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NPM'S IMPACT ON SERVICE QUALITY: PUBLIC PERCEPTION FROM GRESIK POPULATION AND CIVIL REGISTRATION OFFICE

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ABSTRACT

Purpose: This study aims to examine and analyze the impact of implementing the seven characteristics of New Public Management on the quality of public services at the Population and Civil Registration Office in Gresik Regency.

Methodology/approach: This study uses a quantitative approach. The population used is the entire community of Gresik Regency who have ever received public services at the Gresik Population and Civil Registration Office. The data used is primary data obtained directly from respondents' answers to questionnaires distributed using convenience sampling techniques. The data was analyzed using Structural Equation Modeling (SEM) with a Partial Least Square (PLS) approach using SmartPLS 4.1.0.0 software.

Findings: This study found that Professional Management, Performance Standards and Measures, Output and Outcome Control, Work Unit Division, and Adoption of Business Sector Management Styles have an impact on the Quality of Public Services. Meanwhile, Creating Competition in the Public Sector & Discipline and Resource Savings don't have an impact on the Quality of Public Services.

Practical implications: The implementation of New Public Management needs to be carried out in an integrated and contextual manner, taking into account the readiness of resources and institutions, in order to effectively improve the quality of public services.



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Originality/value: This study focuses on the Population and Civil Registration Office of Gresik Regency and expands variable X into seven variables covering seven characteristics of NPM, which are tested separately. This study also combines Agency Theory and Goal Setting Theory to provide a more comprehensive understanding of the dynamics of public services.

Keywords: Agency Theory; Dikendukcapil; Goal Setting Theory; New Public Management; Quality of Public Services.

ABSTRAK

Tujuan penelitian: Penelitian ini bertujuan untuk menguji dan menganalisis Pengaruh Penerapan 7 Karakteristik New Public Management terhadap Kualitas Pelayanan Publik pada Dinas Kependudukan dan Pencatatan Sipil di Kabupaten Gresik.

Metode/pendekatan: Penelitian ini menggunakan pendekatan kuantitatif. Populasi yang digunakan adalah seluruh masyarakat Kabupaten Gresik yang pernah menerima layanan publik di Dikendukcapil Gresik. Data yang digunakan adalah data primer yang diperoleh secara langsung dari jawaban responden terhadap kuesioner yang telah disebarluaskan menggunakan teknik convenience sampling. Data diolah menggunakan Structural Equation Modelling (SEM) dengan pendekatan Partial Least Square (PLS) menggunakan software SmartPLS 4.1.0.0.

Hasil: Penelitian ini menemukan bahwa Manajemen Profesional, Standar dan Ukuran Kinerja, Pengendalian Output dan Outcome, Pemecahan Unit Kerja, serta Pengadopsian Gaya Manajemen Sektor Bisnis berpengaruh terhadap Kualitas Pelayanan Publik. Sedangkan Menciptakan Persaingan di Sektor Publik & Disiplin dan Penghematan Sumber Daya tidak berpengaruh terhadap Kualitas Pelayanan Publik.

Implikasi praktik: Penerapan New Public Management perlu dilakukan secara terintegrasi dan kontekstual, dengan memperhatikan kesiapan sumber daya dan kelembagaan, agar dapat secara efektif meningkatkan Kualitas Pelayanan Publik.

Orisinalitas/kebaharuan: Penelitian ini fokus pada Dikendukcapil Kabupaten Gresik serta memperluas variabel X menjadi 7 variabel yang mencakup 7 karakteristik NPM dan diuji secara terpisah. Penelitian ini

juga menggabungkan Agency Theory dan Goal Setting Theory untuk memberikan pemahaman lebih komprehensif terhadap dinamika pelayanan publik.

Kata kunci: Agency Theory; Dispendukcapil; Goal Setting Theory; Kualitas Pelayanan Publik; New Public Management.

INTRODUCTION

As one of the Provincial Governments, East Java is one of the provinces known as an industrial center ([Assidikiyah et al., 2021](#)). As a province with economic growth in the industrial sector reaching 29.4% (based on official BPS East Java data), one of the main driving factors is the existence of an industrial estate in one of the districts in East Java, namely Gresik Regency ([Chomariah & Sri, 2023](#)). This area has the advantage of encouraging private sector integration, which plays an important role in creating industrial scale efficiency. Large companies located in Gresik Regency such as PT Semen Gresik, PT Petrokimia Gresik, PT Wilmar Nabati, PT Maspion, and JIPE (Java Integrated Industrial and Port Estate) contribute to the realization of an efficient supply chain, from the production process to distribution and sales. This synergy between sectors accelerates economic growth, making it one of the main pillars in industrial development in East Java ([Khoirunnisa & Maharani, 2024](#)).

In January 2023, published in the JawaPos newspaper, Gresik Regency had received a low Public Service Index (IPP) score in East Java of 57.65 (yellow zone). This Puduk City is in the last place in East Java, namely 38th out of 38 regencies / cities in East Java. This assessment is based on a survey and analysis of the Ombudsman RI based on the results of the 2022 Public Service Supervision Opinion (OPPP) assessment. In this assessment, there are 5 OPDs and 2 Puskesmas in Gresik Regency which are the objects of assessment, namely the Kebomas Health Center, Puskesmas Alun-Alun, the Health Office, the Population and Civil Registration Office, the One-Stop Investment and Integrated Services Office, the Education Office, and the Social Service (Ombudsman RI in JawaPos.com). The Population and Civil Registration Office is one of the Regional Apparatus Organizations (OPD) that obtained the lowest public service index assessment, with a score of 64.37, which reflects the challenges in improving the quality of services to the community. The Population and Civil Registration Office is an agency tasked with exercising regional authority in population administration management. Reporting from the Kompas.com and referring to research by [Hasibah et al. \(2022\)](#), it is stated that The Population and Civil Registration Office services often face various obstacles, such as long lines, limited human resources, or data mismatches. Gresik Regency is also one of the regions in Indonesia that has initiated bureaucratic reform through the application of the New Public Management concept, but still faces various obstacles and problems in its implementation, especially in terms of improving the quality of public services ([Febrihapsari, 2019](#)).

