

## Implementation of Public Service Quality in BPBD Surabaya City

Desi Ayu Widya Rahma<sup>1</sup>

<sup>1</sup> Universitas Negeri Surabaya, Indonesia, [desi.23421@mhs.unesa.ac.id](mailto:desi.23421@mhs.unesa.ac.id)

Corresponding Author Email: [desi.23421@mhs.unesa.ac.id](mailto:desi.23421@mhs.unesa.ac.id)

### ABSTRACT

**Received** : 28 May 2025  
**Accepted** : 16 June 2025  
**Published** : 30 June 2025

#### Keywords:

*Public Service Quality, BPBD, SERVQUAL, Community Satisfaction Index, Disaster Counseling*

This study aims to analyze the implementation of public service quality at the Regional Disaster Management Agency (BPBD) of Surabaya City in the context of disaster education and outreach to the community. The analysis focuses on five dimensions of the SERVQUAL model—tangibles, reliability, responsiveness, assurance, and empathy—which serve as indicators for measuring the Community Satisfaction Index (IKM). A descriptive quantitative approach was employed, using questionnaires as the primary data collection method. The respondents comprised 100 residents of Surabaya who had participated in disaster awareness programs within the past three months. The findings reveal that all five dimensions of service quality were rated in the "excellent" category, with an overall IKM score of 99.5. Community members perceived the services provided by BPBD as meeting their expectations, particularly in terms of promptness, staff competence, and effective communication. These results indicate that the implementation of the SERVQUAL framework in disaster education has had a positive impact on community satisfaction. The study recommends expanding the outreach of disaster education programs and strengthening the public complaint system as key strategies for service improvement in the future.

### INTRODUCTION

In the global context, the quality of public services has emerged as a central concern in public administration reforms, especially following the COVID-19 pandemic which exposed vulnerabilities in many countries' service delivery systems. According to the OECD (2023), only 45% of citizens in developed nations reported satisfaction with government services, highlighting persistent issues such as slow response times, lack of empathy among service providers, and poor information clarity—factors that become even more critical in the context of disaster management. The inefficiency of public service delivery in such situations not only diminishes public trust but also increases social vulnerability and heightens the risk of casualties during disasters.

To address these challenges, many countries have adopted community-based disaster risk management (CBDRM) strategies and have begun to strengthen

their public service mechanisms by utilizing citizen satisfaction indicators as benchmarks for policy effectiveness (UNDRR, 2022). In Indonesia, where disaster risk is inherently high, disaster management has been institutionalized within the framework of public policy. The Indonesian National Disaster Management Agency (BNPB) reported more than 3,500 disaster events in 2023 alone, predominantly hydrometeorological disasters such as floods and cyclones. Responding to this urgency, the government mandated the establishment of Regional Disaster Management Agencies (BPBD) under Law No. 24 of 2007 on Disaster Management, assigning them a pivotal role in regional disaster preparedness, mitigation, and response.

Surabaya, as one of Indonesia's largest metropolitan cities with over three million inhabitants (BPS, 2023), faces its own complex disaster risks, including frequent flooding, extreme weather events,

and urban fires. These risks are particularly acute in densely populated and coastal areas, positioning the BPBD of Surabaya as a critical actor not only in emergency response but also in preventive outreach efforts such as disaster education and public awareness programs. The BPBD is tasked with disaster management across all phases: pre-disaster, emergency response, and post-disaster recovery. Its preventive initiatives involve risk reduction through public education, safe urban planning, and resilient infrastructure, as well as community training and volunteer mobilization. Additionally, a 24-hour disaster response service has been established to ensure prompt public access to assistance and information.

Among these efforts, disaster education—especially public outreach or *penyuluhan*—plays a strategic role in empowering citizens to recognize risks and act independently in emergency situations. However, a report by BPBD Surabaya (2022) reveals that only 32% of the city’s 154 urban villages have received direct disaster education programs. This limited reach, coupled with a lack of diverse delivery methods, presents a serious challenge to the equity and quality of public service provision.

