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THE EFFECT OF THE IMPLEMENTATION OF ACCREDITATION POLICY BY A TRAINING AGENCYON THE PUBLIC SERVICE QUALITY IN THE TRAINING AGENCY OF GORONTALO

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ABSTRACT: This research aims to analyze and investigate the effect of the implementation of accreditation policy by atraining agency on the public service quality in the Training Agency of Gorontalo. This research was quantitive and used the explanatory survey method. Data collection techniques were questionnaire and interview. Data were analyzed using PLs (Partial Least Square) through SmartPLS3.1. The population included all employees of the Training Agency of Gorontalo, which was 57 in numbers. The research findings indicate that the accreditation policy implemented by the Training Agency of Gorontalo did not have direct effects on public service quality.
Keywords: *Accreditation by training agencies, public service quality*

I.   INTRODUCTION

Public service quality in Gorontalo is one of the goals which should be manifested to convene good governance, development, and society. Public satisfaction should be realized by the agency providing services. Accordingly, the existence of the government organization in terms of public service delivery should be proven by how they provide services.

Public service agencies, including the Training Agency of Gorontalo, in regard to their public service delivery, refer to Law Number 25 of 2009 on Public Service.Law Number 25 of 2009 Paragraph 25 mentions that public services cover public goods and service delivery and administrative service delivery regulated in the statutory provision.

Anita (2010:55) argues that public policy implementation is one of the activities in a public policy process. It determined whether a policy engages with public interests and publicly acceptable. As such, public policy implementation is expected to have a positive public impact. Besides, Amirudin (2019:94-95) believes that organizational culture has a significant impact on public service delivery.

However, evidence clarifies that the Training Agency of Gorontalo, in regard to its public service delivery, is far from public expectation. The public regrets that its public service delivery which brings about outputs in the form of documents or facilities is poor in quality. Furthermore, the Agency overlooks the urgency of service processes in fulfilling public needs.

The poor public service is reportedly due to unqualified apparatuses in doing tasks and thereby contributing to poor service performances. Besides, evidently, the Agency allegedly does not establish good coordination with interested parties, either internal or external. Also, there are flaws in facilities and infrastructures. The Agency does not provide several primary facilities needed by the public, among which are a dining room, gymnastic facilities, toilets, and other tools which support training activities.

Furthermore, the Agency makes a slow-motion when adapting to the development of a bureaucratic environment condition. To make it even worse, training activities held by the Agency apparently cannot create qualified apparatuses who are able to provide the best services in their units. In addition, counterproductive work cultures against the performance achievement made by the Training Agency deteriorate its public service delivery.

Meanwhile, not only provide training services independently based on its accreditation, but the Training Agency of Gorontalo demands participants to participate in training activities outside the region. It pertains to the tasks and functions managed by the Training Agency as an institution authorized to render assistance and competence development for civil servants. Moreover, as a training agency, its movements are restricted by the regulation of training implementation regarding services given to civil servants who are about to join the training. Therefore, the Training Agency makes some strategies, one of which is sending training participants, to provide them training services and hence elevate their competencies.

Meanwhile, the Training Agency of Gorontalo has provided some facilities and infrastructures, e.g., two classrooms, a polyclinic, dining room, library, praying room, and meeting hall. Additionally, there are three sports facilities. Also, it provides a dormitory in which a maximum of 100 inhabitants can live. It is determined to develop the facilities and infrastructures following the necessity and budget availability. Several training needs are fulfilled in coordination with the third parties or district and city governments where training activities are executed. However, according to evidence, we conclude that facilities and infrastructures provided by the Agency are still poor in terms of availability.

II. THEORETICAL FRAMEWORKS

1. Public Service Quality According to the Public Administrative Perspective

a. The Definition of Public Service

Public service is one of the terms inseparable from a governance institution. The term public service comprises two words, which are service and public. Moenir (2014:26-27) defines "service" as an activity conducted by an individual or a group of individuals in accordance with a typical base and the satisfaction level can only be delivered by those served and builds upon the ability of service provider in meeting users' expectation. Accordingly, referring to Moenir's, service, hierarchically, is an activity in which two parties are making an engagement and a party acts as a service owner/provider, whereas the other as a service user.

