SERVICE QUALITY MEASUREMENT OF AGRICULTURAL EXTENSION IN KPSDMP-KP REGENCY OF GARUT

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Abstract

Quality of agricultural extension is as one of important performance indicator for the agricultural extension of KPSDMP-KP of Garut Regency. This survey method research was aimed to know the quality of agricultural extension's performance and performance in KPSDMP-KP of Garut Regency. The result of score categorizing at Zeithaml theory application, et.al (1990) showed that assurance dimension got the lowest score from the respondents. Therefore, service quality improvement is better started from improving the indicator of this dimension former. Then, change is done gradually or in parallel at the dimensions of reliability, tangible, responsiveness and empathy. It is expected that it can improve the performance of agricultural extension in KPSDMP-KP in Garut Regency.

Keywords: counseling of agriculture, performance measurement, service quality

1.   INTRODUCTION

Agricultural extension is an important factor that determines the success of agriculture development in Indonesia. In this local autonomy era when the approach applied in the past were forced and not relevant to be applied now. The farmers want to be able to run their farms as their wishes. The problem appeared then; local autonomy is more indicated its sidedness to agricultural sector. If Local Revenue (*Pendapatan Asli Daerah*) becomes one of the measures for success of local performance, then agricultural sector is not an interesting option because it less profitable for Local Revenue compared to other sectors. Therefore, agricultural development becomes stagnant because it doesn't become the priority. It is felt by all the agricultural extensions in Agricultural Human Resources Development and Food Security Office (KPSDMP-KP) in Garut Regency so that it affects to the derivation of service quality given to the farmers.

The quality of service extension becomes one of the determiner of performance succeed of KPSDMP-KP in Garut Regency. According to Zeithaml, et. al (1990), service quality is determined by five dimension, they are: *tangible, reliability, responsiveness, assurance* and *empathy*. Based on Zeithaml's phenomena and theory, the research problems are: 1) How far is the Zeithaml, et al. theory application on service quality of agricultural extension in Garut Regency? 2) How is the performance of agricultural extensions in KPSDMP-KP in Garut Regency? Then, the purposes of this research are: 1) To know and analyze Zeithaml's theory application (1990) on the quality of agricultural extension service in Garut Regency; 2) To know the performance of agricultural extensions in KPSDMP-KP Garut Regency?

2.   LITERATURE REVIEW
A.   PERFORMANCE MEASUREMENT

According to Simanjuntak (2005) performance is the level of result achievement on certain jobs implementation. Performance planning is the first stage of performance management, it begins from the stage of formulating the vision and mission of organization, main duties and structure of organization, target and functions of each unit of organization, up to the explanation of position, target performance and performance action planning of each person at his or her unit of organization.

Poister (2003) explains that performance measures are monitored and used most effectively through performance measurement systems, management systems that track selected performance measures at regular time intervals so as to assess performance and enhance programmatic or organizational decision making, performance, and accountability. Measurement systems are the principal vehicle for observing, reporting, and using performance measures, and most people who are directly involved in performance measurement are engaged in designing, implementing, managing, maintaining, or using performance measurement systems.

As shown in Figure 1 in addition to the general management function, performance measurement systems consist of three components, which pertain to data collection and processing, analysis, and consequent action or decision making. First, management is responsible for clarifying and communicating the strategic framework within which the performance measurement system will be used-including the agency's mission, strategies, goals, and objectives, and the targets to be attained-and ensuring that the system is appropriately oriented to that framework. Second, management is responsible for the design, implementation, and maintenance of the agency's programs, services, and operations, as well as standards, and for using measurement systems to improve overall performance.

