basic service delivery requires adaptation—both to changing community needs and to operational constraints. Without a deliberate innovation pathway and a supportive culture, improvements remain fragmented, short-lived, and dependent on individual initiatives.

The persistent weakness in SOPs and quality assurance also provides a strong explanation for why overall maturity remains low despite modest improvements. In maturity frameworks, SOPs represent the minimum foundation for process consistency: they define how services should be delivered and enable staff to work with shared standards. Quality assurance then ensures that standards are followed, evaluated, and corrected when deviations occur. When these two dimensions remain weak, agencies may still perform certain functions, but performance will vary, and continuous improvement will be difficult. This finding aligns with the conceptual argument that process institutionalization is a prerequisite for stable service quality, especially for mandatory services that require uniform minimum standards.

Besides learning from departments achieving high scores in certain variables, the Kupang Regency government needs to adopt various best practices from other regions. Several regions have demonstrated good practices worth adopting. For example, North Sumatra's government has implemented a web-based Regional Financial Management Information System (SIMDA) in its Regional Financial and Asset Management Agency, proven to improve operational efficiency, support transparency, provide a strong foundation for data-based decision-making, and enhance overall regional financial service standards. Through web technology implementation, SIMDA facilitates greater accessibility, increases engagement, and accelerates responses to changing regional financial dynamics (Rahmah & Yahfizham, 2024). Additionally, implementing a merit system in civil service management is key to improving employee professionalism and competence.

Alhadad & Rasji (2023) emphasize the importance of implementing merit systems and civil service neutrality from political elements as mandated by the Civil Service Law to create a professional and high-performing bureaucracy. Information technology-based public

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service innovation is also a worthy best practice to emulate. Sukoharjo Regency, for instance, has developed Business Licensing through Online Single Submission (OSS) at its Investment and One-Stop Integrated Services Office, successfully creating business ease through simple and quick processes (Yudani et al., 2022). These good practices can inspire and reference Kupang Regency in improving its regional agencies' organizational maturity. While considering local context and available resources, Kupang Regency can adopt relevant best practices to drive improvements in governance quality and public services in its region.

CONCLUSION

This study assessed the organizational maturity of six local government agencies responsible for mandatory basic services in Kupang Regency using the 11-variable framework of Permendagri No. 99/2018 and found that overall maturity remains low, increasing only slightly from 19.66 in 2022 to 21.16 in 2023, with the Municipal Police and Fire Services recording the lowest score and showing no improvement; across agencies, seven enabling dimensions consistently scored low—service quality assurance, service SOPs, personnel education and training, equipment resource management, risk management, service innovation development, and organizational culture—while monitoring and control and performance measurement were relatively stronger in some units, indicating that oversight/reporting tends to be more developed than the internal systems required to standardize, sustain, and improve service delivery. Theoretically, these findings support an organizational maturity perspective in public administration by showing that basic service performance depends on how deeply routines for standardization and continuous improvement are institutionalized. They suggest that measurement can remain largely compliance-oriented when it is not coupled with strong SOPs, quality assurance loops, workforce development, risk controls, and an enabling culture. Practically, the results imply that improvement should prioritize embedding SOPs and quality assurance cycles, strengthening staff development, formalizing equipment and risk management, and cultivating a learning- and innovation-supportive culture, while leveraging cross-agency best-practice sharing and adopting proven approaches from other regions to accelerate capability gains.

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