

Performance Effectiveness of Public Service Providers at the General Bureau of West Sulawesi Regional Secretariat

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Abstract

This study analyzes the performance effectiveness of public service providers at the General Bureau of the Regional Secretariat of West Sulawesi Province using a descriptive qualitative approach. Data were collected through semi-structured interviews with seven purposively selected informants (leaders, structural officials, implementing staff, and service users), observation, and documentation, including the 2025 Community Satisfaction Survey (150 respondents). The analysis draws on Duncan's organizational effectiveness framework, as presented in Steers, which comprises goal achievement, integration, and adaptation. The findings indicate that service delivery is generally reasonably effective but not yet fully optimal. The survey index reached 90.51 (category A, very good), and all 150 respondents rated service speed positively (42% fast, 58% very fast). Timeliness nevertheless had the lowest score of the nine survey elements (3.58 on a 4-point scale; index 89.50) and is constrained by limited facilities, system or network disruptions, concurrent workloads, and sudden changes in leadership requirements. Complaint handling scored highest (3.74; index 93.50). Inter-unit communication and communication with service users support coordination and information delivery, although the consistency of information and the speed of coordination need to be strengthened. Regulatory changes are followed up through briefings, procedural adjustments, and information dissemination, but staff understanding needs to be more even. The study recommends regular evaluation, improved facility and system support, better workload management, stronger coordination, and continuous dissemination of regulatory updates.

Keywords: *Performance Effectiveness, Public Service, Goal Achievement, Integration, Adaptation*

INTRODUCTION

Public service is a fundamental function of government, tied to the fulfillment of citizens' needs and to the administrative support on which governance depends. Its effectiveness cannot be judged solely by the availability of procedures; it also depends on timeliness, the conformity of outputs, the clarity of communication, and the provider's ability to adapt to changing needs and regulations. Units that deliver administrative and operational services within regional governments therefore hold a strategic position, because their performance helps determine how smoothly government organizations function.

The General Bureau of the Regional Secretariat of West Sulawesi Province provides general support, office administration, facilitation of leadership needs, household affairs, and support for facilities and infrastructure. Although some of its services are delivered within the government organization, their effects extend to the work of leaders and regional apparatus. Law Number 25 of 2009 on Public Service and Government Regulation Number 96 of 2012 emphasize service standards, clear procedures, certainty of time, and provider accountability. Examining effectiveness is thus important for distinguishing between the existence of formal instruments and the capacity to implement them consistently in practice.

Empirically, service delivery at the Bureau generally runs reasonably well but faces operational constraints. Limited facilities, system or network problems, concurrent tasks, and sudden changes in leadership instructions can disrupt timely completion, while outputs generally

meet users' needs because they are checked and corrected before hand-over. Effectiveness must therefore be assessed comprehensively rather than through a single measure.

Steers (1985), drawing on Duncan, describes three dimensions of organizational effectiveness: goal achievement (realizing objectives, here through timeliness and conformity of outputs), integration (communication and coordination, here inter-unit communication and communication with service users), and adaptation (adjusting to environmental change, here translating regulatory change into procedures). Studies that apply this framework to public services report uneven results across the dimensions. Damayanti et al. (2022) found that a city population administration office improved its goal achievement during a service transition, but that service information was not fully integrated among field officers and that queue and online-service problems still affected timeliness. Kusumawardani and Oktariyanda (2024) found that a fire-service unit met its seven-minute response-time target and evaluated it periodically, yet the dissemination of procedures was inadequate and supporting facilities needed to be expanded. Septiana et al. (2024) found that a public service mall met some effectiveness indicators while others, including the speed of implementation and socialization, remained problematic. Other studies show that communication strategies clarify information and strengthen coordination (Iqbal, 2022), that coordination does not automatically yield effective services when follow-up and work organization are inadequate (Manuhuruapon et al., 2024; Muharsono et al., 2023), and that responsiveness, apparatus professionalism and competence, and digital competence, training, and socialization shape service quality (Afrilla & Alhadi, 2024; Aryani et al., 2025; Dengi Lalang et al., 2025; Gading & Rodiyah, 2025; Herwanto et al., 2024). Effectiveness thus depends not only on individual capability but also on procedures, working relationships, supporting resources, and consistent implementation.