With respect to the measurement system itself; management needs to clarify its purpose and make sure that it is designed to serve the intended uses. As indicated earlier, a measurement system designed to support strategic planning, for example, will look very different from one that is developed to facilitate quality improvement, performance contracting, or external benchmarking processes. Finally, for the system to be successful, management must not only define or approve the measures and system design but also be committed to using the data to improve performance.
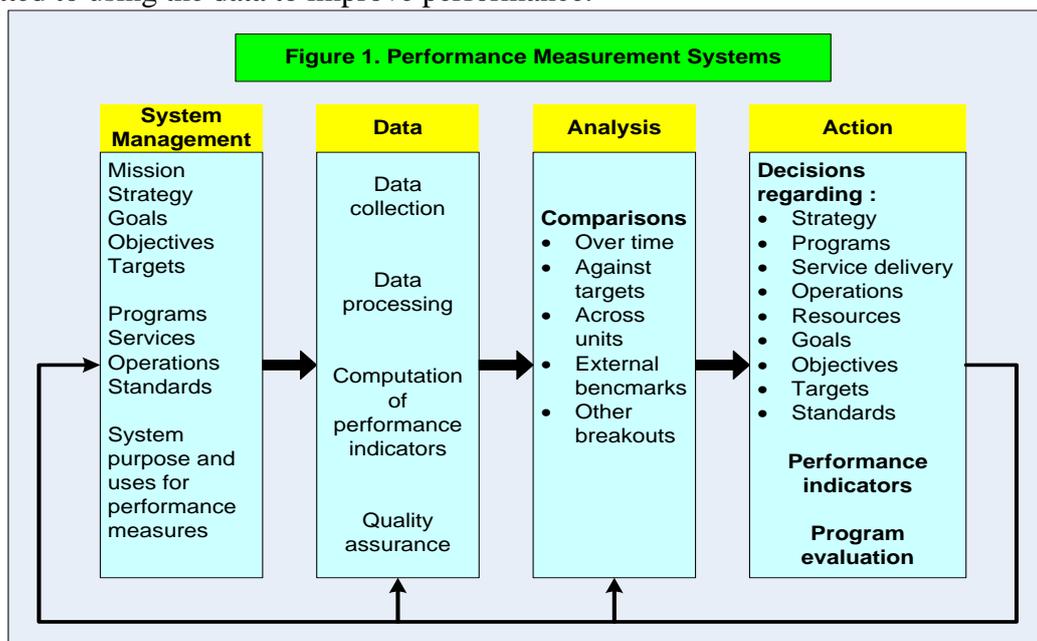

Figure 1 Performance Measurement Systems (Poister, 2003)

Performance indicator is as one of the important thing in performance measurement. Susanto (1999) said that performance indicator is a brief explanation that describes a performance, which will be measured in a program implementation to its purpose. Indicator showed that what is going to be measured to determine whether the purposes have been achieved or not. Indicator is usually a quantitative measurement, but also in form of qualitative observation. The functions and targets of performance indicator are:

1. To clarify program information.
2. To create agreement reached in order to avoid misinterpretation and different opinion along the implementation of program/activity.
3. To build foundation for monitoring and evaluation.
4. To introduce and motivate program implementer in result achievement.
5. To communicate and report the achieving result to the stakeholders to House of Representatives and community (Susanto, 1999).

The requirements of good performance indicator are SMART, they are as followed:

a. **Specific** : Clear so that there is no misinterpretation possibility
b. **Measureable** *("What gets measured gets managed")*: the determined performance indicator should represent some thing and its measurement should be clear. The clarity of measurement will show where and how to get the data
c. **Attributable:** The determined performance indicator should be useful for the sake of decision making. It is to show that the determined performance indicator should be the realization of data/information which is badly needed for decision making.
d. **Relevant:** Performance indicator should be appropriate to the scope of program and can describe causal relationship between those indicators.
e. **Timely:** The determined performance indicator should be collected and reported on time as the material for decision making (Susanto, 1999).

B. SERVICE QUALITY

One of the most important government's duties is to give service to community, therefore government organization often called as public servant. Public servant that should be given by government as it is explained by Mahmudi (2005) can be clarified into two main category, they are basic needs service (including health, basic education and basic needs) and general services (consists of administrative service, goods services, and other services).

Based on Indonesian Constitution No. 25/2009 on Public Services, Second Part, Article 4 stated that public service implementation based on; public interest, legal certainty, equal rights, balance of rights and obligation, professionalism, participatory, treatment equality, transparency, accountability, facility and special treatment to vulnerable groups, punctuality and speed time, and affordability.

