

Multi-Level Assessment of Administrative Service Satisfaction in an Indonesian University: Evidence from 38 Services

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Abstract

Administrative units shape the daily experience of academics, yet their performance is seldom evaluated from the users' viewpoint. This study measured user satisfaction with 38 services of the General and Financial Bureau of an Indonesian public university in 2026 and identified improvement priorities. A cross-sectional online survey with branching questions collected data from 173 respondents (48.3% lecturers, 40.7% administrative staff), who rated only services used in the previous 12 months on the nine elements of the national satisfaction index. Scores were aggregated at service, work-unit, and bureau levels and complemented by a priority matrix and thematic coding. The bureau obtained an index of 3.235 (80.88 on a 25–100 scale; grade B, good), with work-unit scores of 78.29–82.26. Cost/tariff was the strongest element (3.347), whereas completion time (3.147), procedures (3.175), and facilities (3.195) were weakest; 64.2% of respondents prioritized facilities. Ten of the fifteen highest-priority services belonged to the household affairs unit. A tiered action plan is proposed.

Keywords: public service satisfaction, higher education administration, community satisfaction index, service quality, multi-level assessment

1. INTRODUCTION

Universities are public organizations whose academic mission depends on administrative and operational services such as finance, personnel, facilities, records, and legal support. From a public administration perspective, users' experience is a key source of information on whether service processes work as intended and whether they create value for those who rely on them. A recent systematic review shows that citizen satisfaction has become an important performance measure because it captures the demand side of service delivery, which internal administrative indicators do not always reflect (Kim et al., 2024).

Service quality is multidimensional. Chan et al. (2021) showed that citizens' evaluations of government services are shaped simultaneously by core services, facilitating services, and supporting services such as accessibility, security, user support, personalization, and transparency. In Indonesian local government, timeliness, information, professionalism, and staff attitude were associated with public satisfaction and trust (Lanin & Hermanto, 2019). The quality of street-level personnel matters as well (Dahlström et al., 2018), and relational, understandable administrative language improves evaluations of bureaucratic encounters (Eckhard & Friedrich, 2024). Responsiveness is equally important: responses that take action or give explanations are positively associated with satisfaction, whereas merely referring a problem elsewhere can lower it (Nie & Wang, 2023), and the way organizations explain and recover from service failures influences frustration and complaint behavior (Döring, 2022). Service-encounter data can even help managers identify the factors associated with dissatisfaction before formal complaints arise (Baier et al., 2021).

Digitalization has changed users' expectations of speed, transparency, and convenience. Better e-government performance is associated with higher satisfaction (Ma & Zheng, 2019); online service quality should be assessed by combining traditional and electronic quality dimensions (Sá et al., 2016); and satisfaction with electronic public services depends on psychological, technological, social, and behavioral antecedents (Fathya et al., 2023). Transparency, however, can raise expectations and weaken the effect of service quality on satisfaction (Yang, 2018). In higher education, administrative services require a measurement framework of their own because their attributes differ from those of teaching as the core academic service (Steppacher et al., 2021).

In Indonesia, satisfaction surveys of public service units are regulated by Ministerial Regulation of the Minister of Administrative and Bureaucratic Reform (PermenPANRB) No. 14 of 2017, which defines nine service elements, and by Ministerial Guideline No. 9 of 2024 on online implementation (Kementerian Pendayagunaan Aparatur Negara dan Reformasi

Birokrasi [Kementerian PANRB], 2017, 2024). A single organization-level score, however, conceals heterogeneity. The General and Financial Bureau (Biro Umum dan Keuangan, BUK) of Universitas Nusa Cendana delivers 38 services through six work units, and users may experience very different quality even within the same unit. Leaders therefore need to know which unit performs better, which services score highest and lowest, which elements explain the position, and what should be done first. Because personal experience anchors satisfaction judgments (Ballart et al., 2024), the survey asked respondents to rate only services they had actually used.

This study aims to (1) estimate the aggregate satisfaction index of the bureau; (2) compare the six work units and 38 services; (3) identify the strongest and weakest service elements; (4) describe overall satisfaction and the improvement priorities users select; and (5) translate the findings into a tiered implementation plan. The contribution is a multi-level, experience-based assessment that links a formal index to diagnostic evidence and to actionable follow-up in a university administrative setting.

