Determinant Factors in Improving Services Quality Strategies at the National Land Agency North Luwu Regency, South Sulawesi, Indonesia

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Abstract
In general, the current level of public services in Indonesia is still low. There are several things that indicate the existence of important problems in the delivery of public services, first, increasing indications of services discrimination in provision. This occurs because of the strong factors of political affiliation, ethnic and religious networks so that it is greatly influenced by the balance of services relations. Second, the low level of community satisfaction with public services. This is a logical consequence of services discrimination and uncertainty. This study aimed to examine and analyze the determinant factors in the strategy to improve the quality of public services at the National Land Agency of North Luwu Regency. The type of research is descriptive qualitative, data collection techniques are through interviews, observation and documentation, using Miles and Huberman's interactive model data analysis. The results showed that servqual theory that supports the strategy of improving the quality of public services at the National Land Agency of North Luwu Regency, namely reliability, responsiveness, assurance, empathy, and tangible. The determinants factor that have direct implications for services patterns and apparatus behavior in land services include human resources, organization, management, facilities and infrastructure.

Keywords: Public Services, Services Quality, Strategies

1. Introduction
The complexity of land problems, both in the process of providing it, especially in relation to the status of land use with its various changes, will also result in more complex problems in the service process in the land sector. On the one hand, this is due to the increasing number of services and on the other hand, the land apparatus is also required to provide services that are fast, correct, cheap, timely, satisfying, and guarantee legal certainty.

The discourse on public services revolves in line with the demands of democracy, where public services are the basic rights of every citizen that must be fulfilled by the state. Public services as a part of fulfilling welfare automatically becomes the fulfillment of economic, social, and cultural citizen. This is done because public services are an inseparable part of the state's obligations for the welfare of its people. In principle, public services are the basic essence for the realization of social justice.

In general, the current level of public services in Indonesia is still low, while public services are not something new. There are several things that indicate important problems in the delivery of public services. First, increasing indications of service discrimination in operation. This happens because of the strong factors of political affiliation, ethnic and religious networks so that it is greatly influenced by the balance of service relations. Second, there is no certainty about the cost and time of service. This uncertainty is often the cause of the emergence of KKN (corruption, collusion, and nepotism), because service users tend to choose to pay high bribes to service providers to obtain certainty and quality of service. Third, the low level of community satisfaction with public services. This is a logical consequence of service discrimination and uncertainty (Rudianto, 2012).

The bureaucracy is basically a servant, not a master. The problem is, these perceptions are not instilled in the bureaucratic environment. As a result, bureaucratic arrogance emerges, such as feeling like the most needed by many people, or acting casually to society. The attitude shown by most of the bureaucratic apparatus makes the community
feel that they are not getting the service as expected, even the people often feel neglected by the bureaucratic apparatus (Rusli, 2013).

The poor public services that have occurred so far are due to the absence of a clear paradigm in the delivery of public services. The service performance provided by the existing bureaucracy is still quite strong in character of serving power (state oriented) compared to the public oriented, so that the face of the Indonesian bureaucracy is quite authoritarian. With such a bureaucratic situation, of course, the pattern of implementing public services provided by the bureaucracy is included in the category of caring culture models. Where the pattern is still far from being democratic and of quality, what appears is the impression of discrimination.

Basically, public services reforms that have been carried out by the government through decentralization have often caused polemics because their weaknesses have created gaps between regions. Nevertheless, there are advantages, namely the focus of services that is getting closer to the community so that decision making related to public services becomes more optimal. The strategies in solving problems related to decentralization that can be carried out by the government are policies and service standards that do not limit innovation and creativity in each region, supervision of policies and service standards by the central government, policies and service standards that aim to protect people's rights, and policies and national standards to reduce imbalances in the quality and quantity of public services between regions. So that public services reform can run well.

The National Land Agency (BPN) as a service provider is obliged to provide services to the community with the hope that land services can be accessed easily, cheaply, quickly, and provide satisfaction to service users. Public services provided by the government are becoming an increasingly strategic issue. Especially if public services are faced with public demands for quality services, which prioritize the elements of efficiency (time, cost and energy), responsiveness, and accountability. However, the facts in the field show that the quality of public services, especially those in the land sector, has not been able to meet the satisfaction of land users significantly, in the sense that land bureaucrats still tend to ignore SOPs in carrying out their duties and functions in land services.

From the results of field observations, there are often additional costs due to transactions outside the Standard Operating Procedures provisions. Based on the land service flow procedure through the counter system, it is seen that there are internal interactions between work units and external interactions with the community receiving services. In this process, it is often found indications of various forms of deviant behavior from elements of the land service apparatus. North Luwu Regency is an area that has the potential for conflict in the land sector, as is the case with other provinces in Indonesia. This is motivated by the large extent of agricultural and non-agricultural land in this area with a high level of population mobility, so that it has the potential to cause friction in land tenure between individuals and groups, between communities, and between communities and the government. The land case that occurs in North Luwu Regency is more many related to land administration services. This becomes difficult due to the lack of information and socialization regarding the procedures for land administration management, particularly land certificate processing.