Then, based on the Decree of Minister of Making Efficient Use of State Apparatus No. 25/M.PAN/2/2004 on General Manual of Public Satisfaction Index Arrangement of Government Service Institution, that then developed into 14 relevant, valid and reliable as a minimum elements that should be available for the base of public satisfaction index measurement that are as followed:

1. Service procedure, is service stages simplicity given to public seen from the side of simplicity of service flow;
2. Service Requirement, is technical and administrative requirement needed to get service appropriate with kinds of service;
3. Clarity of service officer, is the existence and assurance of the officers who serve (name, position, and authority and responsibility);
4. Disciplined service officers, is the officers' seriousness to give service especially to work time consistency based on applicable provisions;
5. Responsibilities of service officer, is the clarity of authority and responsibility of the officers in implementing and finishing the service;
6. Ability of service officer, is the level of service officers' service ability (skill and competence) to give and finish the service to public;
7. Speed of service, is time service target can be completed in time were determined by service provider unit;
8. Equity to get justice, is service implementation services where doesn't make any differences with status of the community who've been served;
9. Courtesy and hospitality of the officers, is the officers' attitude and behavior to serve public politely, friendly with appreciate and mutual respect;
10. Reasonableness of service charge, is public's affordability to the charge determined by service provider;
11. Assurance service charge, is adjustment of the cost incurred with a predetermined cost;
12. Assurance service schedule, is time service implementation appropriate with the conditions set;
13. Environmental comfortably, is means and infrastructure of service which is neat and orderly can give comfortable to service recipients;
14. Service security is ensuring safety level surround service provider unit used that public feel safe to get service from the risks as the impact of service implementation.

Public service quality improvement is badly needed to answer public's demand on the principle of better quality of life and globalization flow. Therefore, strategy is needed as it is stated by De Vreye (Sugiyanti, 1999) which is called as simple strategy for success or service model, are:

1. Self –esteem:
2. Exceed expectation
3. Recovery
4. Vision
5. Improve
6. Care
7. Empower

Declining quality of service will give bad effect to public organization image because public will deliver others and make public opinion on it. Therefore, service quality is badly needed in order that public organization still has a good image in pubic eyes. Gaspersz (1997) says that there are some dimensions or attributes should be noticed to improve service quality:

1. Timeless of service;
2. Service accuracy which deals with reliability;
3. Courtesy and hospitality to serve;
4. Responsibility deal with receiving order or handling complaints;
5. Completeness, deal with availability of supporting facilities;
6. Convenience in obtaining service;
7. Service model variation deals with innovation;
8. Private service deals with flexibility handling special order;
9. Comfort ability to get service deals with location, place, convenience, ease of information ;
10. Attribute is other supporting service facilities such as environmental cleanliness, AC, waiting room facility, music room, or TV, and so on.

Concerning to public service quality, Lovelock *and* Wirtz (1994) stated that a product plus good service will produce strength and can give profit to face competition.

Public satisfaction as the service recipients is the comparison between perceived service and expected service. If the result closes to one, public will be satisfied, if the price is smaller than one, it means that public is not satisfied. One of public organization product is public service. As Lenvine *et al.* (1990) stated that public service product in a democracy state should fulfill three indicators, responsiveness, responsibility, and accountability.

Zeithaml, *et al.* (1990), said that the fifth dimensions of SERVQUAL (service quality) are:

1. Tangible: appearance of physical facilities, equipment personnel and communication materials
2. Reliability: ability to perform the promised service dependably and provide prompt service
3. Responsiveness: willingness to help customers and provide prompt service
4. Assurance: knowledge and courtesy of employees and their ability to convey trust and confidence
5. Empathy: caring, individualized attention the firm provides its customers

Zeithaml *et al* (1990), in his introduction pages said that those service quality methods can be used and applied to all types of profit or non-profit oriented-organization services.

3.   METHOD

This research used survey method. According to Singarimbun (1995), a survey research is a research that takes sample from one population and used questionnaire as main data collection tool. It generally practiced to take a generalization, as it is explained by Kline in Sugiyono (2004) that generalization is done more accurate if it uses a representative sample.

The population was all farmers live in Garut Regency. They were 65250 which consist of Beginner Farmer Groups, Advanced Farmers Groups, Middle Peasant Groups, and The Main Farmers Groups. *Sampling* was done in two stages; the first stage, technique of *cluster sampling* or *area sampling* to determine sub districts (kecamatan) that were determined as the location of data resources, because farmers groups were spread out overall Garut Regency. The researcher chosen 10 sub districts as sample area from 42 Sub Districts

existing in Garut Regency, they were Kecamatan Wanaraja, Cigedug, Cikajang, Cisurupan, Tarogong Kidul, Leles, Kadungora, Kersamanah, Limbangan and Cilawu. The second stage was to determine the elected farmer as sample (individual sample), and technique of *stratified random sampling* were used. Sample measurement used the formula developed by Slovin (Umar, 2004). In 65250 farmers population of 10% standard error, gotten 99.9 farmers of minimum sample (rounded to 100 farmers). Numbers of those samples were divided proportionally in ten sub districts which were elected based on strata of farmers groups by using proportional allocation (Table 1).

