

Study on the Community Satisfaction Index (CSI) to Realize Excellent Public Services

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ABSTRAK

Penelitian ini bertujuan untuk melihat Kualitas Pelayanan Publik yang diukur melalui Pemantauan dan Evaluasi Kinerja Penyelenggaraan Pelayanan Publik (PEKPP) yang bersumber dari Indeks Kepuasan Masyarakat (IKM) selama kurun waktu 2022 - 2024 di semua wilayah Indonesia. Penelitian ini bersifat kajian studi yang bersumber dari data sekunder dengan pendekatan kualitatif deskriptif. Hasil Kajian studi menunjukkan bahwa kualitas Indeks Kepuasan Masyarakat (IKM) yang berorientasi pelayanan Publik yang prima di semua wilayah Indonesia menunjukan perbaikan, namun dari sisi kuantitas belum menunjukan peningkatan yang baik. rekomendasi terhadap kajian ini adalah bahwa pemerintah harus melakukan langkah yang efektif untuk meningkatkan jumlah wilayah agar masuk kategori wilayah dengan pelayanan publik prima.

ABSTRACT

This study is purposed to examine the quality of public services as measured by the Monitoring and Evaluation of Public Service Performance (PEKPP), sourced from the Community Satisfaction Index (IKM) during the period 2022-2024 across all regions of Indonesia. This study is a literature review based on secondary data with a qualitative descriptive approach. The results of the study indicated that the quality of the Community Satisfaction Index (IKM), oriented towards excellent public service in all regions of Indonesia, demonstrated improvement; however, it has not shown significant quantitative progress. The recommendation for this study is that the government should take effective steps to increase the number of regions categorized as regions with excellent public services.

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INTRODUCTION

Public services are a vital component in enhancing the quality of life for the community. (Nur Ilmiah Rivai, 2025) Regulation Number 25 of 2009 concerning public services states that government organizations as public service providers are organizations formed to serve the public interest and are oriented toward excellent public service, characterized by transparency, accountability, and easy accessibility for users. Public service is not only the responsibility of the government, but community involvement is also required in setting service standards and evaluating services.

The public consistently demands high-quality public services from bureaucrats, although these demands often fall short of expectations because, empirically, public services provided so far are still characterized by complexity, slowness, high cost, and inconvenience (Lestari & Santoso, 2022).

The government is considered the parent, and the citizens are the children. The government serves its citizens, not the other way around. (Priyanto, 2024) In its journey, a public organization must, of course, be oriented toward the interests of the wider community, thus requiring good governance that can align with the needs of society. As scientific, technological, and cultural developments advance, the central and regional governments are striving to implement various

innovations and organizational restructuring, along with human resource development, to create good public organizational governance based on the principles of "Clean Governance" and "Good Governance." All of this aims to achieve high-value, good-quality, responsive, flexible, and easily accessible public service standards (Presidential Regulation of the Republic of Indonesia Number 81, 2010).

Minister of Administrative and Bureaucratic Reform Regulation (PERMENPAN RB) No. 14 of 2017 stipulates that a public satisfaction survey (IKM) is an assessment by the public of the public services received, based on the reasons felt by the public when receiving those services. The Public Satisfaction Index (IKM) is the result of the public's assessment of the public services received. Good public service will increase public trust in the government, especially in how the budget is used for the public good (Ilanoputri, 2020).

Satisfaction in public service within government organizations is evidence of the state organizer's performance in serving the community in accordance with its core duties, functions, and responsibilities. The Ombudsman, which is responsible to the president for the provision of public services in Indonesia, consistently evaluates the performance of public service delivery.

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In 2017, the Ombudsman began an assessment to measure the quality of public services at the Administrative Mall (PPM). This assessment aimed to understand how service users perceived the services provided by service providers (OMBUSDMAN-RI, 2024).

Government Regulation No. 4 of 2023 also establishes the public service index (IPP) as a measure of the quality of public services provided by government organizations to the public. Because the public satisfaction survey (SKM) is a tool for measuring the performance of government organizations in providing services, the public satisfaction index (IKM) is a service standard that serves as a reference for public organizational governance in Indonesia. According to (KEMENPAN-RB, 2024)

The public service expected by society is an excellent service-based public service that can meet all community needs (Ritonga, n.d).

When discussing the quality of public service, sectoral ego and the complexity of the bureaucratic system are common stigmas. This is especially true when the government is dealing with the COVID-19 pandemic (Rusfiana & Supriatna, 2021). According to Suasana (2020), it takes the public a considerable amount of time to adjust to various government policies during the COVID-19 pandemic, and it is necessary to involve community leaders and religious scholars. Poor government services at that time seemed acceptable.