Even so, the effectiveness of units that provide administrative and operational support to regional leadership remains under-examined, particularly where cross-division coordination, rapidly changing needs, and the application of regulations in dynamic conditions converge. This study therefore analyzes the performance effectiveness of public service providers at the General Bureau across three dimensions: goal achievement, examined through the timeliness and conformity of services; integration, through inter-unit communication and communication with service users; and adaptation, through adjustment to regulations.

RESEARCH METHODS

This study employs a qualitative approach with a descriptive design. Qualitative research explores the meanings that individuals or groups attach to a social or organizational problem and is carried out in the natural setting where participants experience it (Creswell & Poth, 2018); the researcher acts as the key instrument, and data are gathered through combined techniques (Sugiyono, 2019). A descriptive design portrays phenomena as they occur, in words rather than numbers, without manipulation or statistical generalization (Moleong, 2017). The approach was chosen because the research seeks to understand service implementation through informants' experiences, observed work processes, and documents relating to service standards and evaluation. The focus is the effectiveness of public service providers at the General Bureau of the Regional Secretariat of West Sulawesi Province, analyzed with Duncan's framework in Steers (1985), which covers goal achievement, integration, and adaptation.

Informants were selected purposively, that is, on the basis of particular considerations such as their closeness to the research object and their capacity to provide relevant information (Sugiyono, 2019). They comprised leaders, structural officials, implementing staff, and service users. The interview records in the underlying thesis cover seven informants: the Assistant for General Administration, the Head of the General Bureau, the Head of the Leadership

Administration Division, two implementing staff members, and two service users. Information across these positions was used to compare the perspectives of leaders, implementers, and service recipients.

Data were collected through semi-structured interviews, observation, and documentation. Semi-structured interviews rely on a prepared guide of themes while allowing the interviewer to probe and follow informants' responses flexibly (Kallio et al., 2016). The interviews explored experiences of timeliness, the conformity of service outputs, inter-unit coordination, communication with users, and adjustment to regulatory change. Observation allows the researcher to see the context and processes directly, including matters that informants may not mention (Patton, 2015); here it focused on service processes, work coordination, the use of procedures, and the delivery of information. Documentation covered service standards, service pledges, performance evaluation documents on public service delivery, the Bureau's 2025 Community Satisfaction Survey (SKM) report, and other supporting documents available at the research site. The SKM report, which covers 150 respondents and nine service elements, served as secondary quantitative data to complement the qualitative findings; its scores are reported descriptively.

Data analysis followed data reduction, data display, and conclusion drawing and verification, as described by Miles et al. (2014), who treat these activities as interacting rather than strictly sequential. Interview data were selected for their relevance to the research indicators and then compared with the observation and documentation results, which helped assess the consistency of information across sources. Credibility was strengthened through triangulation of sources (leaders, implementers, and users) and of techniques (interviews, observation, and documentation), which compares information gathered from different angles to check its consistency (Denzin, 1978; Patton, 2015; Sugiyono, 2019). The findings are not intended to produce statistical generalization; rather, they offer a contextual explanation of how service effectiveness is realized and which factors hinder its optimization.

RESULTS AND DISCUSSION

Results

The findings show that public service delivery at the General Bureau of the Regional Secretariat of West Sulawesi Province is generally reasonably effective but not yet fully optimal. The division of tasks, work procedures, internal communication, and efforts to inform service users were found to support service delivery, whereas limited facilities, system or network disruptions, concurrent workloads, sudden changes in requirements, and uneven staff understanding of regulations were found to constrain it. This section reports the findings from seven interviews, observation, and documentation, including the 2025 Community Satisfaction Survey (SKM); their interpretation is presented in the Discussion section. Table 1 summarizes the findings for each dimension and indicator.