Also, the definition ushers the idea that assistance delivery by an individual or a group of individuals to the community or public is actually an effort made to achieve an exclusive goal. As such, in public service delivery, often, we find proactive actions made by an individual or a group of individuals wishing to achieve a certain goal through assistance delivery activities.

b. The Definition of Public Service Delivery

Ibrahim (2008:22) defines public service quality as a dynamic condition of a product, service, human, process, and environment whose quality assessment is determined when the public service is delivered. In a more specific way, Tjiptono (2004:24) defines quality as 1) Congruency with the requirements, 2) Suitability with the use, 3) Sustainable rectification, 4) Flawlessness/intactness, 5) Consistency in fulfillment what customers need, 6) Correct actions, and 7) An object which satisfies customers.

c. Public Service Dimensions

Some attributes of quality public service are pivotal and can be regarded as public service standards. Parasuraman, Zeithaml, *et al*. (1995:73) conveys five dimensions which can be used to measure service quality, namely tangibility, reliability, responsiveness, assurance, and empathy. The indicators of the respective dimensions are 1) Tangibility: the appearance of staff/employees when delivering a service, the discipline showed by staff/employees when delivering a service, accessible service application and service facilities; 2) Reliability:the rigor of employees when delivering a service, a clear service standard showed by employees, the ability of employees/apparatuses when using supporting service tool; 3) Responsiveness: employees always respond to service customers/applicants, employees/apparatuses always delivery services thoroughly, employees/apparatuses always usher punctual services and respond to all complaints; 4) Assurance: employees render service punctuality assurance, employees provide service fee assurance, employees deliver service legality assurance, employees give service fee certainty assurance; and 5) Empathy: employees prioritize applicants/customers, employees show friendliness, employees show civility while delivering services, employees avoid discriminative acts, employees delivering service and show respect to customers.

The five public service dimensions become the standards to determine the success in public service delivery.Accordingly, they should be considered in a public service delivery evaluation.

2. The Implementation of Accreditation Policy by the Training Agency

a. Public Policy

In the governance system of the Republic of Indonesia, public policy, in terms of its process, environment, hierarchy, and actors, is a pivotal subject and thus requires the interested parties to regard it as a base when they are attempting to apprehend the disciplinary.

Thomas R. Dye, in Tahir (2015:25), defines public policy as "whatever the government chooses to do or not to do". In every decision the government makes, it must have set its goals as public policy constitutes the government's "actions". Also, when the government chooses not to do something, it is a public policy which certainly has goals as well.

Based on the definition, we can describe the difference which lies between what the government is planning to do and what the government must do. A policy is the government's means to comprehend what it must or must not do, what affects the decision, and the impact of the public policy if it is implemented or

abandoned. The government is authorized to choose what to do by taking public interests into account although there must be those who disagree.

b.   The Implementation of Public Policy

Giving it a simple definition, policy implementation is an activity in which we describe a policy formula which is abstract in nature to be concrete action. In other words, policy implementation means executing a policy decision linking to managerial and technical aspects. Wahab (2008:47) explains that implementation can be conducted only if the goals and targets have been set, activity programs have been constituted, and the budget has been prepared and distributed for the sake of goal achievement. Considering this definition, must not wonder why a policy implementation process is considered the most urgent process in the policy.

III.   RESEARCH METHODS

This research, starting from data collection to research report writing, was conducted at the local government agency in Gorontalo. This research was quantitative using a survey explanatory method (Kadji, 2015). As such, we identified and analyzed the degree of the effect of the implementation of accreditation policy by training agencies as well as the organizational culture on public service quality in the Training Agency of Gorontalo, either directly or indirectly, through the exogenous research variables. The research population comprised 57 implementers of standard accreditation policy. The 57 implementers consisted of 14 structural officials, 11 *widyaiswara* functional officials, and 32 staff in the Training Agency of Gorontalo. All implementers were regarded as research samples and investigated to elicit data relevant to the research problem using research instruments. Furthermore, to acquire comparing data, we collected data and information in the form of the second opinions from the community represented by five-ten people who would clarify the data.