From the results of the researcher's monitoring, there are still many complaints from the community in North Luwu Regency in providing services in the land sector. Reluctance and a negative image are still felt by the community if they have to deal with the Land Office. The uncertainty of time and costs is often complained by the public, this is because the time and cost standards have not been adhered to in accordance with the Regulation of the Head of the National Land Agency of the Republic of Indonesia No. 6 of 2008 concerning the Simplification and Acceleration of Standard Operating Procedures for Land Management and Services (SOPP) for certain types of land services. (Eliana, 2017).

Land service issues related to determining costs, where there are still land actors who sometimes charge fees outside of what has been required, with incidentally for the purposes of making other requirements. If you look at the essence, the community's obligation to pay is only when registering their services, which means registering the desired activity on the land and there is already an information counter providing information and receiving files, from the receipt of this file only to the treasurer who issues a deposit order. So, the flow of land certification registration payment mechanism has been officially regulated.

The fact of land services in North Luwu Regency proves that the land service apparatus still seems to be making it difficult for the community with its convoluted bureaucracy, and with artificial financing so that what could have been
simple becomes more complicated. Moving on from various facts on land problems in North Luwu Regency, the authors feel it is important to examine more deeply the problems that occur and raise the research entitled Determinant Factors in improving the Service Quality Strategy at the National Land Agency of North Luwu Regency.

1. Objectives
Based on the background of the problems above, the aim of this research is to examine various determinant factors that support the improvement of the quality of public services at the National Land Agency of North Luwu Regency.

2. Literature Review
The mandate of Undang-undang Republik Indonesia Number 25 of 2009 is a reference for state administrators to provide optimal and maximum services. Maximum and optimal service is a reference for the community in receiving services. Such continuity has an impact on trust in society. The community will feel satisfied with the services provided if the services provided are in accordance with statutory regulations. Public satisfaction with services basically depends on how they are served, what kind of services are they, and how services are provided (Hayat, 2014).

Basically, service can be defined as the activity of a person, group or organization either directly or indirectly to meet customer needs. Services are provided as a person's actions to provide satisfaction to customers. In the sense that the service is directly dealing with customers by placing the customer as something urgent.

Moenir (2015), says that service is a process of meeting needs directly through other people's activities. Meanwhile, the Minister of State Apparatus Empowerment (1993) argues that service is all forms of service activities in the form of goods or services in an effort to meet community needs (Pasolong, 2012).

Various concepts regarding service are defined as economic activities that produce time, place, form and psychological use. According to Edvardsson (2005) services or services are also activities, processes and interactions and are changes in the condition of a person or something in the customer's ownership. Sinambela (2011), basically every human being needs service, even in the extreme it can be said that service cannot be separated from human life. Service is an activity that occurs in direct interaction between a person and another person or a physical machine, and provides customer satisfaction.

Lovelock and Wirtz (2010), says that "service is a product that is intangible, lasts briefly and is felt or experienced." not long lasting, but experienced and can be felt by the recipient of the service. Public service is a service that takes care to fulfill the satisfaction of those who receive it (Runi, 2019).

2.1 Service Characteristics
Davidow and Uttal (1990) state that services are activities or benefits offered by people or individuals that are intangible and cannot be owned. Service is a real action and is a social effect where the production and consumption of services are not separated in a real way, because in general they occur simultaneously and occur at the same place and time. The service which is said to be tangible means that the service can only be felt, therefore Barata (2003) further provides the following characteristics of service: Service is a production that has an intangible character; different from other production goods (tangible finished goods or industrial goods; The service in fact consists of real actions and is an influence which is a social act; Production and consumption of services cannot be separated significantly, because in general they occur simultaneously and occur in the same place. These characteristics can form the basis of how to provide services to consumers/society. A broader understanding is said by Davidow and Uttal (1990). Service is any business that enhances customer satisfaction (whatever enhances customer satisfaction).

Wirawan (2012) suggests the definition of service in 2 (two) points of view, the first is for customers; service will always be related to the feeling of pleasure or displeasure obtained in an interaction it does, and second, for officers (company / organization), of course, service will be an activity to foster a sense of pleasure, and it is related to meeting the needs of the people served.

