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# **Toboli Main Terminal Performance Analysis At The District Transportation Service Parigi Moutong**

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#### ABSTRACT

The primary objective of this study is to conduct an analysis of the performance of the passenger terminal for road transport in Toboli, situated in the Parigi Moutong Regency. The research approach employed is descriptive qualitative, and the data analysis is based on Agus Dwiyanto's theoretical indicators. The study adopts a qualitative descriptive method, involving the purposive selection of 5 informants. The analytical process comprises data collection, data condensation, data presentation, and the formulation of conclusions or validation. The findings of the research highlight that the performance of the Toboli Passenger Terminal for Road Transport in Parigi Moutong Regency has been adversely affected by the COVID-19 pandemic. The terminal's productivity, as exemplified by the alignment between output and inputs, is notably low. This is evident through the actual versus targeted income and the failure to tap into potential alternative revenue sources. Regarding service quality, including empathy, satisfaction, and justice, the assessment reveals that these aspects are significantly lacking. The responsiveness of the Toboli Main Terminal is characterized by a low rating, underscored by the absence of voice and exit mechanisms. Moreover, the responsibilities of the Toboli Terminal are evaluated as deficient, illustrated by the inconsistent administration of services and management patterns. In terms of accountability, the Toboli Main Terminal is classified as having insufficient accountability due to inadequate reporting aligned with the terminal management's core duties and functions.



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#### INTRODUCTION

The trend of increasing use of private transport in the last decade has formed a new paradigm in the selection of modes of transportation (Bajracharya, 2016). Factors such as the affordable price of motorbikes, low installment options, and the convenience of private cars in dropping and picking up passengers directly to their destinations, have influenced passengers to prefer private transportation. As a result, the use of passenger terminals has decreased, especially after the outbreak of the COVID-19 pandemic which required the implementation of Work from Home, social distancing, and self-quarantine policies.

Law Number 22 of 2009 concerning Road Traffic and Transportation stipulates the terminal as an important element in the transportation system. The terminal functions as a public motor vehicle base that manages arrivals and departures, as well as serving passengers and goods. The position of transportation in national development emphasizes the need for integrated transportation system planning and development in order to achieve efficient intra- and intermodal integration.

However, managing the terminal is not easy. Some of the challenges faced include the lack of interest from car dealers to operate inside the terminal, the presence of shadow terminals outside the main terminal, which reduces the number of passengers using the services inside, as well as the trend of Inter-City Inter-Provincial (ICTP) buses picking up and dropping off passengers in the Regency area. Parigi Moutong. In addition, there has been a decline in terminal services and revenue from year to year, which was largely due to the impact of the COVID-19 pandemic and the lack of terminal facility maintenance.

Therefore, this study has the main objective of analyzing the performance of the Toboli Main Terminal, which is managed by the Parigi Moutong Regency Transportation Service. This research will go in-depth into the factors that affect the terminal's performance in facing the challenges it faces. It is hoped that this research will provide deeper insight into how to improve the efficiency and quality of terminal services, as well as develop concrete solutions to overcome existing problems. With the results of this study, it is hoped that a significant contribution will emerge to developing a better and more sustainable transportation system in the Parigi Moutong Regency area.

### **METHOD**

This study adopts a qualitative descriptive research approach, which allows in-depth investigation of existing phenomena. This method makes it possible to dig deep into the problem being researched (Seixas et al., 2018). Data sources come from primary data obtained through observation, direct interviews with related parties, and documentation related to the management and performance of Toboli Main Terminal. Secondary data is also collected to provide a broader perspective on existing problems.

In data processing, this study applies the data analysis model that has been developed by Miles and Huberman (Matsumuro & Miwa, 2019). This model provides a structured framework for analyzing qualitative data. The collected data will be analyzed using a systematic and thorough approach, which includes steps such as data reduction, data presentation, and conclusion and verification (Bernard et al., 2016). This approach allows researchers to understand the meaning of the data obtained and relate it to a wider context. Thus, this data analysis approach will support in-depth efforts to understand the performance of Toboli Main Terminal and the factors that influence the problems that exist.