Table 1. Synthesis of Findings by Dimension and Indicator

Dimension	Indicator	Main finding
Goal achievement	Timeliness of service	Most services are completed on time; timeliness is constrained by limited facilities, system or network disruptions, concurrent workloads, and sudden leadership requests.
	Conformity of service outputs	Outputs generally meet users' needs; checking, verification, and correction precede hand-over.
Integration	Inter-unit communication	Direct and media-based coordination supports task division and follow-up; clarity of information and speed of coordination need strengthening.

Dimension	Indicator	Main finding
Adaptation	Communication with service users	Procedures, requirements, and changes are explained to users; consistency of information across personnel and stages must be maintained.
	Adjustment to regulations	Changes are followed up through briefings, procedural adjustment, and information to users; staff understanding needs to be made more even and evaluation of implementation strengthened.

Source: Authors' analysis of interview, observation, and documentation data

Goal achievement: timeliness of service. Interviews indicate that most administrative and leadership-facilitation needs are completed within the stipulated time. A leadership informant explained that timeliness has generally supported the achievement of the Regional Secretariat's performance targets, although some tasks may be delayed when leadership activities intensify or requirements change suddenly. The Head of the Bureau stated that the time standards for guest registration (10 minutes), incoming-letter registration (about 5 minutes), and letter disposition (one working day) are consistently maintained. Implementing staff linked delays to operational factors: limited facilities, system or network disruptions, and many tasks to be completed simultaneously. Sudden instructions or requests from leaders also forced previously planned work to be rescheduled.

Observation and documentation show that service standards and service pledges are available as references. Governor's Decree of West Sulawesi Number 252 of 2026 on Public Service Standards and Service Pledges stipulates time standards for each service: guest registration within 10 minutes and confirmation of the meeting schedule within 60 minutes, letter registration of about 5 minutes and disposition within one working day, protocol facilitation within one to two working days, and verification and approval of facility loans within one and three working days, respectively (Governor of West Sulawesi, 2026). The Decree also states that schedule certainty for guests holds as long as the official concerned is in the office and that letter disposition depends on the leader's availability. The minutes of the performance evaluation of public service delivery (13 April 2026) record that the service standards have been monitored and that the survey results have been followed up. The survey data point in the same direction (Table 2). In the 2025 SKM (Biro Umum Sekretariat Daerah Provinsi Sulawesi Barat, 2026), no respondent rated service speed as "not fast" or "less fast": 63 respondents (42%) rated it "fast" and 87 respondents (58%) "very fast." The mean score for this element was 3.580 (index 89.50), the lowest of the nine elements. By service, speed was rated lower for letter handling (3.316) and guest reception (3.419), both in category B (good), whereas protocol (3.653), facility and infrastructure lending (3.688), and leadership household services (4.000) were in category A (very good); the report does not state the number of respondents per service. Respondents also suggested faster delivery of urgent letters carrying leadership dispositions.

Table 2. Community Satisfaction Survey (SKM) Scores by Service Element, 2025 (n = 150)

Service element	Mean score (1–4)	Index (0–100)	Category
U1 Service requirements	3.680	92.00	A (very good)
U2 Service procedures	3.687	92.17	A (very good)
U3 Service speed (timeliness)	3.580	89.50	A (very good)
U4 Cost/tariff	3.593	89.83	A (very good)
U5 Service products and specifications	3.680	92.00	A (very good)
U6 Staff competence	3.647	91.17	A (very good)
U7 Staff behavior	3.647	91.17	A (very good)
U8 Facilities and infrastructure	3.660	91.50	A (very good)
U9 Complaint handling	3.740	93.50	A (very good)
Overall (community satisfaction index)	3.620	90.51	A (very good)

Source: Biro Umum Sekretariat Daerah Provinsi Sulawesi Barat (2026), Table 13 (adapted). Mean scores range from 1 to 4; the index is the mean score multiplied by 25; category A = 88.31–100.00.

Goal achievement: conformity of service outputs. Service outputs are generally regarded as meeting users' needs. Leaders explained that outputs are re-checked before being handed over

to reduce errors and ensure compliance with provisions, and implementing staff added that, when deficiencies are found, they correct them first or coordinate with the relevant division. Users corroborated this account: the outputs they received generally matched their needs, and officers explained when documents or requirements had to be completed or corrected. Corrections before hand-over were thus reported to occur at times. In the SKM, the conformity of requirements (mean 3.680; index 92.00) and of service products and specifications (mean 3.680; index 92.00) was rated “very appropriate” by 102 respondents (68%) and “appropriate” by 48 respondents (32%), with no negative responses (Table 2).