Serving the public is the main focus of public sector organizations. Many expectations and demands for the improvement of public services are increasing in society ([Hamid, 2022](#)). People want services provided by the government to be more transparent, accountable, and free from Corruption, Collusion, and Nepotism practices. Funding is fairer, non-discriminatory, timely, transparent, clear and simpler procedures. With the emergence of

public demands for improving the quality of public services, the government enacted Law Number 25 of 2009 concerning Public Services. Public services are a series of activities aimed at meeting the service needs of every citizen in accordance with laws and regulations regarding goods, services, and/or administrative services organized by the government. Public service is an understanding of the public interest that must be fulfilled and is carried out as a form of government responsibility ([Makhrus et al., 2024](#)). Public sector organizations are often described as unproductive, inefficient, always at a loss, of low quality, lacking innovation and creativity, as well as various other harsh criticisms, and have led to the emergence of the public sector management reform movement ([Destalia & Yulianti, 2019](#)).

In response to demands for quality public services, a paradigm that is relevant to the rapidly growing public sector has emerged, namely the New Public Management reform movement. The term New Public Management was first introduced in 1991 by Christopher Hood which was later abbreviated as NPM ([Mahmudi, 2019](#)). NPM has set targets to provide superior services to public sector organizations that have current efforts to improve the performance of public sector organizations focusing on performance management ([Hood, 1995](#)). The application of the NPM concept has brought drastic changes in public sector management. In other words, there has been a change from the traditional management system that is rigid, bureaucratic, and hierarchical to a public sector management model that is flexible and more adaptable to the market. The application of the NPM concept can be seen as a form of modernization or reform of public management and administration. For two decades, NPM has actively contributed to improving public sector performance through performance mechanisms that aim to measure economy, efficiency, effectiveness, or value for money ([Anshori et al., 2019](#)). The originator of the NPM concept, states that there are seven characteristics of NPM, namely Professional Management, Performance Standards and Performance Measures, Output and Outcome Control, Division of Work Units, Creating Competition in the Public Sector, Adopting Business Sector Management Styles, Discipline and Saving Resources.

Research conducted by [Setyono \(2019\)](#) found that NPM was able to drive significant changes in health services through transparency, effectiveness, efficiency, and a structured division of labor. [Hamid \(2022\)](#) assessed the implementation of the seven characteristics of NPM in the Investment and One-Stop Integrated Service Agency of Makassar City, and found that professional management, performance standards, and competition had been well implemented, although there were still obstacles in the aspects of output and resource savings. [Nela et al. \(2021\)](#) also supported the effectiveness of NPM in achieving good governance in Tabulahan District, despite facing obstacles such as limited human resources and facilities. [Supawanhar et al. \(2024\)](#) emphasized the role of information technology and the integration of risk and performance management as part of NPM-based bureaucratic reform, although classic obstacles such as bribery culture and unclear service mechanisms still arise. [Zahra et al. \(2024\)](#) concluded that although NPM has a positive impact on strengthening strategic management and accountability, its implementation in developing countries such as Indonesia is still constrained by economic instability, corruption, and weak institutional structures. The same thing was emphasized by [Hartati \(2020\)](#), who highlighted that the implementation of NPM has not been evenly distributed across state institutions, with classic bureaucratic obstacles and the unachievement of the third stage of good governance due to the legacy of the old bureaucratic system that is more oriented towards power than public services.

The seven NPM characteristics are tested in this study using agency theory and goal setting theory with the aim of knowing how the application of each of these characteristics affects the quality of public services in local government agencies. In contrast to previous research, this study focuses on the object of the Dispendukcapil of Gresik Regency, while research by [Setyono \(2019\)](#) was conducted at the Health Center / Hospital and [Halimatus \(2022\)](#) at the Investment and One-Stop Integrated Service Office of Jember Regency. In addition, this study uses a quantitative approach, in contrast to the majority of NPM research which tends to use qualitative approaches such as [Adnan et al. \(2024\)](#), [Haryani et al. \(2023\)](#), and [Nela et al. \(2021\)](#). This study also expands the X variable to 7 variables covering 7 NPM characteristics, while [Wardhani & Riharjo \(2021\)](#) research represents these characteristics into 4 variables. This study also adds Goal Setting Theory which is relevant because it supports improving the quality of public services by encouraging the preparation of specific goals that can be measured and achieved in the context of service. The application of NPM with a focus on results and efficiency, and in order to improve the quality of public services is in line with the application that can improve the quality of public services through achieving clear goals and improving employee performance.

New Public Management emphasizes the importance of professional leadership of public organizations. In this context, public managers are given the freedom and discretion to lead the organization in an accountable manner. Therefore, professional management must not only define clear job descriptions, but also determine the limits of the main tasks and main functions [Hood \(1995\)](#). Associated with agency theory, incompetent or unprofessional agents can cause a decrease in the quality of public services. [Pratiwi et al. \(2024\)](#) states that professionalism is related to the ability of officials to work innovatively and have a high work ethic, which ultimately has a real impact on improving the quality of public services. Research by [Pratiwi et al. \(2024\)](#), [lafau Weni \(2024\)](#), and [Kabhe \(2022\)](#) shows that professional management has a positive influence on the quality of public services.

H₁: Professional Management has a positive effect on Public Service Quality.

New Public Management emphasizes the importance of organizations having well-defined performance goals and objectives. Setting performance standards aims to ensure optimal implementation and high-value results ([Hood, 1995](#)). Meanwhile, performance measures are used to evaluate success in achieving organizational goals and desired performance. Performance standards and measures are an important foundation in determining the quality of public services, serving as a guide in the process of planning, implementing, monitoring, and evaluating services ([Pananrangi & Nippi, 2021](#)). Attributed to Goal Setting Theory, the existence of performance standards and measures provides clarity on the targets to be achieved, reduces ambiguity, and ensures efficiency in carrying out tasks. The results of research conducted by [Irawan et al. \(2023\)](#), [Zailani & Astuti \(2023\)](#), and [Manenake et al. \(2019\)](#) found that the existence of performance standards and measures in an organization has a positive influence on public service quality.