2.2 Benchmark for the Quality of Public Services
In the context of public services, it can be underlined that the success of the public service process is highly dependent on two parties, namely the bureaucracy (servants) and the community (who are served). Thus, to see the quality of
2.3 Public Services in the Land Sector

In connection with the position, duties and functions of BPN, as the organizer of government tasks in the land sector, the president issued instructions in the form of Presidential Regulation Number 20 of 2015 concerning the National Land Agency. This regulation contains the position, duties and functions of BPN, including BPN work procedures in supervising the implementation of land services at the central and regional levels. This is contained in Article 15 which reads:

"The role of government that will remain inherent throughout its existence is as a provider of pure public goods called rules."

In the book Delivering Quality Services by Zeithaml, Valarie A. et.al (1988), which discusses how the response and expectations of the customer community to the services they receive, both in the form of goods and services. Some important points about community responses and expectations for services include: Determine the public services provided, what kind; Treating service users, as customers; Trying to satisfy service users, according to what they want; Looking for the best and best quality service delivery method; Provides ways, when service users have no other choice. Assessment of service quality cannot be separated from the ability of employees to provide services and provide facilities.

Assessment of service quality cannot be separated from the ability of employees to provide services and provide physical facilities. This is in accordance with the theory of "The triangle of balance in service quality: from Bossert (1996), that it is necessary to maintain a balance of the three components (interpersonal components, procedures environment / process components, and technical / professional components) in order to produce services quality.

To be able to assess the extent to which the quality of public services provided by government officials, it is necessary to have criteria that indicate whether a public service provided can be said to be good or bad. Parasuraman et al. (1991) argues that there are 10 dimensions that must be considered in seeing the benchmarks for the quality of public services, namely as follows: Tangible, consisting of physical facilities, equipment, personnel and communication; Reliability, consisting of the ability of the service unit to create the promised services appropriately; Responsiveness, willingness to help consumers be responsible for the quality of service provided; Competence, the demands it has, good knowledge and skills by the apparatus in providing services; Courtesy, attitude or behavior that is friendly, friendly, responsive to consumer desires and willing to make personal contact or relationships; Credibility, an honest attitude in every effort to attract public trust; Security, the services provided must be free from various dangers and risks; Access, there is an easy way to make contact and approach; Communication, the willingness of service providers to listen to the voices, desires or aspirations of customers, as well as the willingness to always deliver new information to the public; Understanding the customer, making every effort to find out the customer's needs.

Furthermore, Parasuraman et al. (1991) states that service quality is determined by two things, namely: expected service and perceived service. Of the ten dimensions of service quality, then Parasuraman et al. (1991) simplifies it into five dimensions, namely the SERVQUAL (service quality) dimension as follows: Tangibles. Appearance of physical facilities, equipment, personnel, and communication materials; Reliability. Ability to perform the promised service dependably and accurately; Responsiveness.Willingness to help customers and provide prompt service; Assurance. Knowledge and courtesy of employees and their ability to convey trust and confidence; and Empathy. The firm provides care and individualized attention to its customers.
"Each head of the organizational unit is obliged to supervise the implementation of the duties of each subordinate and if there is a deviation, he must take the necessary steps in accordance with the provisions of the legislation.”

In accordance with the Republic of Indonesia's Presidential Regulation Number 17 of 2015 concerning the Ministry of Agrarian Affairs and Spatial Planning, which regulates government tasks in the land sector nationally, regionally and sectorally. Apart from the vision and mission, this provision regulates to eleven BPN Policy Agendas, namely: Building public trust in the National Land Agency of the Republic of Indonesia; Improve services and implementation of land registration and land certification throughout Indonesia; Ensuring the strengthening of people's land rights; Resolving land problems in areas affected by natural disasters and conflict areas throughout Indonesia; Handling and resolving land cases, problems, disputes and conflicts systematically; Developing a National Land Information and Management System (SIMTANAS) and a Land Document Security System throughout Indonesia; Dealing with KKN problems and increasing community participation and empowerment; Building a large-scale land tenure and ownership data base; Consistently carry out all established land laws and regulations; To organize the institutions of the National Land Agency of the Republic of Indonesia; Building and updating political, legal and land policies.

In 2010 BPN RI revised the regulation of the Head of the National Land Agency of the Republic of Indonesia Number 6 of 2008 by issuing a Decree of the Head of the National Land Agency Number 1 of 2010 concerning Land Service Standards and Regulation of the National Land Agency. This regulation regulates guidelines in implementing land services within the National Land Agency of the Republic of Indonesia. The purpose of this regulation is to create legal certainty, openness and accountability of public services. Based on the Regulation of the Head of BPN Number 1 of 2010, it is stated that the scope of land service arrangements includes: groups and types of services; requirements; cost; time; procedures; and reporting.

To be able to assess the extent to which the quality of public services provided by government officials, it is necessary to have criteria that indicate whether a public service provided can be said to be good or bad, quality or not. In this regard, Parasuraman et al.(1991) says that: “SERVQUAL is an empirically derived method that may be used by a services organization to improve service quality. The method involves the development of an understanding of the perceived service needs of target customers. These measured perceptions of service quality for the organization in question, are then compared against an organization that is "excellent." The resulting gap analysis may then be used as a driver for service quality improvement.”