Table 1 Number of Samples in Farmers Population in Regency Garut

No	Farmers Groups	Number	Sample
1.	The Main Farmers Groups	850	2
2.	Middle Peasant Groups	6.425	10
3.	Advanced Farmers Groups	30.675	47
4.	Beginner Farmers Groups	27.300	41
	Number	**65250**	**100**

Data collection was taken through spreading the questionnaire out to 100 farmers as the respondents. Besides, interview to structural and functional officials (agricultural extensions) and farmers in work area of KPSDMP-KP and BPP in Garut Regency. The scale used was Likert Scale. The researcher provided five options of the answers for each statement in research instrument with its level were 1, 2, 3, 4 and 5. From this measurement, categorizing (high, average, low) were done to know the respondents' responds to the quality of extension service given by KPSDMP-KP Garut Regency. The data then were used as the base to know the performance of agricultural extension in giving service of agricultural extension in Garut Regency.

4.   **RESULT AND DISCUSSION**
A.   **DESCRIPTION OF KPSDMP-KP REGENCY GARUT**

The Office of Agricultural Human Resource Development and Food Security (KPSDMP-KP) is the merging offices of Agricultural Extension Offices and Food Security. The establishment of the Office of Agricultural Human Resources Development and Food Security (here in after is KPSDMP-KP) Garut Regency were based on Local Regulation of Garut Regency No. 9/2004, on Local Technical Institution Establishment. It has main duty to implement a part of general affairs of Local Government at technical field which is agricultural human resources development and food security. To carry out those main duties, it functions as:

a.   Technical policy formulation of agricultural human resources development, coordination and study of technical technology, social and economy
b.   Technical service at agricultural human resources development and food security
c.   Data provision and recommendation for agricultural human resources development and food security

Organization structure of agricultural human resources development and food security Office is including Head Office, Sub Section of Administration Affairs, Section of BPP Empowerment and farmers groups, Section of Agricultural Human Resources Development and Food Security, and Functional Position Groups. Organization structure existing in KPSDMP-KP Garut Regency is as followed: (Figure 2).

Office of Agricultural Human Resources Development has installation/means of activities at level of Sub District are 42 Agricultural Extension Hall. Number of existing personnel in Satuan Administrasi Pangkal (SATMINKAL) KPSDMP-KP is 249 persons who consist of organic, structural and Agricultural Extension and PHLTKK staffs.

The vision of the office of KPSDMP-KP based on their main duties and functions of Garut Regency in development period 2006-2009 is "Realizing a Qualified Human Resources with Agro Business and Food Security Oriented".
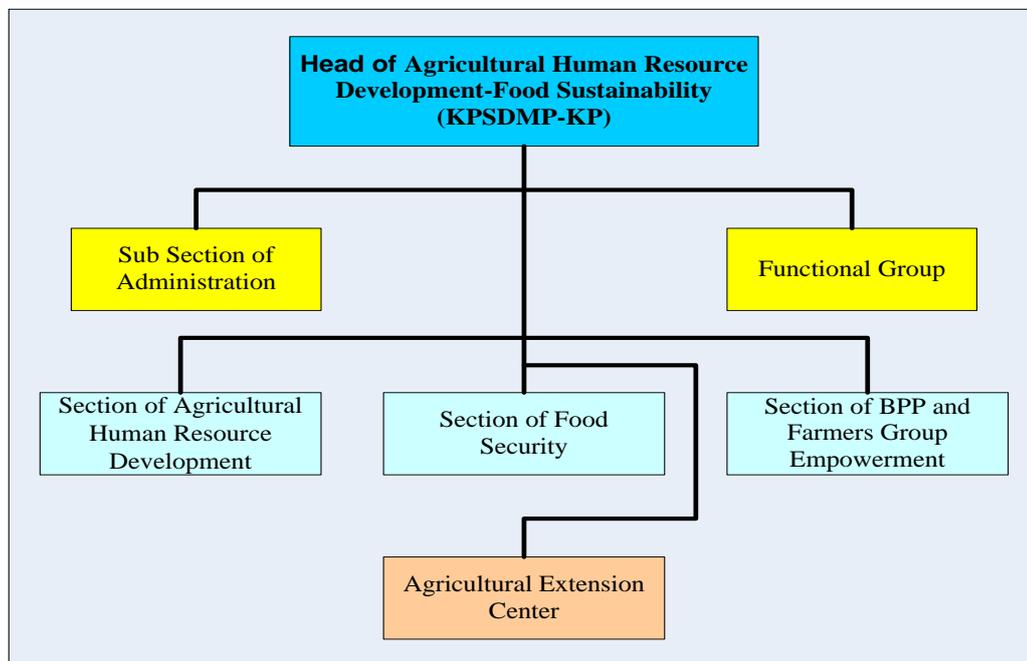