H₂: Performance Standards and Measures have a positive effect on Public Service Quality.

New Public Management emphasizes the importance of mobilizing and coordinating all organizational resources to achieve performance goals, with a primary focus on outcomes rather than policies alone. In this approach, attention is directed towards controlling outputs and outcomes rather than controlling inputs ([Hood, 1995](#)). Outputs refer to the direct results of programs or activities, while outcomes relate to the long-term impacts or benefits felt by the community. Output control plays a role in improving the efficiency of public services by

ensuring optimal use of resources according to targets. Well-measured outcomes support policy effectiveness, encouraging public agencies to understand community needs and develop relevant programs, resulting in higher quality services. In relation to Agency Theory, output and outcome measurement helps principals monitor agent performance quantitatively. This reduces the risk of moral hazard, because agents are required to show real results (outputs) and meet predetermined outcome targets. Research by [Hamid \(2022\)](#) and [PPID Diskominfo Jateng \(2019\)](#) shows that output and outcome control has a positive influence on improving the quality of public services.

H₃: Output and Outcome Control has a positive effect on Public Service Quality.

The concept of New Public Management requires organizations to be divided into work units. The separation of work units aims to increase responsiveness and flexibility, which in turn can improve the quality of public services. By forming work units, each unit can develop certain specializations, thereby increasing expertise and efficiency in service delivery ([Muljawan, 2019](#)). Smaller units are also easier to monitor and evaluate, which supports accountability in public services. In relation to Goal Setting Theory, each separate unit will be given specific targets according to its function. This approach helps employees understand their priorities, increases motivation, and maximizes the use of resources to achieve goals. The results of research conducted by [Supawanhar et al. \(2024\)](#) and [Zahra et al. \(2024\)](#) found that the separation of work units in the public sector has a positive influence on the quality of public services.

H₄: Work Unit Divisions have a positive effect on Public Service Quality.

New Public Management principles state that public sector organizations should adopt market mechanisms and establish competition. The purpose of this competition is to reduce costs. Therefore, contracting mechanisms and competitive bidding processes were introduced to reduce costs and improve quality and privatization ([Hood, 1995](#)). Some public services can be transferred to the private sector if the sector is able to reduce costs and provide higher quality services. Competing institutions tend to strive to optimize the use of resources in order to provide better services ([Fatyandri et al., 2023](#)). This encourages them to adopt best practices. In relation to Goal Setting Theory, creating competition between agencies or among public service providers can motivate employees to set more ambitious goals and work harder to achieve them. Research by [Nugrahani \(2023\)](#) and [Akatwijuka & Propper \(2024\)](#) shows that creating competition in the public sector has a positive influence on improving the quality of public services.

H₅: Creating Competition in the Public Sector has a positive effect on Public Service Quality.

New Public Management is based on the assumption that management practices in the private sector are considered superior to those in the public sector. Therefore, adopting management styles from the business sector is expected to improve the quality of management in the public sector ([Hood, 1995](#)). The adoption of business management style in the public sector is rooted in the need to overcome traditional weaknesses in public bureaucracy, such as slow and convoluted processes, lack of innovation in service delivery, greater focus on procedures rather than results. The business management style offers a more results-oriented approach, with principles such as optimizing resources to produce better services, positioning citizens as customers who must be satisfied ([Afdhal et al., 2022](#)). In relation to Goal Setting Theory, setting clear and challenging goals in the public sector, as in the business sector, can motivate employees to work harder and more productively. This is

important because service quality is highly dependent on the performance of human resources. The results of research conducted by [Putri & Pramudiana \(2024\)](#), [Safi & Mahmood \(2021\)](#), and [Felicio et al. \(2021\)](#) found that adopting a business sector management style in the public sector has a positive influence on the quality of public services.

H₆: The adoption of the Business Sector Management Style has a positive effect on the Quality of Public Services.

The concept of New Public Management emphasizes the importance of public sector organizations to manage resources economically and efficiently. This approach enables cost savings, improved employee discipline, and the implementation of activities that support improved service quality at a lower cost ([Hood, 1995](#)). Disciplined employees tend to comply with designed work procedures, including efficiency measures in resource utilization. Conversely, saving resources can foster a sense of responsibility and work discipline, because employees are more aware of the importance of using limited funds or facilities optimally ([Hijriah et al., 2025](#)). With measurable performance and effective resource savings, the community will enjoy faster, more targeted and adequate services. In relation to Agency Theory, principals often set budget or resource limits as a form of control over agents. Resource savings ensure that agents optimize their use, prevent waste, and increase efficiency in public services. Research by [Yuliawaty \(2023\)](#) and [Suryadin & Badar \(2023\)](#) shows that discipline and resource savings have a positive influence on the quality of public services.

H₇: Discipline and Resource Savings have a positive effect on Public Service Quality.

METHOD

This study uses a quantitative approach, which refers to research based on positivism philosophy. The population used in this study is all residents of Gresik Regency who have received public services at The Population and Civil Registration Office Gresik. The reason for using Dispendukcapil as the object of this study is because Dispendukcapil is one of the Regional Apparatus Organizations (OPD) that received the lowest public service index score, with a score of 64.37 (Ombudsman RI in JawaPos.com). This study uses non-probability sampling techniques with the convenience sampling method. Convenience sampling is a sampling technique based on chance, meaning selecting respondents who are encountered by chance. In this context, the sample consists of residents of Gresik Regency who have used public services at The Population and Civil Registration Office Gresik. This method was used because the researcher did not have accurate data on the total population being studied. This limitation arose due to the unavailability of relevant and accurate data on the number of residents of Gresik Regency who had received public services at The Population and Civil Registration Office Gresik. [Hair et al. \(2019\)](#) suggest that the minimum representative sample size can be calculated by multiplying the number of indicators by 5 to 10. In this study, there are 29 indicators, so the sample calculation is $n = (29 \times 5)$ to (29×10) , resulting in a range of 145-290 samples that can be used to represent the population.