In improving the quality of public services, a method that can be used in many public service organizations is the SERVQUAL method. This method includes developing an understanding of the service needs perceived by customers. Measured based on perceived service quality for the organization concerned, then compared against a “very good” organization. The resulting gap analysis can then be used as a guide for improving service quality.

The challenges and constraints mentioned above are still crucial issues that cannot be fully resolved. At the implementation level, these facts continue to be a black shadow in every process of implementing public services, and if they are not immediately fixed, it will impact on efforts to improve the quality of public services.

In an effort to improve the quality of public services, one of the factors that must be considered is how to handle complaints that come from the public. This is important, considering that complaints from service users are material for introspection and evaluation for public service personnel in improving the performance of public services. Determinant factors in the success of complaint handling include 1) Personal factors, namely factors of expertise, self-confidence, motivation, and commitment of each service apparatus 2) Leadership factors, namely factors of quality of encouragement, guidance, and support provided by superiors and leaders team. 3) Team factors, namely factors of the quality of support from all members of the service team. 4) System factors, namely reliable work system factors and adequate facilities provided by service organizations. 5) Contextual (situational) factors, namely situations and environmental conditions, both internal and external.

In line with this, Hadi (2009) describes several indicators of determinant factors of service quality in handling complaints, namely: Organizational Structure (Division of Duties and Functions, Inter-Agency Coordination and Work Relationships Between Superiors and Subordinates); Apparatus Ability (Apparatus Education, Apparatus Training Intensity, Consistency of Apparatus Work Attitudes, Communication Skills and Barriers to Mastery of Work Tool Technology); Service Systems (Ease of Service Access, Clarity of Service Costs, Certainty of Service Time and Completeness of Facilities and Infrastructure).
One of the strategies in creating good public services to the community is to improve the quality and professionalism of government officials. The low level of quality of human resources and professionalism of these employees also results in frequent discrimination in the delivery of public services. Most of the community there are those who receive the service maximally, but some only get a modest service. For this reason, increasing human resources and employee professionalism are aspects that should be considered in efforts to improve public services. The condition of bureaucrats who have the skills, skills, behavior that is obedient to the applicable laws and regulations, as well as a position placement that is in accordance with their field, will certainly have a positive impact on the creation of quality public services. The other most important thing is attitude or behavior. It takes a good attitude and mentality from every government apparatus who directly deals with the community in providing services.

The quality of public services can be further improved if service providers and service users have the same perception of how the service should be provided. Challenges in public services should be the basic concept of evaluation material for the government to improve the performance of public service institutions as well as the performance of the apparatus as public servants.

3. Methods
This research is a qualitative research which aims to obtain a realistic-holistic picture and more in-depth information about public services in the land sector at the National Land Agency of North Luwu Regency. In this study, researchers focused on exploratory efforts towards the implementation process of public services in the land sector, which were described naturally and as they were, according to what happened in the field. The focus of this research is the dominant determinants in land services. The determinant factors for improving the quality of public services refer to the Zeithaml theory, Servqual, among others, are tangible, reliability, responsiveness, assurance, and empathy in order to improve the quality of land services at the National Land Agency of North Luwu Regency.

The basic data collection techniques that are widely used in qualitative research are in-depth interviews, observation, participation, and documentation study. The data collection techniques in this study include the following stages: The getting in process stage of informal legitimacy comes from the overall ability of the researcher to convey the presence of what is accepted and believed; While at the research location (Getting Along). In this hold, the researcher after getting the opening information from the initial informant, the researcher will explore the information and further data collection; Collecting data (Logging The Data), namely in-depth interviews (Interview Depth), Observation (Observation) and documentation study.

Data is analyzed using several steps according to the theory of Ridder et al., (2014), namely analyzing data in three steps: data condensation, display data, and conclusions drawing or verification. Data condensation refers to the process of selecting, focusing, simplifying, abstracting, and transforming data.