Integration: inter-unit communication. Internal coordination takes place through direct communication and the available communication media. Leaders explained that services involving several divisions are coordinated so that each unit knows its task, and implementing staff said that work information is passed on to the relevant divisions, including when changes or additional requests arise. Users noted that inter-division coordination helped direct them to the unit handling their needs, so they did not have to look for the responsible party themselves. Documentation shows that the Bureau consists of three divisions and that the service procedures in the Governor’s Decree involve several parties, for example the registration of letters in the Srikandi electronic correspondence application followed by leadership disposition, coordination between leaders’ aides and the household division on hospitality and vehicle needs, and verification, approval, and a handover record in the lending of facilities (Governor of West Sulawesi, 2026). Survey respondents also suggested a letter-tracking service so that regional agencies can monitor the status of their letters.

Integration: communication with service users. Officers try to convey information on procedures, requirements, processes, and service changes. Implementing staff explained that deficiencies or requirements to be completed are communicated to users and that, when the process involves another unit, officers coordinate the information so that the service is not interrupted and the information given does not differ. Users acknowledged that officers were fairly helpful in explaining what to do when deficiencies or corrections arose. In the SKM, service procedures were rated “very easy” by 103 respondents (68.67%) and “easy” by 47 respondents (31.33%) (mean 3.687; index 92.17); staff competence and staff behavior each scored 3.647 (index 91.17); and complaint handling scored highest at 3.740 (index 93.50), with 111 respondents (74%) stating that complaints are managed well and followed up quickly and 39 respondents (26%) stating that the mechanism works but is less than optimal and slow to follow up (Table 2). Respondents’ suggestions included more responsive and communicative officers, complete explanations of information, faster and more transparent complaint responses, and room-use information that is easy to access. According to the evaluation minutes, the service pledge has been published in the service room and on social media, and more than 90% of the consultations and complaints entered in the national public service complaint management system (SP4N-LAPOR) have been followed up to completion.

Adaptation: adjustment to regulations. Interviews show that changes in rules or policies relating to service are followed up through meetings, briefings, or the dissemination of information to staff. Leaders stated that work procedures are adjusted to the applicable provisions, and implementing staff follow the directions and adjust task execution when procedures change. Users reported that changes in requirements or processes are generally communicated by officers, so they know which documents or actions to prepare. Documentation shows that Governor’s Decree Number 252 of 2026, issued on 11 April 2026, refers to Law Number 25 of 2009, Government Regulation Number 96 of 2012, Ministerial Regulation Number 15 of 2014 on service standards, and recent regional regulations on organizational structure and work procedures (Regional Regulation Number 4 of 2025 and Governor’s Regulation Number 39 of 2025), and requires the standards to be implemented and used as the reference for performance assessment (Governor of West Sulawesi, 2026). The evaluation

minutes of 13 April 2026 record that the standards have been monitored, but recommend adding service information to the national public service information system (SIPPN) and improving the frequency and detail of data updates.

Discussion

This section interprets the results through Duncan's framework (Steers, 1985) and compares them with previous studies.

Goal achievement: timeliness of service. The results suggest that the service can meet deadlines in many situations but is not always stable when work priorities shift. Delays therefore cannot be explained merely as a matter of individual discipline; they also relate to facility capacity, system reliability, and the way priorities are set. The survey adds a further nuance: every respondent rated service speed positively, yet speed was the lowest-scoring of the nine elements and was lowest for letter handling and guest reception, the two services whose standards depend on the availability of leaders and officials. Positive perceptions and operational constraints are thus not contradictory; users judge the outcome they receive, whereas staff experience the work process, and perception data may not reveal how much effort is needed to meet a deadline.