The data source used is primary data, which is data obtained directly by researchers related to specific variables to fulfill the research objectives ([Abdillah & Hartono, 2015](#)). The primary data in this study were obtained from respondents' answers to the questionnaire that had been distributed. This study used a questionnaire survey method as a data collection technique. The questionnaire was distributed directly at the Gresik Population and Civil Registration Office, as well as online using a Google Form link via social media. The

indicators used to measure public service quality are [Zeithaml et al. \(1990\)](#), which is also recognized by the Indonesian Ombudsman, and the SERVQUAL model features 10 dimensions, namely tangible, reliable, responsiveness, competence, courtesy, credibility, security, access, communication, and understanding to customer. To measure each of the seven variables of new public management characteristics, indicators adapted from [Hood \(1991\)](#), the originator of the concept of new public management, were used. This study uses the Structural Equation Modelling (SEM) data analysis method with a Variance Based approach, known as Partial Least Square (PLS). PLS model testing consists of an outer model and an inner model. Data processing was performed using SmartPLS software version 4.1.0.0.

RESULTS AND DISCUSSION

Convergent Validity Test

Convergent validity is considered to be fulfilled if the loading factor value for each construct against the indicator is greater than 0.7, and the AVE value for each construct exceeds 0.5.

Variable	Indicator	Loading Factor	AVE
Public Services Quality	PP1	0,731	0,638
	PP2	0,737	
	PP3	0,766	
	PP4	0,842	
	PP5	0,831	
	PP6	0,788	
	PP7	0,801	
	PP8	0,863	
	PP9	0,812	
	PP10	0,804	
Professional Management	MP1	0,872	0,715
	MP2	0,896	
	MP3	0,763	
Performance Standards and Measures	SUK1	0,909	0,818
	SUK2	0,901	
Output and Outcome Control	POO1	0,834	0,682
	POO2	0,812	
	POO3	0,831	
Work Unit Divisions	UK1	0,887	0,807
	UK2	0,910	
Creating Competition in the Public Sector	PSP1	0,862	0,700
	PSP2	0,855	
	PSP3	0,791	
Adoption of Business Sector Management Styles	MSB1	0,881	0,720
	MSB2	0,848	
	MSB3	0,815	
Discipline and Resource Savings	DSD1	0,883	0,736
	DSD2	0,822	
	DSD3	0,868	

Table 1.
Convergent Validity Test

Based on the table 1, it can be seen that all loading factor values for each indicator are greater than 0.7. The AVE values for each variable are also greater than 0.5. This indicates that all indicators and variables in this research model have met convergent validity, so that all indicators and variables can be used as data in testing the research hypothesis.

Discriminant Validity

This test uses cross-loading parameters, whereby the model is considered valid if the indicator does not have a higher correlation with other variables than with its own variable. In addition, discriminant validity can also be assessed by comparing the AVE root using Fornell Larcker parameters from a variable with the correlation between that variable and other variables.

	PP	MP	SUK	POO	UK	PSP	MSB	DSD
PP1	0,731	0,523	0,522	0,497	0,425	0,474	0,566	0,312
PP2	0,737	0,537	0,522	0,561	0,489	0,507	0,554	0,343
PP3	0,766	0,460	0,569	0,531	0,465	0,434	0,506	0,362
PP4	0,842	0,540	0,620	0,616	0,548	0,514	0,591	0,398
PP5	0,831	0,588	0,586	0,571	0,509	0,583	0,574	0,358
PP6	0,788	0,477	0,559	0,509	0,573	0,455	0,544	0,383
PP7	0,801	0,565	0,571	0,518	0,496	0,551	0,632	0,364
PP8	0,863	0,630	0,655	0,641	0,541	0,577	0,612	0,361
PP9	0,812	0,533	0,580	0,615	0,498	0,524	0,550	0,338
PP10	0,804	0,565	0,533	0,595	0,520	0,501	0,567	0,365
MP1	0,579	0,872	0,555	0,526	0,385	0,495	0,538	0,218
MP2	0,662	0,896	0,605	0,592	0,452	0,570	0,579	0,294
MP3	0,460	0,763	0,480	0,427	0,346	0,442	0,424	0,175
SUK1	0,662	0,609	0,909	0,528	0,566	0,517	0,551	0,366
SUK2	0,636	0,567	0,901	0,595	0,538	0,551	0,577	0,370
POO1	0,578	0,526	0,542	0,834	0,330	0,414	0,506	0,246
POO2	0,566	0,471	0,500	0,812	0,354	0,461	0,511	0,310
POO3	0,613	0,528	0,494	0,831	0,508	0,563	0,517	0,311
UK1	0,538	0,355	0,465	0,367	0,887	0,474	0,457	0,360
UK2	0,601	0,483	0,624	0,496	0,910	0,576	0,503	0,414
PSP1	0,561	0,470	0,512	0,476	0,566	0,862	0,499	0,388
PSP2	0,527	0,515	0,508	0,455	0,524	0,855	0,508	0,318
PSP3	0,524	0,520	0,460	0,532	0,378	0,791	0,506	0,319
MSB1	0,687	0,641	0,577	0,578	0,511	0,608	0,881	0,361
MSB2	0,559	0,500	0,580	0,526	0,438	0,488	0,848	0,356
MSB3	0,556	0,398	0,421	0,466	0,404	0,418	0,815	0,304
DSD1	0,425	0,276	0,393	0,324	0,388	0,323	0,379	0,883
DSD2	0,290	0,158	0,260	0,247	0,305	0,287	0,257	0,822
DSD3	0,416	0,257	0,369	0,317	0,403	0,430	0,375	0,868

Table 2.
Cross Loading

Source: processed data (2025)

	PP	MP	SUK	POO	UK	PSP	MSB	DSD
PP	0,799							
MP	0,277	0,846						
SUK	0,402	0,614	0,905					
POO	0,350	0,616	0,620	0,826				

Table 3.
Fornell Larcker

UK	0,449	0,680	0,714	0,710	0,898		
PSP	0,410	0,599	0,602	0,583	0,643	0,837	
MSB	0,407	0,650	0,623	0,620	0,717	0,590	0,849
DSD	0,432	0,470	0,535	0,484	0,635	0,587	0,858

Source: processed data (2025)

Based on Table 2, it can be seen that the cross-loading values in the correlation of each indicator with other variables do not exceed the variable itself. The average value of each indicator is greater than 0.7. Table 3 shows that the AVE root of each variable is greater than the correlation with other variables. Therefore, it can be concluded that all variables and indicators meet the discriminant validity test parameters, so they can be considered valid and used as data in testing the hypotheses of this study.