4. Results and Discussion
Parasuraman et al.(1991) suggest that good public service performance can be seen based on indicators that are physical. The implementation of good public services can be seen through the aspects of the services provided, such as the availability of representative service buildings, service facilities in the form of television, comfortable waiting rooms, supporting equipment that has sophisticated technology, such as computers, attractive appearance of the apparatus in the eyes of service users, such as uniforms and accessories, as well as various office service facilities that facilitate access to services for the community. Then, the Servqual concept proposed by Parasuraman, Zeithaml, and Berry in 1988 made a very large contribution and generated a lot of interest (Kumar et.al., 2018). Previously, Parasuraman, Zeithaml, and Berry had conducted research in 1985 and formulated ten dimensions of service quality, namely reliability, responsiveness, competence, access, courtesy, communication, credibility, security, understanding, and tangibles (Parasuraman et al. 1985). In further research, Parasuraman et al. (1988), have revised the Servqual concept into only 5 (five) main dimensions as a basis for assessing service quality to consumers. The five basic dimensions are:

1. Tangibles, including physical facilities, equipment, and materials used by the company, as well as the appearance of employees. The appearance and capabilities of the company's physical facilities and infrastructure and the state of the surrounding environment are tangible evidence of the services provided by the service provider.
2. Reliability, the ability to perform the promised service dependably and accurately.
Reliability is the ability to provide accurate services from the first time without making any mistakes and deliver services in accordance with the agreed/promised time.

3. Responsiveness, the willingness to help customers and provide prompt service. Responsiveness, regarding the willingness and ability of employees to help customers and respond to their requests, and inform when services will be provided and then provide services quickly.

4. Assurance, namely employee behavior is able to foster customer trust in the company and the company can create a sense of security for its customers. Assurance also means that employees are always courteous and have the knowledge and skills required to deal with any customer questions or concerns.

5. Empathy, consisting of indicators, prioritizing the interests of the applicant/customer, the officer serving with a friendly attitude, the officer serving with a polite attitude, the officer serving in a non-discriminatory manner, the officer serving and respecting each customer.

The following will present the differences between the dimensions of service quality in 1985 and 1988 as proposed by Parasuraman et.al.

Table 1. Comparison of Servqual Dimensions in 1985 and 1988

<table>
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<tbody>
<tr>
<td>Tangibles</td>
<td>Tangibles</td>
<td>Physical aspects provided by service providers to customers</td>
</tr>
<tr>
<td>Reliability</td>
<td>Reliability</td>
<td>Ability to fulfill promises accurately</td>
</tr>
<tr>
<td>Responsiveness</td>
<td>Responsiveness</td>
<td>Ability to be present for customers and provide services quickly, have the ability to be flexible and adapt to the needs of service users</td>
</tr>
<tr>
<td>Competence</td>
<td></td>
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<tr>
<td>Cortesey</td>
<td>Assurance</td>
<td>Competence and courtesy to customers and security provided</td>
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<tr>
<td>Credibility</td>
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<td>Security</td>
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<td>Access</td>
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<td>Communication</td>
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<tr>
<td>Understanding</td>
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</table>

Source: Marshall dan Murdoch (2011)

Based on these five factors, 22 (twenty two) attributes of the Servqual scale were developed and it was noted that there was a range of perceptions about the dimensions of service quality that were considered satisfactory for service users. The following describes the twenty-two attributes of Servqual.

Table 2. Servqual Dimensions according to Parasuraman et.al (1988)

<table>
<thead>
<tr>
<th>Model</th>
<th>Dimension</th>
<th>Indicator</th>
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<tbody>
<tr>
<td>Servqual</td>
<td>Tangibles</td>
<td>Have the latest equipment</td>
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<tr>
<td></td>
<td></td>
<td>Physical facilities are clearly visible</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Employees are well-dressed and well-groomed</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Appearance of physical facilities in accordance with the services provided</td>
</tr>
<tr>
<td>Reliability</td>
<td>When an organization promises to do something, it will be done</td>
<td></td>
</tr>
<tr>
<td></td>
<td>When customers have problems, employees show sympathy and reassurance</td>
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<tr>
<td></td>
<td>Provide reliable service</td>
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</tr>
<tr>
<td></td>
<td>Service is carried out according to the promised time waktu</td>
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</tr>
<tr>
<td></td>
<td>Maintain records accurately</td>
<td></td>
</tr>
<tr>
<td>Responsiveness</td>
<td>Inform when the service will be performed</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Provide service quickly</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Employees are always ready to help customers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Employees are never too busy to respond quickly to customer requests</td>
<td></td>
</tr>
<tr>
<td>Assurance</td>
<td>Trustworthy employees</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Customers feel safe to transact with service providers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Employees behave politely</td>
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</tbody>
</table>
Employees receive adequate support from the organization in carrying out their duties

<table>
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<tr>
<th>Empathy</th>
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<tbody>
<tr>
<td>Organization pays individual attention</td>
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<tr>
<td>Employees know customer needs</td>
</tr>
<tr>
<td>The services provided are able to captivate the hearts of customers</td>
</tr>
<tr>
<td>Organizational operating hours according to customer requirements</td>
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</tbody>
</table>

**Source**: Parasuraman et al. (1988)

In the results of the study, the fact that the practice of land services at the North Luwu Regency BPN office is full of classic problems that still cannot be completely resolved. In fact, all parties must understand their respective rights and obligations. The government as a provider and implementer of land services, must be able to comprehensively carry out its duties and functions as a public servant. The apparatus must be willing to listen to the problems faced by the service user community, as well as provide solutions to the problems faced. It is the duty of the BPN agency to continuously provide education to the public about the importance of taking care of land administration, as well as management procedures, and complaints procedures when facing problems in managing land administration.