The availability of standards and service pledges, together with the evaluation minutes, is an important basis for understanding the organization's commitment to setting standards and assuring service certainty. Yet the existence of standards and evaluation documents must still be accompanied by consistent control of implementation. In Duncan's framework (Steers, 1985), goal achievement is judged not by the existence of targets but by the capacity to realize them, so the gap in timeliness underscores the need to link formal standards to operational capacity. Similar patterns appear in earlier studies: Kusumawardani and Oktariyanda (2024) found that a clear time target supported by periodic evaluation could be met even though access and facility problems persisted, and Damayanti et al. (2022) linked timeliness concerns to the queue system, online services, and the adequacy of information technology facilities. Improving timeliness is not a matter of urging staff to work faster. The organization also needs to map task types and interdependencies, set escalation mechanisms for sudden requests, prepare contingency plans for system disruptions, and review the adequacy of facilities. This is consistent with research showing that seemingly sound coordination does not guarantee effective results when organization and follow-up are inadequate (Muharsono et al., 2023).

Goal achievement: conformity of service outputs. Pre-delivery checking, verification, and correction are a strength of the service process and a form of quality control, and the survey scores of 3.680 for requirements and for products are consistent with users' accounts. Because outputs are valuable only when they can be used as users and regulations require, this finding is an important one. The need for corrections, however, indicates that deficiencies can still occur and create additional work. Quality control should therefore be directed not only at final correction but also at error prevention, through checklists, clear document standards, assigned responsibility for checking, and learning from recurring errors.

Integration: inter-unit communication. Communication thus functions in conveying information, dividing tasks, and following up on work, but its effectiveness still depends on the clarity of information and the speed of coordination, particularly when work involves many divisions or needs change. Where information flows are not uniform, staff may duplicate work or provide different follow-up. The survey suggestions on urgent letters and letter tracking point in the same direction, since both concern how quickly and how visibly information moves between units. Damayanti et al. (2022) similarly found that service information was not fully integrated among officers at different levels, even though the organization was otherwise performing well.

Effective communication must also be distinguished from the mere frequency of messages: information must reach the right party, be understood in the same way, and be acted

on in time. Iqbal (2022) emphasizes the role of communication strategy in reducing misunderstanding and strengthening service coordination, while Aryani et al. (2025) link coordination and staff competence to service quality. Both are relevant to the Bureau's need to clarify communication flows and responsibility for follow-up. In practice, every service request should have a responsible unit, a minimum set of information to be conveyed, and a completion status that related units can monitor. This need not be a complex digital system; a consistent disposition form or a shared follow-up record can prevent information from being lost when work moves from one division to another. Coordination can also be evaluated by response time, the number of tasks returned because of incomplete information, and the resolution of cross-division obstacles, which would make internal communication more measurable and reduce dependence on individual memory.

Integration: communication with service users. Service communication thus links organizational procedures to the actions users must take: clear information helps users understand requirements, reduces the risk of resubmission, and sustains the process. This is in line with studies of responsiveness, which stress that an organization's capacity to respond to and follow up on users' needs shapes the service experience (Afrilla & Alhadi, 2024). The high survey scores for procedures and requirements indicate that this basic function works, whereas the relatively lower scores for staff competence and behavior, and the 26% of respondents who found complaint follow-up slow, show where communication can still improve. Users nonetheless need consistent information across personnel and service stages. Kusumawardani and Oktariyanda (2024) and Damayanti et al. (2022) likewise reported that the dissemination of procedures and information did not reach all users or officers evenly, even where media and stakeholder involvement were extensive. Strengthening could involve using the same standard information, ensuring that updated requirements are announced to the relevant officers, and clarifying whom users can contact when further coordination is needed.

Professionalism, understood as the competence and integrity of providers (Dengi Lalang et al., 2025), is expressed in simple but consistent acts: giving complete explanations, not providing differing information, following up on users' questions, and ensuring that delivered outputs meet their needs. Improving communication is not solely the task of front-line officers; leaders and internal units must also ensure that rules and process status are known to those who inform users.