Reliability Testing

This test uses two main parameters, namely Cronbach's alpha and composite reliability, which are considered reliable if their values exceed 0.7. If both parameters are greater than 0.7, the research model is considered reliable.

Variable	Cronbach's Alpha	Composite Reliability
Public Services Quality (PP)	0,936	0,946
Professional Management (MP)	0,801	0,882
Performance Standards and Measures (SUK)	0,778	0,900
Output and Outcome Control (POO)	0,766	0,865
Work Unit Divisions (UK)	0,762	0,893
Creating Competition in the Public Sector (PSP)	0,785	0,875
Adoption of Business Sector Management Styles (MSB)	0,806	0,885
Discipline and Resource Savings (DSD)	0,823	0,893

Table 4.
Reliability Test

Source: processed data (2025)

Based on Table 4, all variables in this study have Cronbach's Alpha and Composite Reliability values exceeding 0.7. This indicates that the data and measurement instruments have met the reliability criteria.

Structural Model Testing (Inner Model)

This study applied a two-tailed test with a significance level of 5% (alpha 0.05). The research hypothesis was accepted if the t-statistic value was greater than 1.96, while if the t-statistic value was less than 1.96, the research hypothesis was rejected.

Variable	Original Sample (β)	t-statistics	P-values	Conclusion
MP -> PP	0,165	2,397	0,017	H ₁ Accepted
SUK -> PP	0,172	2,317	0,021	H ₂ Accepted
POO -> PP	0,236	3,577	0,000	H ₃ Accepted
UK -> PP	0,163	3,038	0,002	H ₄ Accepted
PSP -> PP	0,052	0,733	0,464	H₅ Rejected

Table 5.
Path Coefficient

MSB -> PP	0,211	2,995	0,003	H ₆ Accepted
DSD -> PP	0,074	1,692	0,091	H₇ Rejected

Source: processed data (2025)

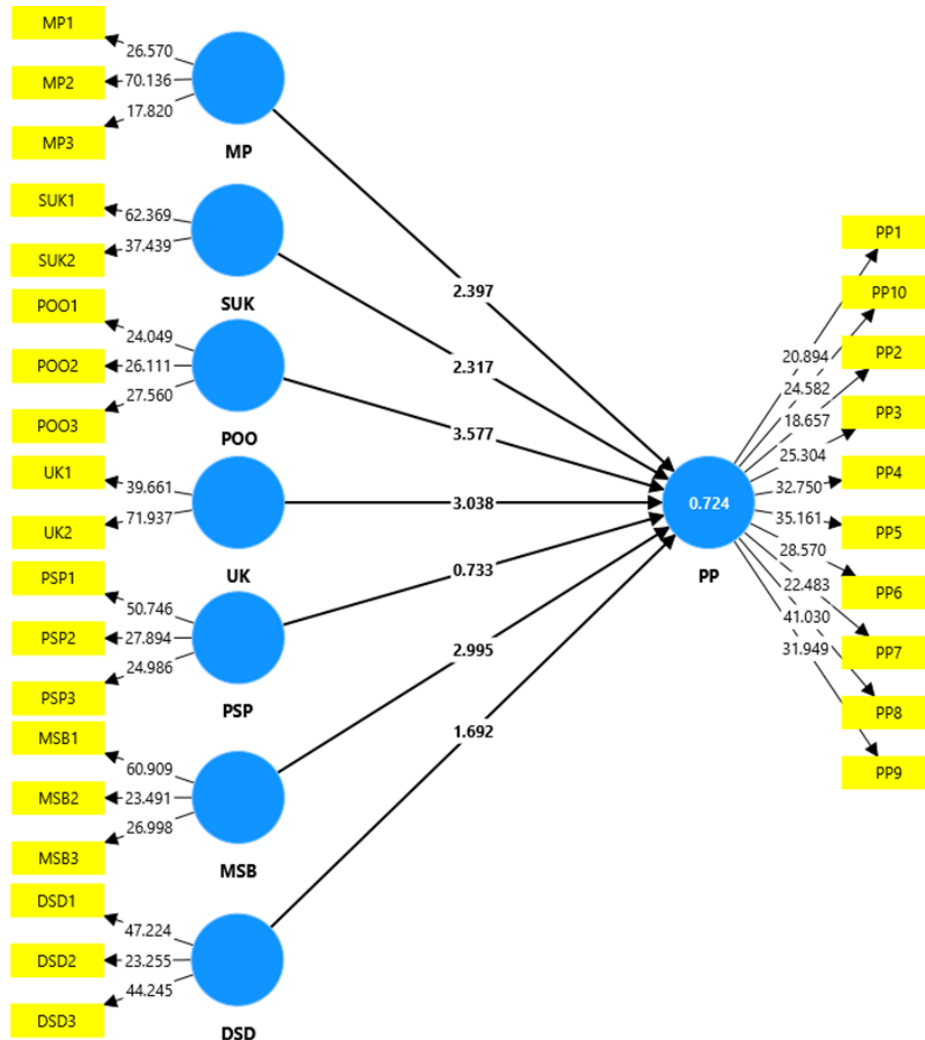


Figure 1.
Structural
Model of
Inner Model
Testing

Source: processed data (2025)

Based on the table above, the results of hypothesis testing in this study can be summarized as follows:

Hypothesis 1 states that the Professional Management (MP) variable has a positive effect on Public Service Quality (PP). Based on the results in Table 5, it is known that the beta (β) value is 0.165 and is positive. The t-statistic value is 2.397, greater than 1.96, and the p-value is recorded as 0.017, less than 0.05. This indicates that Professional Management has a positive influence on Public Service Quality. Therefore, it can be concluded that Hypothesis 1 is accepted.