Overall, the adopted qualitative descriptive research approach with a data analysis approach will provide an in-depth understanding of the conditions and challenges faced by Toboli Main Terminal. With qualitative data and the application of a structured analysis model, this research is expected to produce comprehensive findings and provide a more complete view of efforts to improve the terminal's performance (Ha, 2017).



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### **RESEARCH OVERVIEW**

The Toboli Terminal, established in 1996, is a Type B Main Terminal that initially served IPCT (inprovincial city transport) and, in 2005, also served IPCT (inter-provincial city transport). Located in Parigi Moutong Regency, geographically, it is very strategic in the land transportation system of Sulawesi Island. This terminal acts as a transshipment point for regional transportation activities on the island of Sulawesi. Another important factor is the location of Toboli Terminal, which serves the Palu-Parigi route through landslide-prone coffee plantations. Hence, the facility engages the hotel as part of its services.

The Toboli terminal serves all sub-districts in Parigi Moutong Regency, IPCT of Poso Regency, Tojo Una-Una, Banggai, Banggai Islands, Morowali, Palu City, Donggala, Toli-Toli, and Buol. It also serves IPCT for the provinces of Gorontalo, North Sulawesi, Southeast Sulawesi, and South Sulawesi, as well as river, lake, and Pioneer Crossing (PC) Gorontalo and Pagimana cruises. On April 1, 2016, the Parigi (Toboli) Ferry Port in Central Sulawesi was built at a state budget of Rp. 26.9 billion, serving crossings between provinces, including Marisa Ferry Port, Pohuwanto Regency, and Gorontalo Province, which is 120 miles away. This terminal also serves the Toboli-Wakai route, a tourism destination that plays a strategic role in the economy around Tomini Bay, both from a tourism perspective and resource potential, especially fisheries.

To carry out the duties and functions of Toboli Terminal, there are 62 employees who support its operations. Of these, 10 are civil servants and 52 are government employees with contract agreements. The majority of employees have a high school educational background, reaching 96.77%. Even though there are two employees with undergraduate education, they are contract workers. This indicates the low level of formal education of employees. This is related to the low honorarium for contract workers, who work 24 hours in 3 shifts and 4 groups.

Permenhub 132 of 2015 stipulates the organizational structure of the terminal, including the need for employee competency qualifications. However, at the time of research, the terminal management had not participated in the human resource development program. Meeting the needs of employees at the Toboli Terminal is also not ideal, according to Permenhub 132 of 2015. Office administration officers, recording arrivals, departing, loading and unloading, traffic controllers, and cleaning staff exceed the ideal required. Several positions, such as investigators, information technology, service officers, electrical technicians, mechanical technicians, and health workers, have not yet been assigned.

The number of Toboli Terminal officers decreased from 91 people in 2005 to 62 people in 2022, and it is planned to further reduce to 54 people in 2023. To overcome this, improvements in the recruitment and compensation systems are needed. The low compensation system has an impact on employee motivation and discipline. This can be seen from the operationally suboptimal Toboli Main Terminal. The amount of honorarium for Toboli P3K employees is very low and far from decent wages; it has not increased in the last three years. In Article 44, paragraph 1, of the Minister of Transportation 132 of 2015, it is stated that terminal operational officers are entitled to operational allowances according to their competence. This low compensation has an impact on low employee discipline and motivation, so that the Toboli Main Terminal does not operate optimally.