After Covid-19, measuring the quality of public services became a very serious concern because the Covid-19 emergency period had been lifted, returning to the initial setting according to existing mechanisms and rules (UI-CSGAR, 2019)

The Public Service Index (PSI) from the Ministry of Administrative and Bureaucratic Reform (PAN-RB) for 2024, based on the results of the Monitoring and Evaluation of Public Service Performance (PEKPP) at 633 government agencies, yielded recommendations for continuous improvement to achieve Excellent Service. (KEMENPAN-RB, 2024) as shown in the data below:

Table 1.
Number of Regions Monitored and Evaluated for Public Service Performance (PEKPP) Years 2022 – 2024

No.	Province Being assessed	The city being evaluated	The district that was assessed	Combination of City/District Evaluated	Province Not assessable	City that cannot be measured	District, which cannot be assessed	Combined City/District that cannot be assessed
2024	33	97	360		1	1	36	
2023	34			446				68
2022	34			514				

Source: (KEMENPAN-RB, 2022 - 2024)

Table 1 shows the number of regions monitored and evaluated for public service performance (PEKPP) from 2022 to 2024. From the table, it can be seen that the number of provinces assessed has remained relatively stable over the past three years.

Table 2.
Number of Regions Awarded Excellent Service (Grade A) and Very Good Service (Grade A) after PEKPP Implementation Years 2022 – 2024

Category	2022			2023			2024		
	Number of Provinces	Number of Cities	Number of Districts	Number of Provinces	Number of Cities	Number of Districts	Number of Provinces	Number of Cities	Number of Districts
Category: Excellent Service Performance	4	5	7	2	4	6	7	24	38
Very Good predicate	14	29	95	14	36	103	13	40	123

Source: (KEMENPAN-RB, 2022 - 2024)

As shown in Table 2, the number of regions with the Excellent Service Performance category increased significantly, especially in 2024, with 7 provinces, 24 cities, and 38 districts. Meanwhile, the Very Good category also showed a positive trend, although the increase was more stable year by year.

From that data, between 2022 and 2024, many regions in provinces and regencies/cities experienced an increase in public service outcomes. The results of the Monitoring and Evaluation of Public Service Performance (PEKPP) are categorized with an index expressed as a value of "A" (Excellent Service, value range 4.51 - 5.00) and "-A" (Very Good Service, value range

4.00 - 4.50) (KEMENPAN-RB, 2022 - 2024).

The improving public service index from 2022 to 2024 indicates that the quality of service in provinces, cities, and districts in Indonesia has shown improvement in terms of quality. However, when measured quantitatively, less than 50% of the regions in each category have demonstrated excellent service quality.

In response to the dynamic of improving and equalizing the quality of public services, this research aims to analyze the quality of public services in Indonesia based on the Community Satisfaction Index (IKM) within the framework of Monitoring and Evaluation of Public Service Performance (PEKPP) for the period 2022–2024. Additionally, this research aims to identify achievements and the development of the number of regions in Indonesia that fall into the Excellent Service and Very Good Service categories during this period. Furthermore, the results of this study are expected to provide evidence-based policy recommendations for the government to improve the quality of public services and simultaneously increase the number of regions capable of providing excellent public services evenly across Indonesia.

Literature Review

Public service is one of the important indicators in realizing good governance. Research by Dwiyanto (2018) emphasizes that public satisfaction with public services is influenced by transparency, accountability, and ease of access. This aligns with Ritonga's (2020) research, which states that public services based on the principles of excellent service contribute to increasing public trust in the government.

Additionally, a study by Rusfiana & Supriatna (2021) found that the quality of public services is often hampered by sectoral ego and bureaucratic complexity, especially when facing emergency situations such as the Covid-19 pandemic. This is supported by Komang Suarsana's (2020) finding that public service policies during the pandemic require collaboration with community leaders to be effective. Meanwhile, research by Ihin Sollihin (2021) confirms that the ethics of apparatus, service behavior, and the quality of human resources are very determining factors in increasing the community satisfaction index (IKM).

Furthermore, the results of the Kemenpan RB (2022–2024) study show an increasing trend in the Public Service Index (IPP) across various regions, although the number of areas with the "Excellent Service" predicate is still relatively limited. This indicates the need for continuous improvement in the delivery of public services, both at the central and regional levels.

Thus, this research is novel in its focus on the link between the results of the Community Satisfaction Survey (SKM) and the Public Service Index (IPP) and the practices of Good Governance and Clean Governance. This research not only examines public service evaluation data but also emphasizes its implications for inter-regional competitiveness and the role of the electronic-based government system (SPBE) as a strategic instrument for improving the quality of public services.