Hypothesis 2 states that the Performance Standards and Measures (SUK) variable has a positive effect on Public Service Quality (PP). Based on the results in Table 5, it is known that the beta (β) value is 0.172 and is positive. The t-statistic value is 2.317, greater than 1.96, and the p-value is 0.021, less than 0.05. This indicates that Performance Standards and

Measures have a positive influence on Public Service Quality. Therefore, it can be concluded that Hypothesis 2 is accepted.

647

Hypothesis 3 states that the Output and Outcome Control (POO) variable has a positive effect on Public Service Quality (PP). Based on the results in Table 5, it is known that the beta (β) value is 0.236 and is positive. The t-statistic value is 3.577, greater than 1.96, and the p-value is 0.000, less than 0.05. This indicates that Output and Outcome Control has a positive influence on Public Service Quality. Therefore, it can be concluded that Hypothesis 3 is accepted.

Hypothesis 4 states that the Work Unit Divisions (UK) variable has a positive effect on Public Service Quality (PP). Based on the results in Table 5, it is known that the beta (β) value is 0.163 and is positive. The t-statistic value is 3.038, greater than 1.96, and the p-value is 0.002, less than 0.05. This indicates that Work Unit Divisions has a positive influence on Public Service Quality. Therefore, it can be concluded that Hypothesis 4 is accepted.

Hypothesis 5 states that the variable Creating Competition in the Public Sector (PSP) has a positive effect on Public Service Quality (PP). Based on the results in Table 5, it is known that the beta (β) value is 0.052 and is positive. The t-statistic value is 0.733, less than 1.96, and the p-value is 0.464, greater than 0.05. This indicates that Creating Competition in the Public Sector does not have a significant effect on Public Service Quality. Therefore, it can be concluded that Hypothesis 5 is rejected.

Hypothesis 6 states that the variable Adoption of Business Sector Management Style (MSB) has a positive effect on Public Service Quality (PP). Based on the results in Table 5, it is known that the beta (β) value is 0.211 and positive. The t-statistic value is 2.995, greater than 1.96, and the p-value is 0.003, less than 0.05. This indicates that the adoption of business sector management style has a positive influence on public service quality. Therefore, it can be concluded that Hypothesis 6 is accepted.

Hypothesis 7 states that the Discipline and Resource Savings (DSD) variable has a positive effect on Public Service Quality (PP). Based on the results in Table 5, it is known that the beta (β) value is 0.074 and is positive. The t-statistic value is 1.692, less than 1.96, and the p-value is 0.091, greater than 0.05. This indicates that Discipline and Resource Savings does not have a significant effect on Public Service Quality. Therefore, it can be concluded that Hypothesis 7 is rejected.

The Influence of Professional Management on Public Service Quality

Hypothesis 1 in this study states that professional management has a positive influence on public service quality. Based on the results of the hypothesis test, hypothesis 1 is accepted. This means that the more professional management is applied in a public organization, the better the quality of service provided to the community. This finding is in line with the results of previous studies conducted by [Pratiwi et al. \(2024\)](#), [Weni \(2024\)](#), and [Kabhe \(2022\)](#), who also found that professional management has a positive effect on public service quality.

In relation to agency theory, competent or professional agents can cause a increase in public service quality. New Public Management emphasizes the importance of professional leadership in public organizations. In this context, public managers are given the freedom and flexibility to lead organizations in an accountable manner. Therefore, professional management must not only define clear job descriptions but also determine the boundaries of core tasks and primary functions ([Hood, 1995](#)). To ensure effective, efficient, and satisfactory public services, there is a need to enhance the professionalism of government

employees. [Pratiwi et al. \(2024\)](#) states that professionalism is related to the ability of officials to work innovatively and have a high work ethic, which ultimately has a real impact on improving the quality of public services. The better the implementation of professional management in the public sector, the higher the level of public satisfaction with service management, which ultimately improves service quality ([Kabhe, 2022](#)). Professionalism encompasses reliability in performing tasks with high quality, timely delivery, accuracy, and procedures that are easy to understand.

The Influence of Performance Standards and Measures on Public Service Quality

Hypothesis 2 in this study states that Performance Standards and Measures have a positive influence on Public Service Quality. Based on the results of the hypothesis test conducted, hypothesis 2 is accepted. This means that the clearer and more measurable the standards and performance indicators used in public services are, the higher the quality of services provided to the community. This finding is consistent with previous research conducted by [Irawan et al. \(2023\)](#), [Zailani \(2023\)](#), and [Mananeke \(2019\)](#), who also found that Standards and Performance Measures have a positive effect on Public Service Quality.

Linked to Goal Setting Theory, the existence of standards and performance measures provides clarity on the targets to be achieved, reduces ambiguity, and ensures efficiency in task implementation. New Public Management emphasizes the importance of organizations having well-defined goals and performance targets. The establishment of performance standards aims to ensure optimal implementation and high-value outcomes ([Hood, 1995](#)). Meanwhile, performance measures are used to evaluate success in achieving organizational goals and desired performance. Performance standards and measures are an important foundation in determining the quality of public services, serving as a guide in the planning, implementation, monitoring, and evaluation of services ([Pananrangi, 2021](#)). Performance standards are benchmarks set to reflect the expected level of service in order to determine the extent to which clear and measurable goals have been achieved. The existence of performance standards and measures within an organization has a positive impact on service quality ([Zailani, 2023](#)). These standards enable public organizations to maintain consistency and alignment of services with community needs. When these standards are applied consistently, it builds public trust in service provider institutions. Conversely, the absence of clear standards can lead to uneven, slow, or even discriminatory public services ([Mananeke, 2019](#)).