The issue of public complaints against public services, especially those related to land services, cannot be taken lightly by the authorities. Responses to public complaints must be followed up proportionally and professionally. As is known, land problems generally occur in almost all regions in Indonesia. The complaint mechanism is absolutely well managed by the public service apparatus. In general, the management of public complaints on the quality of public services is an evaluation material to improve service performance in the future. The quality of service owned by individual employees must be able to support the implementation of the agency's strategy and be able to support any changes made by management. In other words, the quality of service provided by employees can support the entire work system in each unit or field at the BPN Office.

In addition to the physical form of the equipment in the Land Office of North Luwu Regency, reliability, responsiveness of employees, assurance indicators are determinants of service quality, for example guaranteeing the issue of land documents. Based on the findings in the field, it was found that the service users who came to the BPN of North Luwu Regency to take care of their land documents stated that in terms of the ability and attitude of the employees in serving the community, they were quite good. However, in terms of guaranteeing the certainty of the completion of land administration management, it is still a problem, meaning that the BPN Office employees have not been able to provide certainty on the completion of land administration management, timeliness in the completion of land administration. This then triggers dissatisfaction among the people who use land services. This indicates that the BPN apparatus does not refer to the SOP or even does not know the rules governing the period of time for processing land documents. Assurance indicators in measuring the quality of land services also include sufficient knowledge in providing land information. This means that a land apparatus is needed who understands exactly the procedures for managing land administration, including the rules of law. This is important, so that residents who take care of land administration can understand their rights and responsibilities as citizens who use land services. It is not uncommon to find apparatuses who do not fully understand the procedures for administering land administration, resulting in a loss to the community.

In responding to the principles of public service that need to be guided by all public service bureaucratic apparatus, it must also be accompanied by polite attitudes and behavior, hospitality from public service officers, both in how to convey something related to the service process, including not discriminating or discriminating, discriminatory in carrying out public service functions.

Based on the results of the research obtained, it shows that the attitude of lack of empathy in the implementation of land services is of course evidence of the low mental quality of the apparatus in carrying out public service functions. It is necessary to make improvements and improvements in terms of the mentality of the apparatus in order to carry out the functions of public services optimally and professionally. This is where the leadership role is needed in motivating and directing employees so that they can carry out their duties and functions as land service apparatus with full responsibility and promote professionalism.

In terms of appearance and discipline, North Luwu Regency BPN employees generally do not use special uniforms. So that sometimes residents who come to take care of land administration cannot distinguish between BPN employees and citizens who use land services. The discipline factor is still a problem in the offices of the Ministry of Agrarian Affairs and the BPN of North Luwu Regency, the average employee enters the office after 9 o'clock, even if they...
come early it is usually only for checklock, then they leave the office for other matters. Of course, facts like this prove that there are many problems at the Office of the Ministry of Agrarian Affairs and the North Luwu Regency BPN, and if these conditions are not immediately addressed, it will have an impact on the quality of land services. Problems in terms of cost transparency, timeliness, unclear information on service costs, make residents who take care of land documents, become apathetic, and disappointed with the services they receive at the office. Based on observations at the research site, it appears that the apparatus tends to be still not transparent and unclear in providing information to the public, especially those related to costs and time, even though there are Land Service Operational Standards and Procedures (SPOPP). In addition, it is seen that residents who want to take care of land administration are mostly served at the operator's desk or in the administration department, which happens to have limited capacity in handling problems/complaints faced by service users.

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Research result</th>
<th>Implication</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Tangibles</strong></td>
<td>Facilities such as waiting rooms are quite good, but not supported by facilities such as air conditioning, drinking water for visitors, stationery which is sometimes needed when carrying out land administration.</td>
<td>Residents must bring their own writing utensils</td>
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<td></td>
<td>The suggestion box, as a means of public complaints, exists but does not function optimally because it is not filled in by people who want to give suggestions</td>
<td>Most people give advice directly or ask the officers at the counter, or complain about the service to the security or security guard who is on duty.</td>
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<td></td>
<td>In terms of communication facilities, there are information desks and security/security desks as a place for public communication to obtain information related to service requests, requirements, and so on.</td>
<td>Residents who come to take care of land administration cannot distinguish between BPN employees and citizens who use land services</td>
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<td></td>
<td>In terms of appearance and discipline, North Luwu Regency BPN employees generally do not wear special uniforms</td>
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<tr>
<td><strong>Reliability</strong></td>
<td>Officials tend to be still not transparent and unclear in providing information to the public, especially those related to costs and time, even though there are Land Service Operational Standards and Procedures (SPOPP).</td>
<td>Problems in terms of cost transparency, timeliness, unclear information on service fees, make residents who take care of land documents, become apathetic, and disappointed with the services they receive at the office.</td>
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<td>From the apparatus side, stated that the service function has been carried out well, while from the community side as service users, they still feel many shortcomings in the land administration process</td>
<td>Residents who want to take care of land administration are mostly served at the operator's desk or in the administration department, whose employees happen to have limited capacity in handling problems/complaints faced by service users.</td>
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<td></td>
<td>The apparatus does not pay attention to the complaints of the community, the important thing is that they have served so that the officers feel that their task has been completed</td>
<td>There is an impression of mutual recrimination between the community and the apparatus</td>
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</table>