Figure 2 Organization Structure of KPSDMP-KP in Regency of Garut

To realize the vision, Agricultural Human Resources Development and Food Security Offices bears a vision as followed:

a.   To develop professionalism of agricultural extension and food security
b.   To develop leadership and entrepreneurship of sailor farmers in farming which is oriented to agro business and food security
c.   To develop institutionalization of sailor-farmers
d.   To develop pattern and methodology of participatory agricultural extension
e.   To develop function and role of agricultural extension and food security institutionalization
f.   To develop the quality of study, coordination networking and provision facility, consumption and food alert

As the form of responsibility on the duties bore, KPSDMP-KP of Garut Regency makes Performance Accountability Report. It is to confirm performance achievement of KPSDMP – KP Garut Regency for one year which is obtain by comparing a year performance plan to its realization as the measuring rod of annual achievement of the organization.

B.   RESULT OF SERVICE QUALITY MEASUREMENT

The theory developed by Zeithaml, *et. al* (1990) said that the quality of service is determined by five dimensions, they are *tangible, reliability, responsiveness, assurance* and *empathy*.

In variable of service quality, they were functioned into 18 items of questions which consist of 4 question of *tangibles* dimension, 4 questions for *reliability* dimension, 3 questions for *responsiveness* dimension, 3 questions for *assurance* dimension and 4 questions for *empathy* dimension. Respondents' responded each dimension explained below.

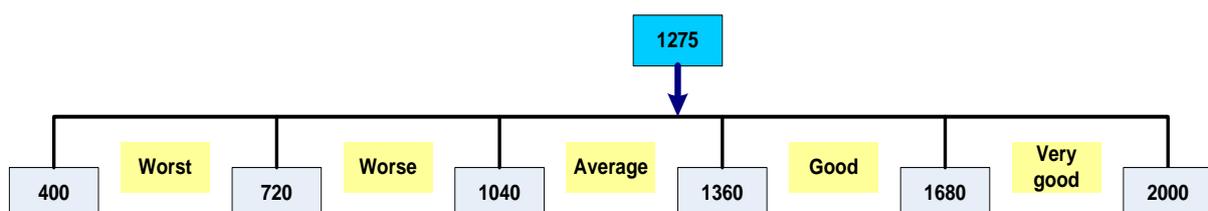### *Respondents' Respond to Tangibles Dimension*

Tangible was realized in physical performance of facilities, equipments, personnel, communication mean and personnel' discipline in KPSDMP-KP Garut Regency used in conducting extension to whole farmers in Garut Regency.

Score categorizing result based on the limit interval that the total score of *tangibles* dimension was 1223 in interval between 1040 and 1360 (**average category**) as it is shown in picture below :

1223

400	Worst	720	Worse	1040	Average	1360	Good	1680	Very good	2000
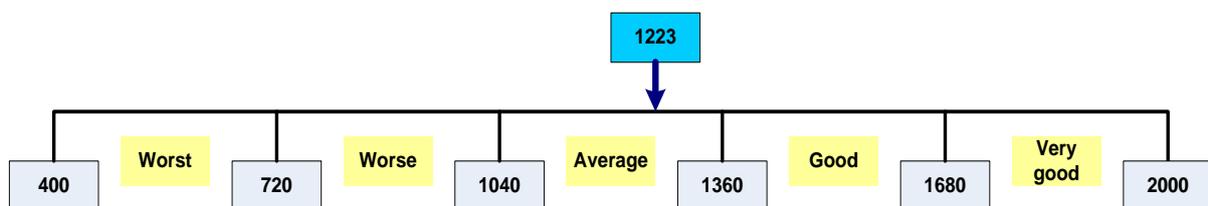
Respondents' Respond to Reliability Dimension