2. RESEARCH METHODOLOGY

2.1. Design and setting

The study used a quantitative descriptive-evaluative design with a cross-sectional approach. Data were collected in 2026 and described users' experience during the previous 12 months. Closed questions produced element scores, overall satisfaction, and rankings, whereas open questions provided qualitative diagnostic data on reasons for satisfaction or dissatisfaction and suggestions. The bureau's 38 services are organized in six work units: household affairs (KRT), state property management (BMN), administration and protocol (TUP), legal and governance (HTL), personnel (KPG), and finance (KEU).

2.2. Population, sampling, and respondents

A dual-frame design was used. Frame A comprised approximately 2,000 active lecturers and administrative staff and was to be sampled through proportionate stratified random sampling by status and faculty/unit, using the allocation $n_h = (N_h/N) \times n$. Frame B consisted of lists of actual users of specific services (for example students for tuition validation or providers for procurement) and served to strengthen the data base of low-volume services. The Krejcie and Morgan (1970) benchmark for $N = 2,000$ (95% confidence, $P = 0.50$, $d = 0.05$) is about 322 respondents; the operational plan set a minimum of 150 and a target of at least 170 valid respondents for Frame A. The survey obtained 173 respondents. Because each respondent rated only services she or he had used, the number of valid observations differs among services, and every result is reported with its number of raters.

2.3. Instrument and data collection

The instrument was a branching Google Form consisting of instructions, respondent profile, definitions of the 1–4 scales, screening and rating blocks for each of the 38 services, and a final assessment. For each service, respondents first stated whether they had used it in the previous 12 months; only a “Yes” opened the block of nine elements (U1–U9), overall satisfaction (K), main factors, reasons, and suggestions. The nine elements are requirements (U1); systems, mechanisms, and procedures (U2); completion time (U3); cost/tariff (U4); product specification (U5); staff competence (U6); staff behavior (U7); complaint, suggestion, and feedback handling (U8); and facilities and infrastructure (U9). The protocol specified expert review of content against the regulation, a comprehension test with 10–15 prospective users, and a pilot on desktop and smartphone devices, given evidence that mode affects response quality and nonresponse (Antoun et al., 2017; Lee et al., 2019). Figure 1 summarizes the research flow.

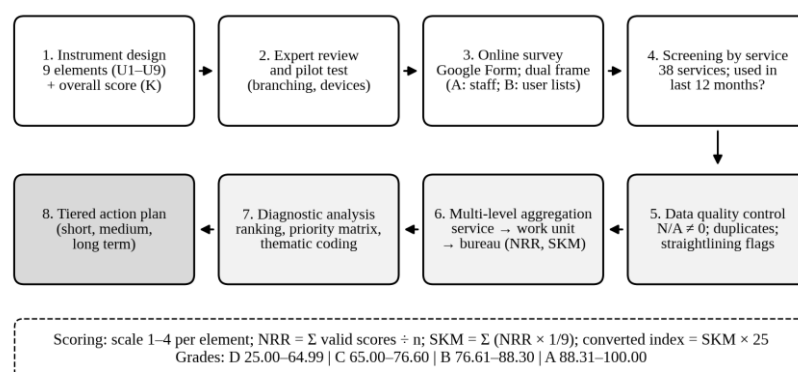


Figure 1. Research flow of the multi-level satisfaction assessment, from instrument design to the tiered action plan

2.4. Data quality control and scoring

Services never used were coded as not applicable rather than zero, and the design avoided forced answers that can distort unit and item nonresponse (Kmetty & Stefkovics, 2022). Straightlining was treated as a flag to be checked against other evidence and not as a sole exclusion criterion because it can be a valid response pattern (Reuning & Plutzer, 2020), and the sample source was recorded because response quality differs between probability-based and nonprobability panels (Cornesse & Blom, 2023). Element means (NRR) were computed as the sum of valid scores divided by the number of valid ratings; the index on the 1–4 scale (SKM) is the sum of the nine NRR values, each weighted 1/9, and the converted index equals $SKM \times 25$. Grades follow the regulation: D (25.00–64.99), C (65.00–76.60), B (76.61–88.30), and A (88.31–100.00).