The Effect of Output and Outcome Control on Public Service Quality

Hypothesis 3 in this study states that Output and Outcome Control has a positive effect on Public Service Quality. Based on the results of the hypothesis test, hypothesis 3 is accepted. This means that the better a government agency controls, manages, and monitors the output and outcome of its activities, the higher the quality of public services it can provide to the community. This finding is in line with the results of previous studies conducted by [Hamid \(2022\)](#) and [Nababan \(2020\)](#), who also found that output and outcome control has a positive effect on public service quality.

In relation to Agency Theory, measuring outputs and outcomes helps principals monitor the performance of agents quantitatively. This reduces the risk of moral hazard, as agents are required to demonstrate tangible results (outputs) and meet predetermined outcome targets. New Public Management emphasizes the importance of mobilizing and coordinating all organizational resources to achieve performance goals, with a primary focus on results rather than policy alone ([Hood, 1995](#)). In this approach, attention is directed toward controlling

outputs and outcomes rather than inputs. Outputs refer to the direct results of programs or activities carried out, such as the number of documents successfully processed. Conversely, outcomes relate to the long-term impacts or benefits felt by the community, such as increased satisfaction with public services. Output control plays a role in improving the efficiency of public services by ensuring the optimal use of resources in line with targets. Meanwhile, well-measured outcomes support policy effectiveness, encouraging public agencies to understand community needs and develop relevant programs, thereby producing higher quality services. To achieve optimal public services, a balance between the two is needed ([Kurniawati et al., 2022](#)). An excessive focus on output can result in many activities but minimal impact, while attention focused solely on outcomes without output control can lead to inefficient or difficult-to-evaluate programs. The quality of public services will improve if output control ensures the efficiency of program implementation, while outcome control guarantees real benefits for the community ([Hamid, 2022](#)).

The Effect of Work Unit Division on Public Service Quality

Hypothesis 4 in this study states that Work Unit Division has a positive effect on Public Service Quality. Based on the results of the hypothesis test conducted, hypothesis 4 is accepted. This means that the more precise and effective the process of work unit division in a public organization, the more likely the quality of service to the community will improve. This finding is in line with the results of previous studies conducted by [Supawanhar \(2024\)](#) and [Zahra et al. \(2024\)](#), who also found that work unit restructuring has a positive effect on public service quality.

In relation to Goal Setting Theory, each separate unit is given specific targets according to its function. This approach helps employees understand their priorities, boost motivation, and maximize resource utilization to achieve objectives. The concept of New Public Management requires organizations to be divided into work units. The primary purpose of this division is to enhance efficiency and reduce delays caused by bureaucracy ([Hood, 1995](#)). The separation of work units aims to increase responsiveness and flexibility, which can ultimately improve the quality of public services. By forming work units, each unit can develop specific specializations, thereby increasing expertise and efficiency in service delivery ([Muljawan, 2019](#)). Smaller and more specific work units allow employees to focus on specific tasks and services, improving expertise and service outcomes ([Supawanhar, 2024](#)). With a clearer division of responsibilities, the performance of each unit is easier to monitor, thereby minimizing the potential for negligence or deviation. It also facilitates adaptation to the ever-changing needs of the community.

The Effect of Competition in the Public Sector on the Quality of Public Services

Hypothesis 5 in this study states that creating competition in the public sector has a positive effect on the quality of public services. Based on the results of the hypothesis test, hypothesis 5 was rejected. This means that the creation of competition in the public sector has not been proven to significantly improve the quality of public services. This finding is inconsistent with the results of studies conducted by [Nugraha et al. \(2024\)](#) and [Akatwijuka \(2024\)](#), who found that creating competition in the public sector has a positive effect on the quality of public services. It is stated that with competitive mechanisms in place, government agencies are encouraged to innovate and improve efficiency, which in turn can increase public satisfaction. When institutions compete to attract public attention, they are more likely and more focused on listening to feedback and meeting public needs, thereby increasing customer satisfaction ([Akatwijuka, 2024](#)).

The results of this study support previous research by [Sarjayadi \(2023\)](#) and [Narsa \(2018\)](#), which found that creating competition in the public sector does not significantly affect the quality of public services. It is explained that creating competition without adequate institutional support, related to human resources, information technology, and accountability, is insufficient to drive service quality improvement. Although the New Public Management approach promotes the application of market mechanisms and inter-agency competition to enhance efficiency and quality ([Hood, 1995](#)), field evidence shows that competition does not automatically lead to service improvements. In the context of Goal Setting Theory, it is true that clear and challenging goals can increase motivation and performance, but if the goals set are too narrow, such as focusing solely on service speed, this can actually reduce substantial quality. Field studies support this, for example, in research conducted in Sidoarjo by [Putri & Pramudiana \(2024\)](#) and by [Aviery & Nielwaty \(2024\)](#) in Pekanbaru, it was found that while service became faster, aspects such as empathy, clarity of information, and service guarantees remained low.

At the Gresik Population and Civil Registration Office itself, digitalization of services such as online queuing has not fully addressed public complaints regarding the clarity of processes and system accessibility. In fact, many public services have created opportunities for bribery or the use of intermediaries, which clearly contradicts the spirit of healthy competition. Research in various regions also highlights limitations in human resources, inadequate technological infrastructure, and regulatory burdens as the main obstacles to improving quality, which cannot be resolved solely by promoting competition among work units ([Fatyandri et al., 2023](#)). Therefore, it can be concluded that competition within public institutions is not a guarantee of improved service quality. Competition without institutional capacity building, transparency, and integrated oversight systems risks distorting incentives and reducing service quality ([Putri & Pramudiana, 2024](#)). If the Gresik Population and Civil Registration Office wishes to implement a competition mechanism to improve the quality of public services, this must be preceded by strengthening institutional capacity, integrating the supervision system, strengthening bureaucratic integrity, and developing human resource capacity. Without these measures, the implementation of competition risks causing distortions in services and failing to achieve the desired service quality.