Therefore, evaluating the effectiveness of these services is crucial. The Community Satisfaction Index (*Indeks Kepuasan Masyarakat* or IKM) functions as a key tool to gauge public perception and satisfaction. Although Surabaya’s BPBD earned a “Good” score of 76.4 in 2022, indicators such as response speed and clarity of information scored relatively low, suggesting uneven performance across service dimensions. The IKM instrument implicitly reflects the five dimensions of the Service Quality (SERVQUAL) model—tangibles, reliability, responsiveness, assurance, and empathy—originally conceptualized by Parasuraman et al. (1988). Yet, few empirical studies have systematically examined the implementation of SERVQUAL in disaster education services using a quantitative framework.

In response to this research gap, this study explores the application of SERVQUAL dimensions in assessing public service quality at BPBD Surabaya, aiming to contribute to both theoretical development and practical improvement in disaster risk communication.

## LITERATURE REVIEW

### *Service Quality*

Service quality is a multidimensional construct that plays a pivotal role in shaping customer satisfaction, trust, and organizational effectiveness, especially within public service institutions. Parasuraman, Zeithaml, and Berry (1988) introduced the SERVQUAL model as a standardized tool to measure perceived service quality through five key dimensions: tangibles (physical facilities, equipment, and appearance of personnel), 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 inspire trust), and empathy (caring and individualized attention to customers).

Recent empirical studies have confirmed the applicability of these dimensions across public sector contexts. Abdullah et al. (2020), in their study on municipal services, found responsiveness and empathy to be the most significant predictors of citizen satisfaction. Likewise, Nguyen et al. (2021) demonstrated that reliability and assurance significantly impact public trust in local government services. In the field of disaster management, applying SERVQUAL helps evaluate both technical and relational aspects of service delivery—crucial for fostering community preparedness and resilience (Al-Hanawi et al., 2020).

### *Public Satisfaction Index*

The Community Satisfaction Index (*Indeks Kepuasan Masyarakat* or IKM) is a standardized quantitative tool used by government agencies in Indonesia to measure public perceptions of service quality. As outlined in Law No. 25 of 2009 on Public Services and further regulated by the Ministry of Administrative and Bureaucratic Reform (PermenPAN-RB No. 14 of 2017), the IKM aims to capture feedback on service performance through periodic surveys. The survey encompasses multiple indicators, including clarity of service procedures, staff competence, responsiveness, accessibility, and complaint handling. The IKM functions not only as a performance metric but also as a mechanism for accountability and transparency. It enables public institutions to identify which elements of service delivery are satisfactory and which require improvement.

In the context of BPBD Surabaya, the IKM serves as an evaluative measure of community satisfaction with disaster education and outreach programs. Data from 2022 show an IKM score of 76.4, categorized as “Good.” However, certain sub-indicators, particularly those related to response time and clarity of information, received relatively lower scores. This discrepancy suggests that while BPBD’s services meet baseline expectations, they may not yet fully address the nuanced needs and expectations of all service users. Thus, the IKM becomes a valuable diagnostic tool not only for performance assessment but also for informing future policy and operational improvements. Its integration with SERVQUAL dimensions in this study provides a dual-layered framework for analyzing the effectiveness of public disaster-related services and for enhancing citizen-oriented service delivery

## METHOD

This study adopts a quantitative descriptive research design, aiming to systematically explain the implementation of service quality dimensions within public disaster outreach services. According to Sugiyono (2013), quantitative descriptive research is used to objectively measure variables through numerical data and statistical analysis to provide a factual and comprehensive overview of a given phenomenon. This method is particularly suited for evaluating how each dimension of service quality—as conceptualized in the SERVQUAL model—relates to community satisfaction with services provided by the Surabaya Disaster Management Agency (BPBD).

Data collection was conducted using a structured questionnaire designed with a Likert-type scale ranging from 1 to 4, enabling respondents to express varying degrees of agreement or perception toward specific service quality indicators. The questionnaire includes items that correspond to the five SERVQUAL dimensions: *tangibles*, *reliability*, *responsiveness*, *assurance*, and *empathy*. Each item was developed to reflect the operational definitions and indicators of public service quality as adapted to the disaster management context.