Service infrastructure and facilities play an important role in the performance of Toboli Main Terminal, in line with the Passenger Terminal Service Standards. This includes services for safety, security, order, convenience, affordability, and equity. At the beginning of its construction in 2005, the main facilities of the Toboli Terminal met the Minimum Terminal Service Standards. However, due to the lack of maintenance since 2012 and the terminal not being utilized, many of the main facilities were badly damaged or even lost. Apart from the main facilities, the supporting facilities at the Toboli Terminal also cannot function because they are missing or damaged. To ensure that the main and supporting facilities run well, the Toboli Terminal is equipped with operational tools and equipment. Unfortunately, Toboli Terminal operations are not optimal due to low revenue, which has an impact on the lack of operational and maintenance financing. The table for maintenance operational financing for the 2021 fiscal year shows a lack of funds allocated for operations and maintenance, resulting in damage to infrastructure and facilities.



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According to the Regulation of the Minister of Transportation Number 132 of 2015, the financing for the operation of a type B terminal should be borne by the Provincial Government. Nonetheless, there were problems related to the transfer of Toboli Terminal assets from Parigi Moutong Regency to the Provincial Government of Central Sulawesi, which had caused obstacles in financing the operation of the terminal.

### **RESULT AND DISCUSSION**

The performance analysis of Toboli Main Terminal is described based on the indicators put forward by Agus Dwiyanto, namely using 5 dimensions of performance indicators, which include (1) productivity, (2) quality of service, (3) responsiveness, (4) responsibility, and (5) accountability, with reasons that these indicators are very appropriate in assessing the performance of a public organization from within and outside the organization, as discussed below.

### **Toboli Main Terminal Productivity Performance**

Productivity is generally defined as the ratio between input and output (Rutkauskas & Paulavičienė, 2005). Furthermore, the concept of productivity is expanded by the General Accounting Office (GAO), which proposes a more holistic approach by incorporating the value of the results generated in public services. This becomes one of the main performance indicators, enabling a more comprehensive measurement of organizational performance. In this context, productivity can be used as a tool to evaluate the internal performance of an organization (Singh et al., 2000). An example is the use of productivity to assess the achievement of Toboli Terminal services over the last three years and its comparison with the targets that have been set. Research shows that in the last three years, there has been a significant decrease in the attainment of Toboli Terminal revenue compared to the predetermined revenue target of Rp. 46,500,000. Revenue realization in 2019 only reached Rp. 40,850,000, or around 87.85 percent of the target, experiencing a deficit of 12.15 percent. This decline continued in 2020, with realization only reaching Rp. 40,300,000, or around 86.67 percent of the target, with a deficit of 13.33 percent. In 2021, the decline continues, with realization only reaching Rp. 38,400,000, or around 82.58 percent of the target set, with a deficit of 17.42 percent. This decline has gotten worse since the emergence of the COVID-19 pandemic, which had a major impact on transportation activities.

Based on Regent Regulation Number 5 of 2010 concerning Guidelines for the Management and Development of Toboli Terminal, the potential revenue for Toboli Main Terminal includes transportation service fees, rental of business premises, kiosks, agents/POs, internet cafes, room rent, advertising permits, as well as parking fees and public facilities. However, reality shows that since 2019, levy collection has not been carried out optimally, which has resulted in a decrease in revenue value. The head of Toboli Main Terminal acknowledged that this decline was caused by the terminal not operating optimally. Toboli Terminal's current revenue only comes from vehicle ticket fees, while there is no revenue from other services such as parking facilities, hotels, space rental, kiosks, and stalls. This is due to the damaged condition of the building and the lack of support for daily operational and maintenance costs.

The results of interviews and analysis of revenue realization show a decline in Toboli Terminal service performance in the last three years. The number of business service retribution tickets showed a decrease in 2016 by 250 tickets, or around 1.34 percent, compared to 2015. Likewise, in 2017, there was a decrease of 800 tickets, or around 4.35 percent. This reflects a decrease in the productivity performance of the Toboli Main Terminal. Observations also show that there are no other business service fees received from the Toboli Main Terminal due to the minimal activity of loading and unloading passengers at the terminal. This terminal is only used for the transit of passenger transport vehicles and street vendors.