IV.   DISCUSSION

Based on the research hypothesis test, the implementation of the accreditation policy by the Training Agency did not have any significant impact on public service quality. Also, the test indicates that the implementation of the accreditation policy by the Training Agency did not incline to impact public service quality. This inclination is then an antithesis against the notion by Thomas R. Dye, in Nurcholis (2005:89), who mentioned that the primary focus of public policy was public service. Public policy was implemented by the government's bureaucracy to balance the role of the state whose one obligatory was public service delivery.

Besides, the insignificant effect of the implementation of accreditation policy by the Training Agency on public service quality suggests another finding that the implementation did not provide an adequate contribution to public service quality. The coefficient value of the effect of the implementation of the accreditation policy by the Training Agency was negative by 13.80%. The value confirms our finding that the implementation of the accreditation policy contributed insignificantly to public service quality. Meanwhile, in terms of the three variable dimensions of the implementation of accreditation policy by the Training Agency, the system dimension predominated in terms of value, followed by the mentality dimension and the network dimension, respectively.

Moreover, our finding also contradicts Samin's (2012) in regard to the effect of the implementation of human resources development on public service quality. Samin (2012) proposed his research findings that policy implementation had a significant impact on public service quality, and the degree was positive by 38.90%. Our research findings and his are dissimilar regarding not only the degree of the coefficient value of the impactbut also the contrastive positive-negative one. Additionally, Akhir (2017), in his research on the impact of the implementation of educational service standard policy on service quality, figured out a finding which proved that the policy implementation had a significant effect on service quality, and the coefficient value was positive by 26%.

Such dissimilarities are academically understandable. They might be a product of different dimensions used as research focuses, research locus characteristics, and research respondents. The dissimilarities lead us to the conclusion that the implementation of accreditation policy by the Training Agency had not been considered reliable, engendering a significant impact on public service quality in the Training Agency of Gorontalo. The conclusion was extracted from the respondents' responses to the statement. Furthermore, as the dimension with the highest score, the system dimension gave us the idea that harmonious interaction between the structure and function of policy implementation was an absolute requirement for effective policy implementation.

Referring to the research hypothesis and dimension tests, insignificant effects of the implementation of accreditation policy by the Training Agency on public service quality were a result of poor implementation of the MSN-approach model (approach to mentality, system, and networking) by policy implementers.

Additionally, our interviews reveal an insignificant linkage between the implementation of accreditation policy by the Training Agency and the impact of the implementation on public service quality. The

Training Agency management, as policy implementers, did not implement the MSN-approach model adequately. Further studied, the situation was created by environmental conduciveness implementers failed to realize when implementing accreditation policy is a more concrete and sustainable manner. They could not bring about a proper training atmosphere which could generate a sustainable implementation of accreditation policy.

The argument was amplified by the descriptive analysis of respondents' responses to the dimensions observed in this research. Respondents' responses to the indicators of the mentality, system, and networking dimension indicated a high score. The result suggests that implementing accreditation policy, the Training Agency management, prevailing as implementers, were continuously attempting to manifest any activities which led to successful policy implementation. Nevertheless, the activities were not optimally arranged. As such, implementers should make an appropriate implementation atmosphere so the accreditation policy could be well implemented and thereby enhancing public service quality.