The population of this study consists of residents of Surabaya who have participated in BPBD’s disaster preparedness outreach programs within the last three months. Based on data from BPBD Surabaya (2024), the total target population comprises 500 individuals. From this population, a sample of 100 respondents was selected using purposive sampling—a non-probability

sampling technique in which participants are deliberately selected based on specific criteria relevant to the research objectives (Sugiyono, 2013). These criteria include: residents aged 18 to 50 years old, who reside within Surabaya city limits and have directly received disaster preparedness education from BPBD. This age group was chosen due to its assumed cognitive maturity and capacity to evaluate public service delivery.

To ensure the quality and relevance of the data collected, instrument validation was carried out through a pre-test, and revisions were made to ensure the clarity of each item. The data analysis process follows descriptive statistical procedures, including frequency distributions, percentage analysis, and the calculation of mean scores for each SERVQUAL dimension. The main objective is to determine the extent to which each dimension contributes to perceived service quality and satisfaction among respondents.

The study also implements standard procedures for data processing, including editing, coding, tabulating, and interpreting the responses. As described by Sugiyono (2013), these steps ensure data reliability and allow researchers to identify patterns and draw conclusions in accordance with the research objectives. Furthermore, findings are presented using tables and narrative explanations to facilitate clear and accessible interpretation.

By integrating SERVQUAL-based survey instruments and rigorous descriptive analysis, this study seeks to provide actionable insights into the strengths and weaknesses of BPBD’s public service delivery, ultimately contributing to the development of more responsive, empathetic, and community-centered disaster management strategies in Surabaya.

## RESULT

### *Respondent Characteristics*

*Table 1. Respondent Characteristics*

| No | Respondent Characteristics | Freq            | %   |     |
|----|----------------------------|-----------------|-----|-----|
| 1  | Gender                     | Male            | 53  | 53% |
|    |                            | Female          | 47  | 47% |
| 2  | Age                        | 18–25 Years     | 8   | 8%  |
|    |                            | 26–35 Years     | 38  | 38% |
|    |                            | 36–45 years old | 21  | 21% |
|    |                            | 46–55 years old | 22  | 22% |
|    |                            | > 55 years old  | 11  | 11% |
| 3  | General Public             | 34              | 34% |     |

| No | Respondent Characteristics     | Freq | %   |
|----|--------------------------------|------|-----|
|    | Businessman                    | 18   | 18% |
|    | Institutions/<br>Organizations | 24   | 24% |
|    | Other                          | 24   | 24% |

The study involved 100 respondents selected purposively from Surabaya residents who had participated in disaster outreach programs conducted by the Surabaya Disaster Management Agency (BPBD) within the last three months. The gender distribution was relatively balanced, with 53% male and 47% female participants. The majority of respondents were within the productive age group, particularly those aged 26–35 years (38%), followed by those aged 46–55 years (22%) and 36–45 years (21%). This indicates that the research captured a socially and economically active demographic, which is vital in understanding public perceptions of disaster-related public services. Additionally, respondents came from various social backgrounds, including general community members (34%), institutional representatives (24%), business actors (18%), and others (24%), reflecting the diverse reach of BPBD's services across different community segments.