Reliability is the ability of extension to give fast and accurate service to consumer, all farmers in Garut Regency. Based on the calculation of score categorizing with limit interval obtaining total score of reliability dimension in amount of 1275 with the interval between 1040 and 1360 (**average category**) as it is shown in picture below :

1275

400	Worst	720	Worse	1040	Average	1360	Good	1680	Very good	2000

Respondents' Respond to Responsiveness Dimension

Responsiveness was shown by readiness and awareness to assist the consumer by giving fast and accurate service. From the score calculation based on limit interval the result obtained was total score of *responsiveness* dimension in amount of 929 was in between interval 780 and 1020 **(average category)** as shown in picture below:

	929	

| 300	Worst	540	Worse	780	Average	1020	Good	1260	Very good	1500
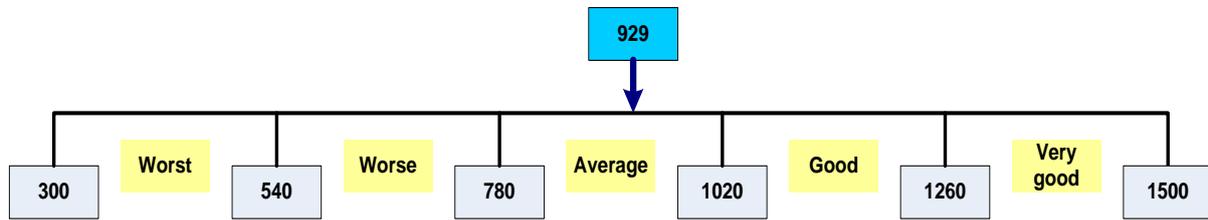
Respondents' Respond to Assurance Dimension

Assurance is the personnel' ability and courtesy that caused trust and guaranteed service usage. Based on score category calculation which was based on limit interval, total score obtained of *assurance* dimension was in amount of 896 in between interval 780 and 1020 **(average category)** as shown in picture below:

896

300	Worst	540	Worse	780	Average	1020	Good	1260	Very good	1500
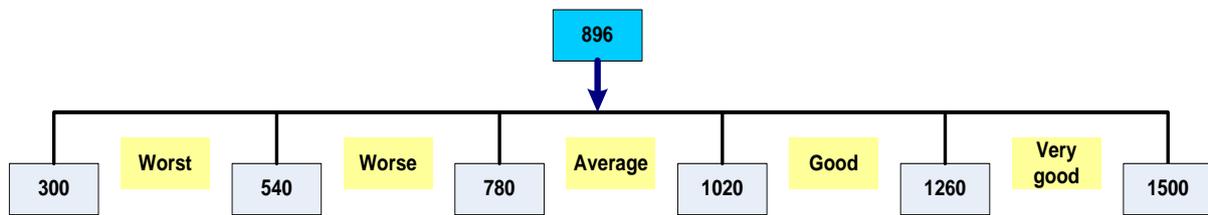
Respondents' Respond to Empathy Dimension

Empathy is attention given to consumer. Readiness to care, serve through personal approach can give protection and attempt to know the farmers' wishes and needs in Garut Regency. From the calculation of score category which based on limit interval, the total score obtained *empathy* dimension in amount of 1354 in between interval 1040 and 1360 **(average category)** as shown in picture below:

1354

400	Worst	720	Worse	1040	Average	1360	Good	1680	Very good	2000
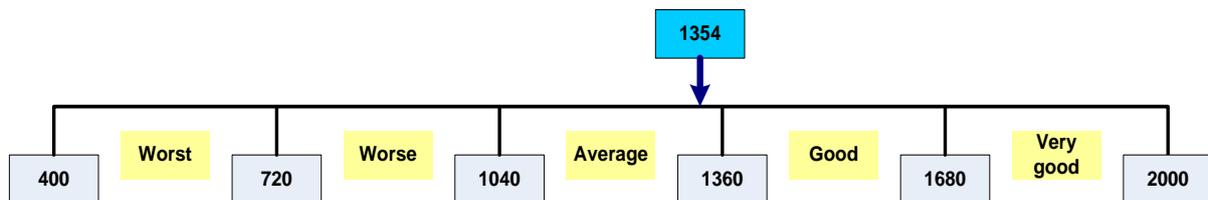
5. DISCUSSION
A. SERVICE QUALITY OF KPSDMP-KP REGENCY OF GARUT