2.5. Multi-level aggregation and analysis

At Level 1, the index of each service was calculated from respondents who used that service. At Level 2, all valid respondent–service observations within a work unit were pooled and the nine NRR values recomputed, instead of averaging service scores. At Level 3, all valid observations were pooled to obtain the bureau index. Analysis proceeded from frequencies and percentages of respondent characteristics to NRR, ranking, identification of the three strongest and weakest elements, tabulation of the improvement factors selected by respondents (maximum three), thematic coding of open answers (78 responses), a composite priority matrix combining score, number of users, number of low ratings (1–2), and frequency of problems, and a sensitivity analysis using alternative aggregation scenarios. Participation was voluntary, personal identities were not required in the analysis data set, and open answers were screened before being quoted.

3. RESULTS AND DISCUSSION

3.1. Respondent characteristics

Table 1 shows that lecturers (48.3%) and administrative staff (40.7%) together accounted for 89.0% of the 172 respondents who reported their status; students (1.7%) and partners or providers (0.6%) were almost absent. Internal users made up 98.8% of the sample, and 71.7% had used bureau services more than once during the previous year. Three units, the faculties of social and political sciences, teacher training and education, and law, contributed 52.0% of respondents. The recall period most often selected was July–September 2026 (57.2%). The sample is therefore strong for representing the experience of experienced, repeat-user employees but weak for students and external partners, and the scores are best read as employees' satisfaction with bureau services.

Table 1. Respondent characteristics

Characteristic	n	%
Respondent status (n = 172)		
Lecturers	83	48.3
Administrative staff	70	40.7
Others	10	5.8
Leaders/officials	5	2.9
Students	3	1.7
Partners/providers	1	0.6
User group (n = 173)		
Internal	171	98.8
External	2	1.2
Frequency of service use in the last 12 months (n = 173)		
More than 5 times	63	36.4
Once	49	28.3
2–3 times	43	24.9
4–5 times	18	10.4
Faculty/work unit (n = 173)		
Social and political sciences	39	22.5
Teacher training and education	37	21.4
Law	14	8.1
Other faculties and units (combined)	83	48.0

Coverage differed among units. Personnel services had been used by 61.8% of respondents, household affairs by 56.1%, administration and protocol by 44.5%, finance by 43.4%, legal and governance by 27.2%, and state property by 25.4%. Within units, the most used services were rank promotion (49.5% of personnel users), the issuance of rector's decisions (89.4% of legal users), and the disbursement of RM/PNBP funds (53.3% of finance users).

3.2. Satisfaction at bureau and work-unit levels

The bureau obtained an SKM of 3.235, equal to 80.88 on the converted scale, which is grade B (good) and 7.43 points below the threshold of grade A (88.31). Table 2 shows that all six work units were also in grade B, ranging from 78.29 (state property) to 82.26 (personnel), a gap of 3.97 points. The aggregate result was robust to the aggregation method: four alternative scenarios produced values between 3.230 and 3.299 (80.75–82.48), all in grade B, and excluding services with fewer than 30 users gave 3.244 (81.10).

Table 2. Element means (NRR, scale 1–4), index, and reach of the six work units and the bureau in 2026 (all units are grade B)

Work unit	Reach (%)	U1	U2	U3	U4	U5	U6	U7	U8	U9	SKM	Index
Personnel (KPG)	61.8	3.240	3.205	3.223	3.471	3.306	3.267	3.300	3.360	3.241	3.290	82.26
Finance (KEU)	43.4	3.242	3.145	3.182	3.460	3.251	3.299	3.335	3.401	3.255	3.286	82.14
Legal and governance (HTL)	27.2	3.247	3.212	3.118	3.415	3.226	3.181	3.186	3.233	3.247	3.229	80.73
Household affairs (KRT)	56.1	3.276	3.210	3.160	3.252	3.206	3.269	3.250	3.255	3.132	3.223	80.58
Administration and protocol (TUP)	44.5	3.224	3.196	3.071	3.483	3.252	3.187	3.200	3.171	3.207	3.221	80.53
State property (BMN)	25.4	3.165	3.005	3.005	3.144	3.124	3.094	3.136	3.299	3.211	3.132	78.29
Bureau (aggregate)	–	3.244	3.175	3.147	3.347	3.230	3.238	3.251	3.292	3.195	3.235	80.88

Note: Reach = percentage of the 173 respondents who had used the unit's services. Units are ordered by index. All values are grade B (good).