#### Mean Score of Each SERVQUAL Dimension

Table 2. Mean Score of Each SERVQUAL Dimension

| Dimension       | Statment | Response Scores |   |   |     | Mean | Mean Dimens ion |
|-----------------|----------|-----------------|---|---|-----|------|-----------------|
|                 |          | 1               | 2 | 3 | 4   |      |                 |
| Tangible        | X1.1     | 0               | 0 | 1 | 99  | 3.99 | 3.99            |
| Reliability     | X2.1     | 0               | 0 | 6 | 94  | 3.94 | 3.97            |
|                 | X2.2     | 0               | 0 | 1 | 99  | 3.99 |                 |
|                 | X2.3     | 0               | 0 | 2 | 98  | 3.98 |                 |
|                 | X2.4     | 0               | 0 | 2 | 98  | 3.98 |                 |
| Responsi-veness | X3.1     | 0               | 0 | 6 | 94  | 3.94 | 3,97            |
|                 | X3.2     | 0               | 0 | 3 | 97  | 3.97 |                 |
|                 | X3.3     | 0               | 0 | 1 | 99  | 3.99 |                 |
| Assurance       | X4.1     | 0               | 0 | 0 | 100 | 4    | 3.99            |
|                 | X4.2     | 0               | 0 | 1 | 99  | 3.99 |                 |
|                 | X4.3     | 0               | 0 | 3 | 97  | 3.97 |                 |
|                 | X4.4     | 0               | 0 | 2 | 98  | 3.98 |                 |
| Emphaty         | X5.1     | 0               | 0 | 3 | 97  | 3.97 | 3.98            |
|                 | X5.2     | 0               | 0 | 1 | 99  | 3.99 |                 |

The analysis revealed high satisfaction levels across all five SERVQUAL dimensions. Using a 4-point Likert scale, the mean scores for each dimension were as follows:

- Tangibles: 3.97
- Reliability: 3.99
- Responsiveness: 3.98
- Assurance: 3.99
- Empathy: 3.98

These results indicate that the public perceived BPBD Surabaya's service quality as consistently high across all service aspects, with minimal variation between dimensions.

#### Interpretation of Each Dimension

Reliability emerged as the highest-rated dimension, with respondents giving the strongest agreement to items related to consistency in service delivery and the agency's commitment to public duties. In particular, participants expressed high trust in BPBD's ability to provide disaster-related information and assistance in a timely and accurate manner. This reflects the institution's perceived operational credibility and alignment with its service commitments.

Assurance followed closely, as respondents praised the professionalism and courtesy of BPBD officers. Items measuring staff competence, friendliness, and ability to foster trust were scored highly, showing that BPBD personnel have successfully built public confidence through their demeanor and technical knowledge.

Empathy also scored highly, with most respondents agreeing that BPBD services are provided equally to all, without discrimination, and with consideration of individual community needs. Respondents felt that staff showed genuine care and attentiveness, reflecting a human-centered approach in public service delivery. Responsiveness received slightly lower scores in comparison, particularly on items related to the speed of follow-up and timeliness in handling public concerns. While the agency was viewed as willing to assist and responsive in general, a few respondents noted that some services could be improved in terms of delivery time, particularly during non-emergency phases of disaster management.

Tangibles was the lowest-rated dimension, although it still received a favorable score. Respondents appreciated that services were free of

charge and physically accessible, but expressed modest concerns regarding the clarity of service procedures and visual communication materials. Specifically, some noted that instructions and procedural explanations could be made more straightforward to improve understanding and accessibility.

Overall, the highest-scoring item across all dimensions was the provision of free services, reflecting strong appreciation for equitable access and public resource allocation. In contrast, the lowest-scoring item was found within the tangible dimension, specifically in regard to the clarity and simplicity of service procedures. This suggests that while BPBD has achieved transparency and reliability, further improvements are needed in simplifying communication to ensure inclusive understanding across diverse user groups.

These findings suggest that BPBD Surabaya has succeeded in establishing trustworthy and professional public services in the disaster management sector. However, targeted improvements in responsiveness and tangible communication tools will help enhance overall effectiveness and meet the evolving expectations of the community.

## **DISCUSSION**

### **Tangibles**

The tangible dimension, which pertains to physical facilities, equipment, and the appearance of personnel, received a strong average score of 3.97. This is consistent with the SERVQUAL model proposed by Parasuraman, Zeithaml, and Berry (1988), which underscores the role of visible service attributes in shaping initial perceptions and signaling professionalism. Respondents noted that BPBD Surabaya demonstrated professional presentation, accessible infrastructure, and well-maintained public service facilities. However, this dimension received the lowest score among the five, suggesting room for improvement—particularly in the clarity and simplicity of visual communication tools such as forms, signage, and service instructions. These findings resonate with Reimer and Kuehn (2005), who emphasized the importance of service-scape elements in enhancing perceived quality. Hence, optimizing the design and delivery of physical materials could further enhance service effectiveness during public outreach.