Elaborating the result of the analysis of respondents' responses and data collected from informants, the management, as implementers, showed a lack of discipline and integrity in implementing a policy. The cooperation and synergy between implementers to implement training standards were poor, generating activities which did not correspond to the objective of the accreditation policy set by the Training Agency. Furthermore, the implementation of training activities was irrelevant to training practice standards. Additionally, training participants, as one of the policy implementation targets also showed irrelevant activities to training standards when the activities were regarded as their personal response as participants to the training atmosphere. This situation caused the implementation of accreditation policy to be ineffective and hence impacted public service quality. It was primarily caused by an unconducive policy implementation atmosphere, and the management as policy implementers, when performing their roles and functions, prioritizing administrative regulation fulfillment only and abandoning the implementation process. It led to poor implementation of accreditation policy, and in turn, would impact public service quality. A conducive atmosphere for policy implementation was thus pivotal and should be concerned by implementers, making the accreditation policy effectively implemented.

Based on the logic engendered from data analysis, implementers should establish a conducive policy implementation atmosphere when attempting to implement an accreditation policy. The action would lead to effective policy implementation. Merilee S. Grindle (in Subarsono, 2011:93) stated that a successful implementation had two primary variables, namely the content of the policy and the context of implementation. Here, what Grindle was amplifying was that implementing a policy, implementers should give two subjects, namely the content of the policy and the context of implementation, the same portion of attention. Furthermore, Grindle (in SamodraWibawa*et al*., 1994:22-23) gave an argument that a policy could be implemented only after it had been transformed. Meanwhile, the content of policy might cover the following matters: a) Interests influenced by a policy, b) The type of advantage derived, c) The degree of change desired, d) The status of policymaker, e) Program implementers, and f) Resources yielded. Moreover, the context of implementation included a) Power, interests, and strategy of actors engaged, b) Characteristics of agency and authoritized party, and c) Compliance and responsiveness.

Built upon Grindle's argument and the research findings, in terms of the content of the policy, from the perspective of MSN-approach, implementers had given adequate concerns and apprehension. It implies that in the degree of the context of policy, implementers had implemented the accreditation policy. However, the MSN-approach did not adequately criticize the context of policy implementation when the critique was required to figure out the reasons why the MSN-approach did not correspond to the implementation of accreditation policy adequately due to the poor implementation of MSN-approach. In other words, the MSN-approach was only implemented in the content of the policy and thus abandoned the context. The MSN-approach analysis of the policy implementation indicates that policy constituted a legal product run by the mental component of implementers and operated through a system and network. Nevertheless, our descriptive analysis of respondents' responses revealed that the MSN-approach was partially implemented by implementers when they were implementing the accreditation policy. This fact was mostly due to the contextual conduciveness in which the policy was implemented was futile to create.

Based on the discussion of research findings and theories used, the implementation of accreditation policy by the Training Agency using the MSN-approach model did not affect public service quality. The MSN-approach to the policy implemented was unable to cover the relationship between activities did by implementers and regard it as a context which directed and maintained the activities sustainably. In a specific manner, Grindle (in SamodraWibawa*et al*., 1994:22-23) clarified a subject in relation to a conducive implementation context that an implementation context included a) power, interests, and strategies of actors engaged, b) characteristics of agencies and authoritative, and c) compliance and responsiveness.

Furthermore, Ripley and Franklyn (1986:51) believed there were three measurements in evaluating the success of policy implementation, namely a) the degree of compliance with applicable regulations, b) facility in

the implementation of function routines, and c) the achievement of performance and impact desired. Ripley and Franklyn's argument explicitly showed similarity to Grindle's, especially in the compliance point. Grindle and Ripley and Franklin concluded that compliance determined success in policy implementation. However, Glindlehad a slight difference in terms of compliance he defined as a part of the context of implementation. Implicitly, Ripley and Franklyn admitted the existence of the context of implementation confirmed by Grindle. As such, the MSN-approach to the implementation of accreditation policy had to be not only restricted to the focus on and critiques against mentality, system, and networking. This research conveyed that an implementation context was conduciveness which should be created in order that policy could be effectively implanted, positively impacting public service quality. Meanwhile, Weimer and Vining (1999:396) conveyed there were primary groups which affected a successful program implementation, which were a) the logic of policy, b) the context of policy operated, and c) the ability, motivation, and commitment of policy implementers. Weimer and Vining's statement strengthened the theory that the MSN-approach was weak in terms of relating the critical points of policy implementation, namely mentality, system, and network, to the implementation context. Mentality, system, and network were three variables and the logical consequences of the policy. Therefore, an implementation was regarded as successful if it managed to meet the MSN-approach requirements and was equipped with an implementation context.