The decline in productivity at Toboli Main Terminal can be caused by several factors. One of them is the weak policy of the Parigi Moutong Regency government in regulating loading and unloading activities outside the terminal, especially on the Toboli T-junction Trans Sulawesi Road. The government's efforts in 2014 to maximize the Toboli terminal faced demonstrations because they were considered detrimental to the



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community, especially rural transport passengers. In addition, the government is unable to meet the demands of automotive companies to manage stalls and kiosks at the terminal. This situation is also unfavorable for passengers because only passengers boarding through official terminals will be covered by Jasa Raharja in accordance with Law Number 33 of 1964 concerning the Compulsory Accident Coverage Fund. Overall, this situation indicates low productivity performance for Toboli Main Terminal, especially for certain types of transportation, namely inter-city transportation within provinces (ICTP) and inter-provincial city transportation (IPCT) transit points.

### Toboli Terminal Service Quality: Empathy, Satisfaction, and Fairness Perspectives

Issues regarding service quality have significant implications for assessing the performance of public service organizations. Community involvement in assessing the services provided by the organization can influence negative views of it (Wisniewski, 1996). In the context of the Toboli Main Terminal, service quality assessment is carried out through the dimensions of empathy, satisfaction, and fairness.

Empathy in service reflects an organization's ability to respond to developments in issues in society (Bayne et al., 2012). Unfortunately, the results of interviews with the Head of the Terminal indicated a lack of responsiveness of Toboli Terminal to actual issues as well as a lack of environmental monitoring. The ability to follow the development of issues and understand the surrounding conditions is an important aspect of empathetic service. Toboli Terminal needs to be more proactive in responding to changes outside and within its environment and paying attention to community complaints.

The preparation of Standard Operating Procedures (SOP) is a key factor in providing quality services (Bashatah & Sherry, 2021). However, observations show that the development of the strategic environment has not been fully taken into account in the preparation of SOPs at Toboli Terminal. This indicates the need to consider external and internal factors in formulating a more responsive SOP.

Utilization of information technology can be significant in increasing service effectiveness (Song et al., 2015). However, Toboli Terminal has not been able to utilize information technology optimally due to limited facilities. Facilities such as Wartel and internet cafes that were previously used for information technology services are no longer available. Utilization of important information technology to convey important information such transport traffic. fares. and departure schedules as to In conclusion, the quality of Toboli Terminal services, especially in the empathy dimension, still needs to be improved. Responsiveness to community issues, developing a strategic environment in SOPs, and more optimal use of information technology are challenges that must be overcome to provide better and more empathetic services at Toboli Main Terminal.

#### Satisfaction in Service

In the context of service quality, it is important to understand that customer relationships must be built based on a new paradigm. Customers must be considered as the main element that needs to be served well (Ashkenas, 1990). Currently, Toboli Terminal needs to apply a more responsive approach to issues that are developing in society. However, the results of interviews with the Head of Toboli Terminal indicate that the terminal does not always keep abreast of current issues and does not monitor the environment around it.

The satisfaction level of service users is an important indicator in measuring service quality. Good service is not only about courtesy, but also about how the organization provides value to customers (Chen & Chen, 2014). From interviews with the Head of the Terminal, it was revealed that efforts had been made to provide friendly service to drivers and passengers entering the terminal. However, this effort seems not to satisfy all users. To measure the level of satisfaction, Toboli Terminal must periodically design a Community Satisfaction Index (CSI) and improve service mechanisms to ensure that community needs are truly met.

Justice in service can be measured through aspects of retribution. Even though service users, such as POs, pay fees according to the rates set out in the regulations, this may not reflect true justice. Statements Page 138 of 142



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from PO Leaders indicate that the poor quality of service at Toboli Terminal creates dissatisfaction with the payment of fees being made. In addition, the fact that there is no loading and unloading of passengers or goods at the terminal indicates that the levy payment system does not yet reflect the existence of relevant services.