Figure 2 presents the element profile of the bureau. The three strongest elements were cost/tariff (U4, 3.347), complaint handling (U8, 3.292), and staff behavior (U7, 3.251), while completion time (U3, 3.147), systems and procedures (U2, 3.175), and facilities (U9, 3.195) were the weakest. The range between the highest and lowest element is only 0.20 points, so no element lags dramatically, but the pattern is consistent across levels: elements linked to personal interaction and fair cost score higher than those linked to process and physical or system support. This is coherent with evidence that the relational quality of encounters and responsiveness drive satisfaction (Eckhard & Friedrich, 2024; Nie & Wang, 2023). Completion time was the lowest element in three units (state property, administration and protocol, and legal and governance), procedures in personnel and finance, and facilities in household affairs (3.132).

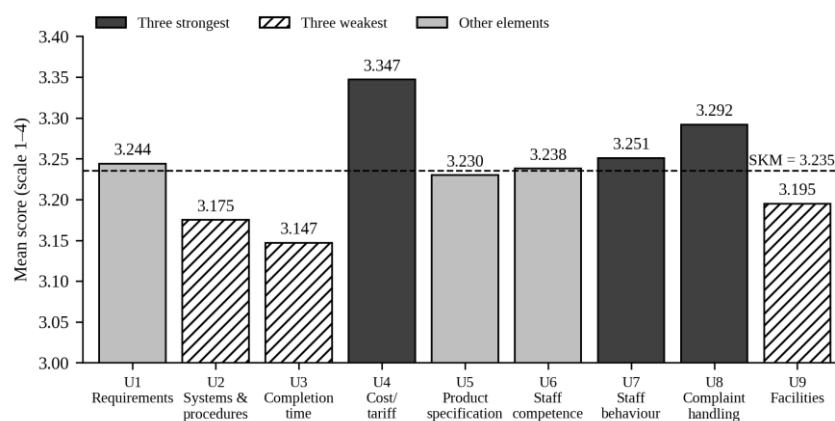


Figure 2. Mean scores (scale 1–4) of the nine service elements at bureau level; the vertical axis starts at 3.00 to make differences visible

3.3. Satisfaction at service level

All 38 services were graded B, with converted indexes between 77.53 and 85.27, and the number of valid raters per service ranged from 17 to 75. Table 3 lists the extremes. Auditorium use (KRT-09), retirement (KPG-06), and study leave (KPG-02) ranked highest, whereas air-conditioning repair (KRT-03), archiving (TUP-02), and state property planning (BMN-04) ranked

lowest. Two patterns emerge from cross-reading coverage and quality. First, personnel and state property occupy the extremes on both dimensions: personnel has the widest coverage and the highest index, whereas state property has the narrowest coverage and the lowest index. Second, household affairs is an anomaly, since it ranks second in coverage but only fourth in quality; the high volume of use has not been matched by commensurate service quality, and 10 of the 15 services with the highest priority score belong to this unit.

Table 3. Highest- and lowest-scoring services and the five services with the highest follow-up priority

Position	Service	n	SKM (1–4)	Index (25–100)	Priority score
Highest-scoring services					
Rank 1	KRT-09 Auditorium use	58	3.411	85.27	–
Rank 2	KPG-06 Retirement	30	3.393	84.83	–
Rank 3	KPG-02 Study leave	39	3.385	84.63	–
Lowest-scoring services					
Rank 36	BMN-04 State property planning (RKBMN)	21	3.116	77.90	–
Rank 37	TUP-02 Archiving	40	3.104	77.59	77.5
Rank 38	KRT-03 Air-conditioning repair	46	3.101	77.53	83.1
Highest priority for follow-up (composite priority score)					
Priority 1	KRT-02 Building and facilities maintenance	57	3.134	78.35	86.8
Priority 2	KRT-06 Facilities and infrastructure maintenance	56	3.153	78.82	86.2
Priority 3	KRT-03 Air-conditioning repair	46	3.101	77.53	83.1
Priority 4	KRT-01 Official vehicle maintenance	48	3.141	78.53	81.4
Priority 5	TUP-02 Archiving	40	3.104	77.59	77.5

Note: n = number of valid raters. Priority score = composite of index, number of users, number of low ratings (1–2), and frequency of problems; “–” = service not among the fifteen highest priorities.