From the discussion, it is understood that the effective implementation of accreditation policy was inseparable from the implementation context. Effective implementation would lead to elevated public service quality. Implementers working in the Training Agency of Gorontalo should pay more concerns to the policy implementation context accordingly to improve the public service quality of the Agency.

It has been defined that insignificant effects of the implementation of accreditation policy by the Training Agency on public service quality were due to poor conduciveness brought about by policy implementers or ASN who worked there. It indicates a strong relationship between an increase in public service quality and the implementation of accreditation policy by the Training Agency if implementers also increased conduciveness.

The word 'conduciveness' was derived from the word 'conducive', defined by *KamusBesar Bahasa Indonesia* as giving opportunities, which were supporting in nature, to the desired deliverables. In relation to this literal definition, the implementation of accreditation policy could be optimized if ASN or implementers in the Training Agency realized high conduciveness. However, if such conduciveness was not created, the implementation of accreditation policy would be surely downgraded.

In an organizational context, conduciveness was related to a work climate. According to Miller (1997:128), a work climate was underlying motivational values ofrelationship management and organization. The values were in the form of principles and beliefs, either implicit or explicit, which would influence individuals when they were accomplishing their organizational tasks. Robbins (2003:167) described a work climate as a term used to contain a series of behavioral variables which referred to the beliefs and primary principles regarded as a base of an organizational management system.

Robert Stringer, in Wirawan (2007:131-133), explained the dimensions of organizational climate as follows: 1) Structure: the structure of an organization well reflected what an organization perceived. It had clear roles and responsibilities in an organization. A structure of an organization was considered good if organization members perceived their jobs were well described. In contract, it was considered bad if they found blurred job descriptions and had no idea of who would finish a particular task or who had authority to make a particular decision, 2) Standards: these standards would measure the degree of performance and pride showed by organization members when they were making good accomplishments in their tasks. High standards borne a meaning that organizational members consistently sought solutions to low-performance standards which surely reflected low-performance expectations, 3) Responsibility: it reflected what was perceived by employees that they were "a boss for themselves" and did not require their decisions legitimized by other organizational members. A high responsibility perception indicated that organizational members perceived encouragement of problem-solving, whereas a low responsibility perception indicated that risk-taking and new approach trials were not desired, 4) Appreciation: it indicated that organizational members felt appreciated when making accomplishments. Low appreciation meant inconsistent rewards given to job accomplishments, 5) Support: it implied trust and support consistently given by workgroup members to each other. Support was considered high if all organizational members perceived they belonged to a team which functioned well, and their employer was always available in giving supports whenever having difficulties. Moreover, low support was signified by isolation or discrimination perceived by organizational members, and 6) Commitment: organizational members were proud of their organization and showed loyalty to it. A strong commitment was associated with personal loyalty. Meanwhile, a weak commitment was connected to the apathetic attitude showed by employees to the organization and organizational objectives.

We suggested ASN in the Training Agency of Gorontalo, as policy implementers, leverage the factors of work climate to optimize the impact of the implementation of accreditation policy using the MSN-approach

on public service quality. Also, there was a relationship between the implementation of accreditation policy using the MSN-approach and the elevation of work climate conduciveness. Besides, the work climate as an important factor of policy implementation was supported by the MSN-approach. It would sustain the implementation of accreditation policy, leading to enhanced public service quality in the Training Agency of Gorontalo.