Table 3. Research results using the Servqual model
Public complaints about the services provided are sometimes considered trivial by the authorities

The service user community stated that in terms of the ability and attitude of employees in serving the community it was quite good, but in terms of providing assurance of the completion of land administration management, it is still a problem, meaning that the BPN Office employees have not been able to provide certainty on the completion of land administration management, punctuality in handling land administration settlement of land management.

Officials are not aware of the rules governing the period of time for processing land documents.

Do not know the rules governing the period of time for processing land documents

Dissatisfaction from the community using land services. The guarantee of time certainty over the unclear land administration settlement process has created a sense of distrust among some residents.

People just wait continuously, until the file is finished.

The mindset or mindset of serving is still relatively low

It is necessary to improve through training programs and technical guidance, so that weaknesses from the human resource aspect can be minimized.

The challenge ahead for improving the quality of land services in North Luwu Regency is the strengthening of institutional capacity and the capacity of human resources for the land service apparatus. This is important in order to further optimize the performance of the apparatus to be more responsible in carrying out the function of land services. In order to increase knowledge of human resources, the National Land Agency of the Republic of Indonesia organizes education and training on administrative systems in the context of increasing technical capabilities and skills in the use of information technology. The purpose of education and training (DIKLAT) carried out by the National Land Agency of the Republic of Indonesia is that employees are expected to have the knowledge and skills needed to use computerized land office applications (KKP). With the development of a computerized land office (KKP) service model based on an on-line system accompanied by knowledge from the employees of the North Luwu Regency Land Office to provide services, the services provided to the applicant (community) will be fast and timely.

In the process of land services, there are many things that become obstacles in realizing citizen satisfaction with service quality. The guarantee of certainty in the completion of the processing of community land documents is the most important thing, compared to the cost issue. The community in general does not mind spending extra, as long as there is assurance from the BPN regarding the timeframe for completing the land documents that are being processed.

One of the obstacles in realizing citizen satisfaction based on assurance indicators in land services is the attitude of professionalism of the apparatus in dealing with various problems faced by residents in the land management process. In relation to assurance indicators, the facts revealed by community members about the pattern of land services, prove that the land apparatus at the BPN of North Luwu Regency has not been able to optimally carry out the function of land services as it should. The challenge for the land apparatus in the future is to build a shared commitment to professionally carry out their duties with full responsibility and concern for various complaints that come from citizens who use land services.

In the context of public services, it can be underlined that the success of the public service process is highly dependent on two parties, namely the bureaucracy (servants) and the community (who are served). Thus, to see the quality of

Source: data processing results (2020)
public services, two main aspects need to be considered and studied, namely: First, aspects of the internal processes of bureaucratic organizations (servants); Second, the external aspect of the organization, namely the benefits felt by the customer community. Several alternative policies that can be taken by the Head of the Land Office of North Luwu Regency, namely evaluating and determining new policies, such as adding information counters and adding officers, increasing the number of employees for receiving files, so that the document checking process is not too long, and there is a need for adjustments between standard time of service with timely completion of certificates.

Based on the findings in this study, the researcher can briefly conclude that the core problems in public services at the National Land Agency of North Luwu Regency are basically rooted in the aspect of Human Resources, where it is clearly seen that in terms of the quality and quantity of human resources as the land service apparatus still not enough. The mindset or mindset of serving is still relatively low, for this reason it is necessary to improve through training programs and technical guidance, so that weaknesses from the human resource aspect can be minimized.