From the analysis of the dimensions of empathy, satisfaction, and fairness in the quality of Toboli Terminal services, it can be concluded that service performance is still very low. The terminal is not yet fully responsive to actual issues and has not provided service that satisfies service users. In addition, the levy payment system may not be completely fair in describing the quality of services provided. As a terminal that focuses on service delivery, Toboli Terminal needs to make significant improvements to improve service quality and achieve a better level of performance.

### **Toboli Terminal Responsiveness Performance**

Responsiveness is the ability of an organization to recognize and understand the needs and aspirations of the community. This is reflected in the preparation of agendas, service priorities, and service programs according to the needs and expectations of the community (Sharp, 1981). In other words, responsiveness describes the extent to which an organization is able to carry out its mission and objectives, especially in meeting community needs.

- a. Responsiveness Indicator in Performance Assessment Responsiveness is included as a performance indicator because it directly reflects the suitability of programs and service activities to the needs and aspirations of the community. This discrepancy indicates low responsiveness, which in turn reflects poor organizational performance. Responsive organizations will have better performance because they are able to understand and respond appropriately to community needs.
- b. Responsiveness Aspects in Toboli Terminal Services
  One concrete indicator of responsiveness is how the organization responds to complaints from service users. In the context of the Toboli Main Terminal, responsiveness is shown by the existence of a complaint mechanism system known as the "exit" and "voice" mechanisms. However, the results of interviews with the Toboli Main Terminal administration section show that this mechanism has not been fully developed. They acknowledged that there were many public complaints regarding damaged and non-functioning facilities and infrastructure due to the lack of a maintenance budget. Coordination with the head of service has been carried out, and the Parigi Moutong District Transportation Office will program the cost of terminal maintenance, including the rehabilitation of several damaged terminal facilities such as repairing seats in the waiting room and painting the terminal building. This illustrates that the "exit" and "voice" mechanism systems are not optimal in Toboli Terminal. Observations during research also show that these mechanisms have not been fully integrated. Although it is realized that this mechanism has an important role in increasing responsiveness and improving service quality, the low responsiveness to public complaints is evident.

From the results of the analysis and findings regarding responsiveness in the quality of Toboli Terminal services, it can be concluded that responsiveness still has a low level. The "exit" and "voice" mechanisms have not been properly developed, as evidenced by the lack of repairs and maintenance carried out following complaints from the public. This shows that responsiveness in the Toboli Main Terminal needs to be improved so that service performance can be better in line with the expectations and needs of service users.

#### **Toboli Terminal Responsibility Performance**

Responsibility refers to the extent to which the implementation of the activities of a public organization is in accordance with the principles of proper administration and organizational policies, both explicit and implicit. Responsibility is an important aspect of assessing organizational performance, and it can often conflict with responsiveness.



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The informant's statement shows that the implementation of services at Toboli Terminal has been carried out in accordance with the principles of proper administration and in line with the goals of terminal development. The informant confirmed that the application of administrative principles had been adjusted to the management's policy and was in line with the development objectives of the Toboli Terminal in accordance with the leadership's policy, namely to provide optimal service to service user communities. This was revealed in the results of an interview on December 22, 2022.

However, it is important to understand that responsibility is more than just delivering services according to policies and objectives. Responsibility includes the extent to which organizational policies, both explicit and implicit, have been implemented in compliance with the principles of proper administration. This is a reflection of how the organization presents its service patterns to the public and the extent to which organizational goals are achieved efficiently and effectively. In the context of the Toboli Main Terminal, there are several important aspects related to the implementation of responsibility that need to be evaluated:

- 1. Organizational Structure and High Performance: Although the organizational structure is geared towards achieving high performance, its implementation is not optimal. The existence of the Service Technical Implementation Unit (STIU), or non-echelon, which has not yet been formed, has resulted in a lack of career positions for civil servants with undergraduate education.
- 2. Limitations of Institutional Structure: The absence of Service Technical Implementation Unit (STIU) resulted in the Toboli Terminal being unable to manage administration and finances independently. This leads to a shortage of important functions such as activity technical implementation officers (ATIO) and assistant treasurers.
- 3. Limitations of Management Functions: Management functions such as planning, organizing, implementing, and controlling do not run optimally.