Policy implementation was considered effective if the MSN-approach was successfully applied and the work climate which prompted implementers' performances was realized. Furthermore, a policy implementation as an activity was impossible to be made using the MSN-approach if not supported by the work climate. Additionally, accreditation as a policy in the implementation phase would be restricted at the implementation activity in which implementers could not manage to achieve the accreditation policy objectives. This failure was due to the implementation of the MSN-approach which was oriented to the content of the policy. Indicators of the respective dimensions should be manifested in the three pillars of governance. The MSN-approach should be accompanied by a conducive work climate to optimize policy implementation.
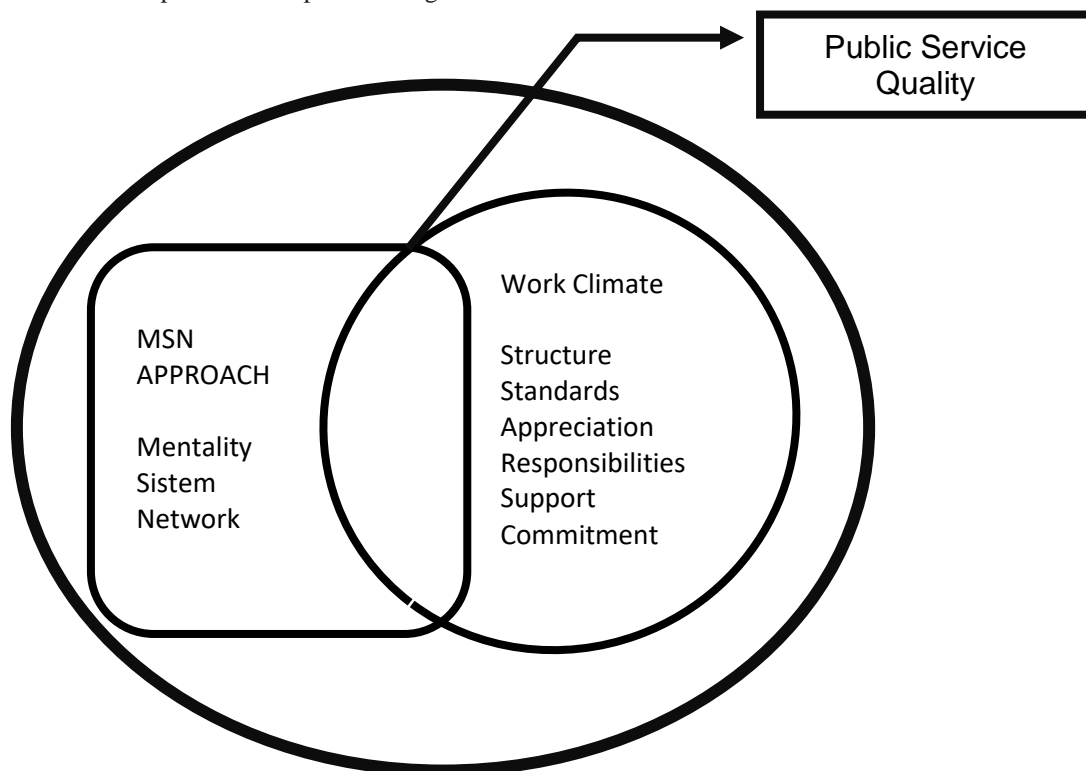
The relationship model is depicted in Figure 1.

Figure 1 The Model of the Relationship between the Implementation of Accreditation Policy by the Training Agency and Public Service Quality

Figure 1 indicates the effect of the implementation of the accreditation policy by the Training Agency on public service quality. We found that besides the MSN-approachas the policy implementation model analyzed, other factors also influenced an effective implementation of accreditation policy by the Training Agency and later public service quality. This statement rested on the research findings that in terms of leveraging public service quality, the implementation of accreditation policy using the MSN-approach model would be optimized if supported by work climate. The MSN-approach model should be thus developed by adding the work climate factor.

V.   CONCLUSION

To sum up, the implementation of the accreditation policy did not have any significant effect on public service quality at the Training Agency of Gorontalo due to poor MSN-approach model application and inconducive work climate.

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