### **Reliability**

Reliability, defined as the ability to perform promised services dependably and accurately, achieved one of the highest ratings at 3.99. This supports prior findings by Setiadi and Manafe (2021), who identified reliability as a core determinant of public satisfaction with institutional services. The community viewed BPBD as highly dependable in fulfilling its mandates—particularly in disseminating disaster information and conducting scheduled education sessions. Such consistency reinforces the notion of institutional accountability, aligning with Sureshchandar et al. (2002), who argued that reliability is foundational to trust in public service institutions. These results confirm that BPBD's operational systems are perceived as both structured and trustworthy by its constituents.

### **Responsiveness**

Responsiveness, representing the willingness and ability to provide prompt service and address community concerns, also garnered a high score of 3.98. This aligns with research by Agustina and Suryana (2024), which found that responsiveness significantly influences public satisfaction in local government contexts. The timeliness of service delivery is especially critical in disaster management, where rapid response can mitigate risk and prevent escalation. Although respondents rated BPBD personnel as helpful and attentive, qualitative reports from BPBD Surabaya (2022) suggest variability in follow-up response and post-event communication. These insights reinforce the findings of Bhattacharya et al. (2017), who argued that responsiveness must be sustained throughout the service lifecycle, not just during crisis moments.

### **Assurance**

The assurance dimension—encompassing staff competence, courtesy, and the ability to instill confidence—was rated at 3.99. This reflects a strong level of public trust in BPBD officers, who are perceived as knowledgeable, respectful, and capable of delivering accurate information. The result supports Sinambela's perspective (as cited in Pasolong, 2013), which emphasizes that assurance is a vital factor in cultivating public confidence in government institutions. Furthermore, Choi and Park (2020) highlighted the role of professional conduct and

credible communication in fostering civic engagement and compliance during emergencies. In this context, BPBD's perceived integrity and professionalism contribute significantly to its effectiveness in public education and emergency preparedness.

### Empathy

Empathy, which refers to the degree of individualized attention and care shown to service users, scored 3.98—indicating that BPBD services are regarded as inclusive, considerate, and non-discriminatory. Parasuraman et al. (1988) emphasized that empathy is crucial for establishing meaningful provider-user relationships. This result is further corroborated by Mudie and Cottom (as cited in Tjiptono, 2007), who argued that public service institutions must address users' emotional and contextual needs to foster genuine satisfaction. The perception of BPBD as humane and community-oriented aligns with current best practices in citizen-centered service delivery, affirming that emotional intelligence and social sensitivity are essential components of effective disaster outreach.

### CONCLUSION

This study has demonstrated that the implementation of public service quality at the Surabaya City Disaster Management Agency (BPBD) is effectively carried out, as evidenced by consistently high scores across all SERVQUAL dimensions: tangibles, reliability, responsiveness, assurance, and empathy. These findings indicate that BPBD has succeeded in establishing credibility, maintaining service consistency, and fostering positive interactions with the public in the context of disaster education and outreach. The practical implications suggest that the SERVQUAL model serves as a reliable evaluative and strategic tool for enhancing public service delivery in disaster management. Furthermore, the high level of public satisfaction underscores the importance of investing in professional staff training and maintaining equitable, accessible service delivery to strengthen community resilience.

For future research, it is recommended to adopt a longitudinal approach to assess changes in public perceptions over time and to employ mixed-methods designs that integrate qualitative insights into users' experiences. Expanding the study to include a more

diverse and representative sample across different demographic and geographic areas of Surabaya would enhance the generalizability of the findings. Future investigations may also explore the integration of digital platforms—such as mobile applications or social media—as tools for disaster education and real-time communication. This would provide a valuable perspective on how public service agencies can adapt to the growing complexity of disaster risks and the evolving needs of a digitally connected society.

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