Furthermore, obstacles from institutional or organizational aspects, management, and aspects of facilities and infrastructure. Institutional or organizational aspects are one of the problems in improving the quality of land services, this is more because the implementation of service standards based on SOPs is still not optimal, as well as coordination between fields is still weak. Meanwhile, the management aspect as an important part in the process of implementing land services still seems convoluted, or through a fairly long procedure flow. This then triggers many problems in the land administration process. Problems that are crucial and greatly affect the process of implementing land administration management, namely the problem of limited facilities and infrastructure. As revealed in interviews with key informants at the BPN of North Luwu Regency, that the lack of supporting facilities or facilities and infrastructure, such as measuring instruments, resulted in the land service process being slightly hampered. The provision of facilities and infrastructure is of course very closely related to the budget allocation. This then makes the community members feel dissatisfied and begin to feel distrustful of the performance of the land service apparatus. The organization will run well if the human resources in it have sufficient competence and quality to carry out their duties and functions. Competence and quality also need to be supported by managerial ability through high soft skills with the support of adequate facilities and infrastructure, accompanied by the allocation of adequate and functional sources of funds that are accountable.

According to the researcher, the complexity of public service problems is generally triggered by a lack of mental service from the apparatus of public service providers, meaning that the mindset or mindset as a public servant is still minimal. Especially in the practice of land services, it is very clear that community members as users of land services feel that they do not get maximum service according to applicable regulations. Especially with the fact that there are still unscrupulous land service personnel who openly "extort" community members who are taking care of land administration at the North Luwu Regency BPN office. In summary, the researcher tries to describe the facts of the problem, the causes of the problem, as well as alternative solutions to land service problems in North Luwu Regency in the following scheme:

<table>
<thead>
<tr>
<th>Problem</th>
<th>Cause of the problem</th>
<th>Solution to problem</th>
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<tr>
<td>Human Resources</td>
<td>Low service culture</td>
<td>Strategy to improve the quality and capability of human resources through various trainings and technical guidance bimbingan</td>
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<tr>
<td></td>
<td>Unskilled human resources</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Limited skills</td>
<td></td>
</tr>
<tr>
<td>Organization</td>
<td>Not yet optimal implementation of service standards</td>
<td>Strengthening leadership capabilities, inherent supervision, budget allocation, service innovation</td>
</tr>
<tr>
<td></td>
<td>Coordination is not optimal</td>
<td></td>
</tr>
<tr>
<td>Governance</td>
<td>Procedure is still long</td>
<td></td>
</tr>
<tr>
<td>Infrastructure</td>
<td>Minimal service facilities</td>
<td></td>
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</table>

5. Conclusion
Although in general the Office of the North Luwu Regency National Land Agency has implemented a number of strategies to improve the quality of its services properly, there are still several obstacles that have resulted in some of
these strategies not running optimally. Servqual theory from Zeithaml et al, which is used in this study through 5 dimensions, namely reliability, responsiveness, assurance, empathy, and tangible, are used as indicators in identifying determinant factors. support the strategy to improve the quality of land services at the BPN Office in North Luwu Regency. Based on the findings, it is evident that the five dimensions have not been fully able to be translated properly by the officers of the North Luwu Regency BPN Office into daily behavior patterns in land services. Based on the servqual dimension, it can be concluded that several determinant factors that support the strategy to improve the quality of land services include human resources, organization, governance, and facilities and infrastructure. In general, this determinant factor has not been optimal in supporting the strategy to improve the quality of land services at the National Land Agency of North Luwu Regency. Referring to Serqual's theory, namely reliability, responsiveness, assurance, empathy, and tangible. Based on the results of the analysis, by referring to the 5 servqual dimensions as an indicator in improving the quality of public services, the determinant factors that underlie the implementation of land services, including human resources, organization, management, and facilities and infrastructure in general have not been able to support the strategy for improving the quality of land services. Based on the five servqual dimensions, it is clear that the pattern of service for the apparatus has not been implemented optimally. There are still technical and non-technical obstacles. The behavior and work ethic of the officials are still obstacles in itself. The theories that support this study have been able to provide an overview of the practice of implementing land services in the BPN office in North Luwu Regency. The theoretical implications in this study will provide positive input for efforts to improve the quality of the land service apparatus in particular and to improve the quality of land services in general.

References


**Biography**

**Syahiruddin Syah.** His undergraduated from the Department of State Administration at the Veteran University of the Republic of Indonesia 1991, In 2008 he completed his studies at the Postgraduate Public Administration program at the YAPPANN Jakarta College of Administrative Sciences. In 2020, he completed his studies in the Doctor of Administration and Public Policy program at the Makassar State University (UNM). He was a member of the Regional People's Representative Council (DPRD) in Luwu Regency period 2004-2009. Organizational background as Secretary of PC XIX-23 FKPPI Luwu Regency 2003-2008 period, Secretary of DPD II KNPI Luwu Regency 2005-2008 period, Deputy Chairperson of Palopo City Orari 2013-2018 period, Chairperson of the KBPPPolri Resort Luwu Regency for the period 2017-2022. In addition, he is also known as a columnist at Palopo Pos, and several online media. His capacity as a lecturer at the Faculty of Social and Political Sciences, Andi Djemma University encouraged him to actively observe social and political issues and be critical in addressing various strategic government policy decisions.

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