Zeithaml, *et al.* (1990) stressed that service quality is determined by five dimensions, they are *tangible, reliability, responsiveness, assurance* and *empathy*. The research result and statistical test to each dimension showed that all dimensions with average category service quality with were in average category, with the total score order began from the highest to the lowest were *empathy* (1354), *reliability* (1275), *tangible* (1223), *responsiveness* (929) and *assurance* (896).

According to Zeithaml, *et al.* (1990) *Assurance* is *knowledge and courtesy of employees and their ability to convey trust and confidence*, so that in this research an agricultural extension should really have ability and courtesy to cause trust and guarantee the usage of service. In case of 'service', consumer's trust (farmers' trust) is a very important thing. When the consumers trust that they can get everything they need, so, they will come without asking

Regarding to agricultural extension, all information related to farm, whether it is about fund, production means, the newest and affordable way of cultivation, post harvest handling and marketing are the things badly needed by the farmers. If those can't be fulfilled by agricultural extensions, the farmers will tend to leave them that have been their partners along this time. In fact, trust is decreasing after local autonomy was forced, because lack of agricultural extension's knowledge on new innovations at agriculture field.

The lowest score is *reliability*, it is *ability to perform the promised service dependably and provide prompt service* (Zeithaml, *et.al.*, 1990). Agricultural extensions should have ability to give fast and accurate service to consumers which are all the farmers existing in Garut Regency. R*eliability* dimension in the Office of SDMP-KP Development hasn't optimum yet and it can be shown from the facts that:
a. The limitedness of knowledge and skill of agricultural extensions in a matter of extension materials and the material delivery to the farmers hasn't been served optimum yet.
b. Not every agriculture extensions can function the existing tools so that the implementation isn't effective yet.
c. Not every farmer's problems can be solved exactly.

Then, the third lowest score is *tangible*; it is *appearance of physical facilities, equipment personnel and communication materials*. Service quality is viewed from *tangible* dimension in Office of SDMP Development-KP wasn't optimum yet because:

a. Lack of means and infrastructure.
b. A large number of agricultural extensions are old enough and not appropriate with the duties of extension that need high mobility, skillful and good looking that can attract the farmers so that they can serve in a wide area.
c. Not all extensions are discipline in conducting extension activities that had been planned.

Responsiveness and *empathy* are two dimensions that got the highest total score from respondents. This result showed that the agricultural extensions are basically responsive enough and have empathy in giving service. It because the number of functional officials were going down and lack of training after local autonomy been forced, so that the quality of service overall were not satisfied by the farmers.

B. AGRICULTURAL EXTENSION PERFORMANCE IN KPSDMP-KP REGENCY OF GARUT

Performance measurement can be conducted with quantitative or qualitative indicator. Performance measurement of overall might be done by using indicator of activity performance. The result of measurement is in form of Performance Accountability Report. This performance measurement was done through using performance data obtained from internal data collection activity such as three months and annual report of Local Budget usage of Garut Regency/West Java Province/and Non Local Budget in the running Fiscal Year.

Some kinds of performance indicators used in implementing performance measurement of KPSDMP – KP activity were as followed:

a. Inputs Indicator; it was prioritized on fund usage in rupiahs, the use of human resources per person, time use in month. It was to compare target with achievement realization.

b. Outputs Indicator; it consisted of quantity data presentation of activity implementation (unit, times, person). It was to compare target with achievement realization.

c. Outcomes Indicator; it was obtained through using absolute and relative number (percent). It was to compare target with achievement realization.

d. Benefits and Impacts Indicator; this indicator was related to previous activity.