Therefore, the results of the analysis show that the implementation of responsibility at the Toboli Main Terminal still has low performance. Even though the implementation of services is claimed to be in accordance with administrative principles and development goals, in reality, aspects such as organizational structure, institutions, and management functions indicate poor performance in the form of responsibility. Efforts to improve and optimize these aspects are important to improve the quality of Toboli Main Terminal services.

### Improving Toboli Mains Terminal Performance: Analysis and Recommendations

Public accountability has a crucial role in assessing the performance of public organizations. It refers to the extent to which public organizations are subject to officials elected by the public. The principle is that politically elected officials will always reflect the public interest. It is important to dig deeper into the concept of public accountability in order to measure the alignment of the policies and activities of public organizations with the will of society. Assessment of organizational performance should not only be based on internal achievements such as organizational targets but also include external aspects such as values and norms adopted by society.

Regarding accountability at the Toboli Main Terminal, an informant stated that they had succeeded in meeting the target and depositing funds according to plan. However, it must be remembered that accountability is not limited to this. Measuring accountability must also include elements such as vehicle circulation, passengers, vehicle eligibility, human resources, infrastructure, finance, and the physical realization of operations and maintenance. Reporting must cover all of these aspects for comprehensive accountability to be achieved.

Taking various performance indicators into consideration, Toboli Mains Terminal shows underperformance. Terminal productivity is still not optimal, as seen from the discrepancy between realization and revenue targets. Service quality is also disappointing, especially in the aspects of empathy, satisfaction, and fairness. Terminal responsiveness is also considered low due to the absence of voice and exit mechanisms. Responsibility in administration and management is also not satisfactory. Finally, accountability regarding reporting is still limited.



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Overall, Toboli Mains Terminal can be categorized as very low in quality of performance. To improve this performance, a number of recommendations can be put forward. First, more in-depth studies need to be carried out to develop the terminal into type A and support better intermodal and intermodal Establish a Service Technical Implementation Unit (STIU) to improve management and recruit a higher-quality workforce. Strengthen the implementation of local regulations and upgrade terminal facilities. Build exit and voice mechanisms, as well as internet facilities for public complaints and periodic satisfaction surveys. Do in-depth research into the origins and destinations of passenger movements. Finally, consider building health facilities at the terminal as a response to the pandemic. By implementing these recommendations, Toboli Main Terminal is expected to optimize service and overall performance. This will lead to better achievement of organizational goals and provide a more positive experience for service users.

### **CONCLUSION**

Through the process of analyzing the performance of Toboli Main Terminal, which has been described in the previous chapter of this study, we can draw conclusions that describe the condition of the terminal more clearly. First, in terms of productivity, namely the balance between output and input, the Toboli Main Terminal is still experiencing low performance. This is evident from the inability of the terminal to achieve the expected revenue realization and has not fully optimized the potential for receiving other fees.

Furthermore, the service quality aspect of Toboli Main Terminal also shows serious problems. We can categorize the dimensions of empathy, satisfaction, and fairness in service as very low. The responsiveness of Toboli Main Terminal is also in the spotlight due to its low level, which is reflected in the absence of a voice and exit mechanism that should provide space for the public to provide input and ensure an effective response. Besides that, the level of responsibility of the Toboli Main Terminal is also considered low. Deficiencies in service patterns and management that have not been implemented properly are reflected in the lack of regularity in administration.

Finally, the accountability of Toboli Main Terminal still needs significant improvement. This can be seen in the incompleteness of reporting according to the duties and functions of the terminal manager. Based on the holistic review of this assessment, Toboli Main Terminal requires further efforts to achieve improvements in various aspects of performance. Concrete and targeted actions are essential to ensuring that this terminal can meet community expectations and expected public service standards.

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