RESEARCH METHODS

This type of research is a literature review study. A literature review is a scientific study that focuses on a specific topic. One technique for proving or approaching a particular problem, or in other words, a literature review, is a scientific process that produces an output in the form of a report intended for scientific research or to focus a study (Sugiyono, 2017)

Literature can be obtained by applying several methods such as reading, understanding, reviewing, criticizing, or reviewing literature obtained from specific sources. Conducting analysis, synthesis, summarizing, comparing research results, and creating a literature review are some important things that a researcher can do to find the research objectives and describe the research process. The application of literature reviews in scientific research is to achieve high-quality research results (Muannif et al., 2021).

In this study, the researcher combined several references from previous research (Lexy, J.Moleong, 2018). The technique used in this study is descriptive qualitative. As a reference, so that it can be analyzed and recommendations for future improvement can be generated (Suharsimi Arikunto, 2013).

RESULTS AND DISCUSSIONS

The Ministry of Administrative and Bureaucratic Reform (KEMENPAN-RB), as the policyholder in the field of public services, measures the quality of public services through the Monitoring and Evaluation of Public Service Performance (PEKPP). The assessment conducted by the Ministry of Administrative and Bureaucratic Reform (KEMENPAN-RB) resulted in the categories shown in the data below:

Table 3.
Value Categories in PEKPP

INDEX CATEGORY	INDEX CATEGORY
4,51-5,00	A
4,01-4,50	-A
3,51-4,00	B
3,01-3,50	-B
2,51-3,00	C
2,00-2,51	-C
1,51-2,00	D
1,01-1,50	E
0,10-1,00	F

source: (KEMENPAN-RB, 2022 - 2024)

The assessment of the results of the Public Service Performance Monitoring and Evaluation (PEKPP) is categorized based on specific value ranges. Table 3 shows the classification of value categories in PEKPP, ranging from the highest category "A" (Excellent Service) to the lowest category "F" (Poor Service).

The increasing number of regions categorized as excellent service providers each year indicates that service quality in Indonesia has improved. This aligns with data from the Ombudsman, which shows that compliance with procedures in providing public services to the community has improved (OMBUSDMAN-RI, 2024).

Public service performance measurement is often linked to government performance measurement, as public service is part of the government's responsibility. Therefore,

government performance can be assessed by looking at the government's performance in providing public services (Gracer Sijabat, STIA LAN Jakarta Polytechnic, 2021).

The Public Service Index, which serves as a benchmark for the performance of each central and regional agency, is a measure of the achievement of public service quality. The Ministry of Administrative and Bureaucratic Reform (PAN-RB) announced that the public service index is measured based on the results of the Public Service Performance Monitoring and Evaluation (PEKPP) obtained from the Community Satisfaction Survey (SKM) as per Regulation of the Minister of Administrative and Bureaucratic Reform No. 14 of 2017. The results of this SKM serve as the basis for the preparation and evaluation of Public Service Performance Monitoring and Evaluation (PEKPP), which ultimately becomes the database for measuring various types of services accessible to the government or public organizations. The data was analyzed and then used as the basis for the Electronic-Based Government System (SPBE) requirements. The Public Service Index reflects the aspirations and voices of the community when receiving public services from Service Providers. The Public Service Index (PSI) obtained from the annual processing of the Community Satisfaction Survey (CSS) shows an increase, as shown in the table below:

Table 3.
Public Service Index Years 2017 – 2024

Category	2017	2018	2019	2020	2021	2022	2023	2024
National Public Service Performance Index	3,28	3,38	3,63	3,84	3,79	3,88	3,78	4,21
IPP MINISTRY/AGENCY	0	3,62	3,83	4,00	4,00	4,13	4,07	4,39
IPP PROVINCES	3,12	3,01	3,16	3,36	3,70	4,06	3,93	4,09

Source: (KEMENPAN-RB)

From the results above, it can be said that the Public Service Index (PSI) for the Ministry and Agency category is far better than the national average PSI or the provincial average. The existing analysis shows that areas or regions categorized as having an "A" (Excellent Service) Index Value are those (provinces or cities/districts) that are already highly developed in terms of infrastructure, making them highly capable of providing excellent service according to the instrument established by the Ministry of Administrative and Bureaucratic Reform (PAN-RB). Similarly, regions categorized as having a "-A" (Very Good) Index Value are provincial areas. Cities/Regencies with a good level of development and infrastructure progress, thus spurring certain developed areas that still need improvement in terms of service, will continue to make enhancements in many aspects that can support the improvement of public services as mandated by Law No. 25 of 2009. With the implementation of the Public Service Performance Monitoring and Evaluation (PEKPP) by the Ministry of Administrative and Bureaucratic Reform (PAN-RB), the competitiveness of provincial, city/district, ministry, and state institution regions will increase, driving them to continuously improve the quality of public services based on the results of the Community Satisfaction Survey (SKM). This will ultimately impact the Electronic-Based Government System (SPBE) and the Bureaucratic Reform Index (IRB) in provincial, city/district, ministry, and state institution regions. The Public Service Index (IPP) will also influence public accountability and transparency (Dachi, 2024) and will be monitored in the assessment of compliance with service procedures carried out by the Ombudsman. Limited human resources and infrastructure, particularly in the implementation of digital services, remain a major challenge that needs to be minimized and simultaneously used as an opportunity for capacity building. The effort to strengthen services thru the Public Service Mall (MPP) is one of the strategic breakthroughs developed by the Ministry of Administrative and Bureaucratic Reform in collaboration with the Ministry of Home Affairs to simplify complex bureaucracy and