This Performance Accountability Report confirmed performance achievement of KPSDMP – KP Garut Regency for a year. This result was obtained by comparing performance plan in the running year with its realization as the measuring rod of organization annual success. The Parameter used to measure it was: 1) Activity Performance Measurement, 2) Target Achievement Measurement, and 3) Calculation of Efficiency and Effectiveness of Strategic Activity.

This research was done in the framework of knowing the performance of agricultural extension in KPSDMP-KP through measuring the quality of service given to the farmers in Garut Regency. Agricultural extension's performance determined the success performance of overall. It is expected that the research result can complete Performance Accountability Report, so that it can give advantage to improve future plan and strategy.

The research result and statistical test to each dimension showed that all dimensions of service quality were in 'average' category, with total score order began from the highest to the lowest one, which was empathy (1354), *reliability* (1275), *tangible* (1223), *responsiveness* (929) and the last was *assurance* (896). It showed that agricultural extension's performance was still judged 'on the average' by the consumers, the farmers in Garut Regency.

Based on the research result, the improvement of service quality is better started from *assurance* dimension, so that the farmers' trust to the service given by KPSDMP-KP Garut Regency can increase again. In accordance with *assurance* dimension, it can be addressed through improvement in extension service procedure transparency, time assurance, service charge and service guarantee given by the extensions. Then, *responsiveness* included extension's respond to the problem faced by the farmers, fast response to problems and processes them administratively. T*angible* included personnel' performance when they were on duty, means and infrastructure availability of extension, convenience in obtaining service and personals'' discipline in giving extension. *Reliability* included extensions' ability to deliver the materials, right method compare to farmers' knowledge, ability to use extension tools and ability to solve problems faced by the farmers. The last one is *empathy* which got the highest score from the farmers, included the extensions' desire to the farmers' problems, attention to the problems faced by the farmers, courtesy and hospitality of the extensions in giving service.

Service quality is the main indicator to evaluate agricultural extension's performance. From the explanation above, it can be concluded that the agricultural extensions' performance was good enough. It could be shown from good relationship between agricultural extensions and farmers. It should be completed with a clear procedure of service, adequate means and infrastructure, and giving the newest information on agriculture cultivation that can develop new innovations.

Based on the result and discussion done by the researcher, important findings were obtained when after local autonomy being forced, number , quality and competency of the agricultural extensions were going down so that the quality of service given to farmers were going down also. Nowadays, the numbers of functional officials (extension) are 11 persons in regency (*Regency*), 42 in sub districts (*kecamatan*) and 147 in village (*desa*). The job area of KPSDMP-KP consists of 42 sub districts and 424 villages, it is practically that each extension is demanded to serve 2-3 villages. They rarely obtain intensive trainings that influence to the quality and competency, which tend to be stagnant

Model of agricultural extension development in the framework of increasing the quality of agricultural extension that can be given by the writer is to facilitate with information system and intensive training in order to increase the performance of agricultural extension, so in the end, it will increase the quality of service given. Information system is a set of elements gathering, processing, distributing data that can be used as decision making and control it. In an extension and the sustainability of carrying out an organization, information is just like 'blood' when the flow went well; the system went well, too. This information system is important to be developed because 1) Job area of KPSDMP-KP included BPP and *Posluhtan* which are geographically spread out overall Garut Regency that supported by good information system between existing extensions in regency, sub district and village are badly needed to give the best service to farmers. 2) Number of agricultural extensions is limited. 3) New innovations at agriculture from Agricultural Research and Development Section will be faster to be accessed by KPSDMP-KP. 4) Information system is also important to develop new knowledge on agro business fully. Through these efforts, it is expected that it can increase the performance of agricultural extensions.

6. CONSLUSION

Based on the research result and discussion to the service quality of agricultural extensions in local autonomy era, it can be concluded that:

1. In Zeithaml, *et al* (1990:26) theory that *assurance* dimension obtained the lowest score from the respondents. It showed that change of service quality is better started from assurance dimension, in order that the farmers' trust will increase to the service given by KPSDMP-KP Garut Regency.
2. The research result on service quality showed that all dimension were on 'average' category, it showed that agricultural extensions' performance was not maximum yet in KPSDMP-KP Garut Regency.
3. The finding showed that after local autonomy era, numbers, quality and competency of agricultural extensions were going down, that service quality given to farmers were going down also. Model of development that can be given is through facilitating the information system completed with intensive trainings to increase the performance of agricultural extensions in order to increase service quality given.

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