The Effect of Adopting Business Sector Management Styles on Public Service Quality

Hypothesis 6 in this study states that the adoption of business sector management styles has a positive effect on public service quality. Based on the results of the hypothesis test conducted, hypothesis 6 is accepted. This means that the more principles and management styles adopted from the business sector into public sector organizations, the higher the quality of public services provided to the community. This finding is in line with the results of previous studies conducted by [Putri & Pramudiana \(2024\)](#), [Safi \(2022\)](#), and [Felicio, et al. \(2021\)](#), who also found that the adoption of business sector management styles has a positive effect on public service quality.

In relation to Goal Setting Theory, setting clear and challenging goals in the public sector, as in the business sector, can motivate employees to work harder and more productively. This is important because the quality of service depends heavily on human resource performance. New Public Management is based on the assumption that management practices in the private sector are considered superior to those applied in the public sector. Therefore, adopting a business management style is expected to improve the quality of management in the public sector ([Hood, 1995](#)). The adoption of a business management style in the public

sector stems from the need to address traditional weaknesses in public bureaucracy, such as slow and cumbersome processes, a lack of innovation in services, and a greater focus on procedures than results. Business management styles offer a more results-oriented approach, with principles such as optimizing resources to produce better services, positioning citizens as customers who must be satisfied, and setting clear performance indicators to evaluate program effectiveness ([Afdhal, 2023](#)). By adopting a business management style, the government becomes more responsive to the needs of the community, similar to how companies respond to customer needs. Business management principles also help reduce budget waste without compromising service quality ([Felicio, 2021](#)). The public sector must maintain its primary goal of serving the public fairly and equitably, while benefiting from the principles of efficiency and innovation offered by the business sector.

The Effect of Discipline and Resource Savings on Public Service Quality

Hypothesis 7 in this study states that Discipline and Resource Conservation have a positive effect on Public Service Quality. Based on the results of the hypothesis test conducted, hypothesis 7 was rejected. This means that resource conservation has not been proven to significantly improve public service quality. This finding is inconsistent with the results of studies conducted by [Yuliawaty \(2023\)](#) and [Suryadin \(2022\)](#), who found that Discipline and Resource Conservation have a positive effect on Public Service Quality. It is stated that by implementing resource conservation, public institutions can allocate funds and labor more efficiently to programs that directly impact the community ([Suryadin, 2022](#)). For example, if an institution can reduce operational costs, the funds saved can be used to improve facilities or employee training, which in turn will enhance service quality.

The results of this study support previous research by [Muwardi & Sukmana \(2023\)](#), [Bagaviki & Bushati \(2024\)](#), and [Yulanda & Adnan \(2023\)](#), which found that resource conservation does not significantly affect the quality of public services. Although the New Public Management (NPM) approach conceptually emphasizes the importance of efficiency and resource savings in improving public service quality ([Hood, 1995](#)), the research findings at the Gresik Population and Civil Registration Office indicate that resource savings do not necessarily have a positive impact on public service quality. The assumption that efficient use of resources will result in better services does not align with field realities, which show the opposite outcome. Excessively strict resource savings can actually create a trade-off in terms of service effectiveness ([Yuliawaty, 2023](#)). For example, in an effort to minimize operational costs, agencies may reduce operating hours, cut contract staff, or limit the use of important facilities such as printers and administrative software. As a result, workloads increase, service times become longer, and the public experiences a decline in service quality, as reflected in complaints about long queues and delays in printing population documents. From the perspective of Goal Setting Theory, effective work objectives must be specific, measurable, achievable, relevant, and time-bound (SMART). However, extreme resource savings at the Gresik Population and Civil Registration Office hinder the achievement of these goals, as limited facilities and infrastructure make the set service targets unrealistic. The mismatch between the desired goals and actual capacity reduces employee motivation and causes goal frustration ([Latham, 2011](#)).

Research by [Yulanda & Adnan \(2023\)](#) in other local public service sectors also indicates that budget efficiency does not always positively correlate with service quality, especially if implemented without strategic planning and organizational capacity building. Research by [Bagaviki & Bushati \(2024\)](#) also emphasizes that efficiency must be balanced with adequate facilities and human resources to maintain optimal service quality. Thus, the rejection of this

hypothesis reflects the reality that resource savings are not the only indicator of service quality improvement. Instead, quality public services require synergy between efficiency, effectiveness, facility availability, and employee motivation and work capacity. Excessive focus on savings can be counterproductive if not accompanied by comprehensive strategic management.

CONCLUSION

This study found empirical evidence that Professional Management, Performance Standards and Measures, Output and Outcome Control, Work Unit Division, and the Adoption of Business Sector Management Styles influence the Quality of Public Services at the Population and Civil Registration Office of Gresik Regency. Conversely, this study did not find that Creating Competition in the Public Sector and Resource Savings influence the Quality of Public Services. It can be concluded that of the seven characteristics of New Public Management (NPM) applied in the Population and Civil Registration Office of Gresik Regency, not all consistently have a positive influence on the Quality of Public Services. This indicates that the implementation of NPM principles cannot be done partially or mechanically but must be adapted to institutional capacity, resource readiness, and the institutional context. Thus, the success of NPM implementation in improving public service quality heavily depends on the integration of reform elements and the readiness of adequate supporting systems.

The limitations of this study are that the scope of the research is limited to one agency, namely the Population and Civil Registration Office in Gresik Regency, so the results cannot be generalized to other public service agencies. In addition, the researchers did not have accurate data on the total population of users of the Gresik Population and Civil Registration Office services. Therefore, the sample size was determined based on the principle of ten times the number of indicators in SEM-PLS analysis. Although the sample size collected falls into the large category, the researcher assesses that the sample does not fully represent the entire population. The recommendation for future researchers is that future studies should not be limited to a single agency, such as the Gresik District Population and Civil Registration Office, but should also include other public service agencies in various regions. This aims to make the research results more varied and able to provide a broader picture of the phenomenon being studied, as well as to increase the level of generalization of the overall research results. To obtain more representative results, future research is also expected to access more accurate data on the number of service users. This can be done by collaborating with or requesting permission from the relevant agencies, or by using proxy data owned by the agencies to obtain accurate information on the number of service users.

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