3.4. Overall satisfaction, user priorities, and open comments

Overall satisfaction (K) averaged 4.02 on the 1–5 scale used in the questionnaire, and 130 respondents (75.1%) chose 4 or 5, whereas 17 respondents (9.8%) chose 1 or 2 (Figure 3a). Improvement priorities selected by respondents follow the weakest elements closely (Figure 3b): facilities (64.2%), faster completion (52.0%), and better complaint handling (49.7%) were selected most often, while ensuring compliance of costs was selected least (25.4%), matching cost/tariff as the strongest element. This convergence between element scores and explicit preferences provides a useful triangulation. Of 78 open answers, 39.7% were suggestions, 38.5% appreciation, and 14.1% complaints; the leading themes were facilities and internet (23.1%), staff friendliness and professionalism (17.9%), digitalization and information transparency (12.8%), and speed (10.3%). Unstable campus internet was a recurring complaint, and users proposed concrete solutions such as single sign-on, status tracking, and notifications.

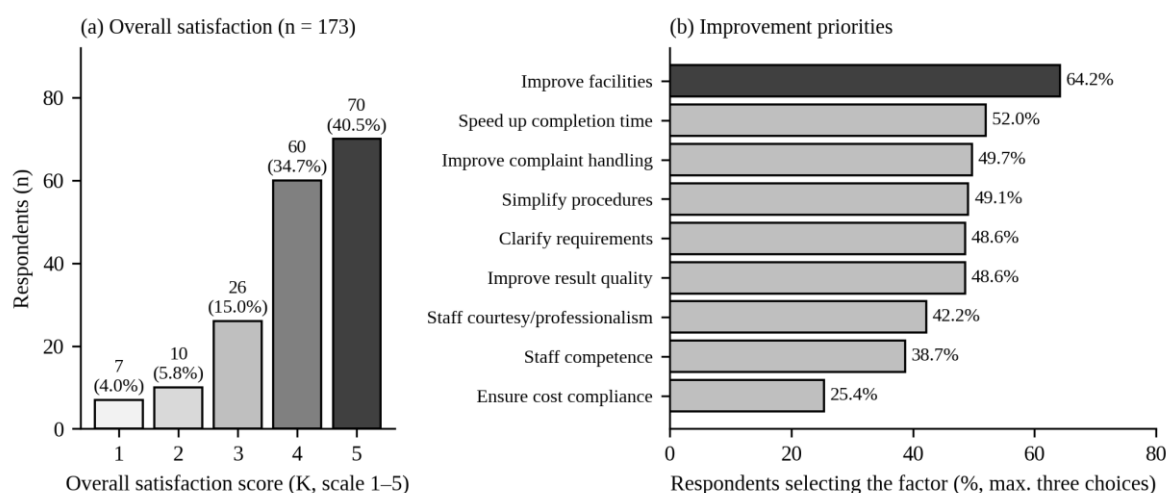


Figure 3. (a) Distribution of overall satisfaction scores and (b) improvement factors selected by respondents

3.5. *Interpretation and root causes*

The results suggest that different units need different interventions. Household affairs serves many users through physical assets, so its low facility score and its dominance in the priority matrix (maintenance of buildings and facilities scored 86.8 and 86.2) point to reactive maintenance, budget, and technician capacity rather than to staff attitude alone. State property, in contrast, combines low use with low quality, a pattern that is consistent with a limited feedback loop in which few users provide little information and processes are rarely reviewed; this is an interpretation that requires verification. For completion time and procedures, the literature implies that improvement need not start with large systems: transparent explanations, consistent status updates, and clear recovery mechanisms can already raise evaluations (Döring, 2022; Nie & Wang, 2023). Publishing standards and status information, however, raises expectations, so it must be matched by the organization's ability to meet what is published (Yang, 2018). Because the digital dimension of satisfaction depends on both technology and user-related antecedents (Fathya et al., 2023), the recurrent internet complaint should be treated as an infrastructure priority and not only as a communication issue.