Adaptation: adjustment to regulations. Adaptation thus proceeds through a sequence of receiving information, leadership direction, adjustment by implementers, and informing users, which reflects the organizational adaptation described by Duncan in Steers (1985). Receiving information, however, does not necessarily equate to even understanding or consistent application. Changes conveyed only through oral briefings, without updated procedural documents and mechanisms for checking implementation, may produce variation in practice, and changes that coincide with heavy workloads may require additional coordination. The evaluators' recommendations on updating service information fit this concern. Damayanti et al. (2022) found that technical guidance and internal evaluation meetings helped an office adapt to a service transition while information gaps persisted, and Septiana et al. (2024) reported that some effectiveness indicators were met while others, such as socialization, remained problematic. These parallels suggest that adjustment to regulation is typically achieved through briefings and guidance, whereas consistent understanding and reliable information for users require further work.

Research on apparatus competence in the digital era stresses the combination of service competence and digital competence (Herwanto et al., 2024), and research on digital service implementation shows that the benefits of a system depend on training, socialization, and appropriate patterns of use as well as on the availability of technology (Gading & Rodiyah, 2025). Although the present study concentrates on adjustment to regulations, the same principle

applies: new provisions must be translated into procedural changes that can be understood, implemented, and evaluated. A change-control mechanism could serve this purpose. Each regulatory change affecting service is identified, assigned to a responsible unit, translated into procedures or work instructions, socialized to all relevant staff, and communicated to users when requirements or stages change. Afterwards, the organization checks whether staff understand the rules, whether procedures have been updated, and whether new obstacles have emerged. Such a mechanism helps ensure that compliance is reflected in service processes rather than remaining formal knowledge.

Integrated reading of the three dimensions. Taken together, the findings show that service effectiveness results from the interplay of goal achievement, integration, and adaptation. Timeliness is hard to improve without cross-division coordination and the ability to manage changing priorities; the conformity of outputs requires commonly understood standards, consistent checking, and communication with users; and regulatory changes will affect results and service time unless they are properly translated into procedures. Improvement should therefore not take the form of separate programs but of a service-improvement system that links time monitoring, quality control, communication, and compliance evaluation. The most relevant directions are periodic supervision and evaluation, the fulfillment of priority facilities, system and network maintenance, workload management, better coordination, harmonized service information, and continuous regulatory socialization and evaluation. These are direct implications of the findings and do not imply that all such improvements have already been implemented; their application must be adapted to the organization's resources and the applicable service standards.

As applied research, the findings can be translated into simple monitoring indicators for service managers. Units can tabulate completion time by service type, record reasons for delay, identify tasks that move between units, and log non-conformities or corrections that arise before outputs are handed over. Such records can be discussed in routine evaluations so that improvements rest on real patterns of problems rather than general impressions. For regulatory adaptation, a list of regulatory changes and the update status of procedures can confirm that information has reached the relevant officers. These steps do not presuppose that all processes have been digitalized; they can begin with existing records and be developed according to organizational capacity.

CONCLUSION

This study concludes that the performance effectiveness of public service providers at the General Bureau of the Regional Secretariat of West Sulawesi Province is generally reasonably effective but not yet fully optimal. In terms of goal achievement, most services are completed and their outputs generally meet users' needs, supported by checking, verification, and correction before hand-over, yet timeliness is still constrained by limited facilities, system or network disruptions, concurrent workloads, and sudden changes in leadership requirements. In terms of integration, inter-unit communication supports task division and follow-up, and communication with users helps them understand procedures, requirements, and changes, but the consistency of information and the speed of coordination still need to be strengthened. In terms of adaptation, regulatory changes are followed up through leadership briefings, procedural adjustment, and information to users, while the remaining challenges are even staff understanding, consistent application of rules, and evaluation of their effects on service processes. Accordingly, the Bureau should strengthen periodic monitoring and evaluation of timeliness, conformity of outputs, coordination, communication with users, and regulatory compliance; map facility needs by priority and handle system or network disruptions through

regular inspection and maintenance; clarify workload management and the handling of sudden requests; reinforce internal coordination through clear responsibilities and cross-division follow-up records; base information given to users on the same standards; and socialize regulations continuously, supported by updated written procedures and evaluation of their implementation. Future research could compare the Bureau's services with those of other units or examine more specifically the relationships among workload, digital support, and service timeliness.

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