integrate various types of services. The written objectives for the implementation of the Public Service Mall are stated in the Ministry of PANRB Regulation number 23 of 2017, which include providing convenience, speed, affordability, security, and comfort for the public, as well as increasing global competitiveness in facilitating business in Indonesia (Amir, 2025).

The behavior and ethics of public service personnel must also be continuously improved to make them more professional in meeting the demands of society in the digital age. This government ethics serves as a fundamental principle or a rule that bureaucratic officials should indeed possess to manage the government. All potential resources of public service organizations need to be optimized to improve the quality of service to the public, who are increasingly critical and responsive to any deviations in procedures and service quality. This critical attitude of society serves as a mechanism for social control in detecting how public services are delivered and produced (Afrijal et al., 2023). results in the form of documents or infrastructure, which are measurable instruments (Ihin Solihin, 2021), as stated in Permenpan RB No. 14 of 2017 regarding guidelines for preparing Community Satisfaction Surveys (SKM) for Public Organizations or Agencies. With the implementation of the Electronic-Based Government System, services are expected to be easily accessible to the public through digital technology. The complexity of measurement instruments in monitoring and evaluating the performance of public service delivery (PEKPP) poses a challenge for all stakeholders. This means that the strictness of the measurement methods and requirements makes this Public Service Index one of the bases for evaluating the performance of public organization leaders, encouraging them to be more comprehensive and detailed in improving public services. Eliminating non-digital (manual) services is a concrete step to break the chain of structured deviations, making the assessment and monitoring of the Public Service Performance Evaluation (PEKPP) conducted by the Ministry of Administrative and Bureaucratic Reform (PAN-RB) a rational, strict, and hopefully quality-enhancing measure, as mandated by Law No. 25 of 2009. Provinces and cities/regencies in all regions on the island of Java, which have long been the benchmark for infrastructure and public service development, must be able to spread positive values to other regions that are still struggling with service systems and infrastructure. The era of digital government under President Prabowo's administration, which is realized through the electronic-based government system (SPBE), makes it highly possible for provincial, city/district regional governments, ministries, and state institutions to compete with each other in optimizing the quality and standard of services. Obstacles and weaknesses, such as low human resource quality and limited infrastructure quality in optimizing public service quality, will only backfire (a fire that turns against its owner) for regions, ministries, and state institutions that are slow to adapt to every development and demand for change.

CONCLUSION

This research shows that during the period 2022–2024, there was an improvement in the quality of public services, reflected in the increase in the Community Satisfaction Index (IKM) and Public Service Index (IPP) scores in several regions. However, this improvement was not proportionally followed by the growth in the number of regions categorized as Excellent Service (A), so quantitatively, the equitable distribution of public service quality remained relatively stagnant. This finding confirms that the current improvement in public services in Indonesia is still elitist and focused on areas with better infrastructure and resource capacity, while most other areas have not yet been able to catch up to the standards of excellent service.

The research aims to assess the quality of public services based on MSMEs within the framework of PEKPP, while also identifying the growth in the number of high-performing regions. This indicates a gap between the improvement in performance scores and the equitable distribution

of service quality across regions. This means that the policy to improve the quality of public services has not fully succeeded in creating an equalizing effect, even tho there has been an improvement in compliance with service standards administratively and procedurally.

The implication of this finding is that strategies to improve public services are not sufficient if they only focus on strengthening evaluation systems, digitizing services, and procedural compliance. They must be accompanied by more affirmative policy interventions toward low-capacity areas, particularly in strengthening human resources, supporting service infrastructure, and integrating services thru Public Service Malls (MPP). Without this differential approach, the quality improvements that occur will continue to be concentrated in advanced regions and will not result in a significant increase in the number of areas capable of achieving the excellent service designation.

Thus, this study confirms that the main challenge for public services in Indonesia today is not only improving service quality, but primarily ensuring equitable access to excellent services nationwide, so that the goals of Good Governance and inter-regional competitiveness can be achieved more inclusively and sustainably.

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