3.6. *Limitations*

Several limitations qualify the findings. The sample is dominated by internal employees (98.8%) and concentrated in three faculties (52.0%), so results cannot be generalized to students or external partners; the 173 respondents are also below the Krejcie–Morgan benchmark of about 322 for the core population. The number of users reported in the screening checklists differs from the observation base used to compute element means, which calls for consistent branching logic in future forms. No baseline from earlier years exists, so trends cannot be judged. The overall satisfaction item was reported on a 1–5 scale whereas the elements use a 1–4 scale, which limits direct comparison. Finally, the root-cause analysis is inferential, built from quantitative and qualitative triangulation, and has not been verified by technical audits or interviews with service staff.

4. IMPLEMENTATION

The findings were translated into a tiered action plan that distinguishes strategic, tactical, and operational responsibilities. At the strategic level, bureau leaders should initiate an integrated information system with service tracking and automatic notifications, adopt uniform and published service-level agreements for completion time across all 38 services, and allocate maintenance and network budgets in proportion to quality gaps, prioritizing household affairs and state property. At the tactical level, the household affairs unit needs a scheduled preventive maintenance plan for air conditioning, water and electrical installations, and network equipment; the state property unit needs scheduled internal process evaluations, including periodic audits of the requirements of services with the lowest procedure scores; and the personnel and finance units, as the best performers, should document their practices as internal benchmarks. At the operational level, each of the fifteen priority services requires a service-specific plan, for example a physical condition audit for building maintenance and a workload evaluation for incoming and outgoing correspondence.

In the short term (0–3 months), the plan calls for publishing requirements for all 38 services, issuing a complaint procedure with response deadlines and escalation, conducting a quick assessment of air conditioning, water, electricity, and network conditions in buildings managed by household affairs, and following up directly with the 17 respondents who reported dissatisfaction. In the medium term (3–12 months), physical repairs begin with the five highest-priority services (KRT-02, KRT-06, KRT-03, KRT-01, and TUP-02), service-excellence training is provided to staff of units with relatively low competence scores, and a simple status-tracking pilot using automatic messaging is tested in high-volume services (TUP-01, KPG-01, and KEU-01). In the long term (beyond 12 months), a single sign-on system covering all services, with real-time tracking, digital signatures, and personal dashboards, should be developed together with a campus network upgrade, and the survey should be institutionalized annually or each semester with stratified sampling that guarantees quotas for students and external partners.

Success indicators include written service-level agreements for all services, a rise of at least 0.15 points in the completion-time element at the next survey, a scheduled maintenance program in operation, and a decline in facility and network complaints. Closing the 7.43-point gap to grade A appears feasible within one to two survey cycles only if the three weakest elements are improved in a focused way, because the spread among elements is narrow and progress requires even, sustained improvement rather than a single large leap.

5. CONCLUSION

The 2026 survey shows that user satisfaction with the General and Financial Bureau is good, with an index of 3.235 (80.88) and with all six work units and all 38 services in grade B. Personnel (82.26) and finance (82.14) performed best, and state property (78.29) lowest. The bureau is strongest in cost/tariff, complaint handling, and staff behavior and weakest in completion time, procedures, and facilities; users' own priorities and open comments confirm this pattern, with facilities and internet access most frequently mentioned. Household affairs contributes most of the highest-priority services, whereas state property combines low

coverage and low quality, so the two units require different strategies: structural investment in facilities for the former and scheduled process evaluation for the latter. The tiered implementation plan links each finding to a responsible level, time horizon, and measurable indicator. Future surveys should use stratified sampling with quotas for students and external partners, a consistent branching design, a common scale for overall satisfaction, and a longitudinal series, and should be followed by technical audits before large budget decisions are finalized.

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