

THE SECRET *of* LOYALTY

Management Strategy and
Citizen Behavior in Public Services



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in Public Services

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PREFACE

In an era of dynamic social and economic transformation, public institutions are increasingly expected not only to provide services but also to build long-term relationships based on public trust. This book emerges from an in-depth study on marketing strategy, customer behavior, satisfaction, and trust within the context of public service delivery.

The author believes that management strategy in the public sector is no longer a mere administrative tool, but a strategic approach emphasizing the value of relationships, satisfaction, and user loyalty. This research bridges the gap between traditional management theory and public service management practice in Indonesia. Employing an empirical analysis using *Structural Equation Modeling (SEM)*, the findings demonstrate that the implementation of management strategy and citizen behavior significantly influence satisfaction and trust, which in turn have strong implications for participant loyalty.

This book is written to broaden academic and public understanding of the importance of trust and satisfaction in strengthening public service systems. Readers will be guided to see how modern management concepts such as *customer relationship*, *trust-building*, and *service quality* can be effectively applied in public institutions. Therefore, this work is expected to contribute both conceptually and practically to the development

of a more human-centered, professional, and sustainable model of public service management.

The author expresses sincere gratitude to Universitas Sangga Buana Bandung and all parties who have supported the completion of this research and publication. It is the author's hope that this book serves as a valuable reference for scholars, policymakers, and practitioners committed to improving the quality of public services in Indonesia and across the ASEAN region.

Bandung, 2025
Authors

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CHAPTER 1 - UNVEILING THE MEANING OF PUBLIC LOYALTY

In the evolving landscape of modern governance, public loyalty is no longer merely the result of temporary satisfaction; it reflects a deeper emotional and moral bond between citizens and public institutions. Amid rapid social change, citizens increasingly assess public services not only by their efficiency or speed, but also by the fairness, respect, and empathy demonstrated in their interactions with government agencies. Public loyalty, therefore, serves as a symbol of trust cultivated through consistent, transparent, and meaningful service encounters.

Moreover, loyalty carries notable economic and social value. Economically, loyal participants contribute to the long-term sustainability of public programs. Socially, loyalty enhances cohesion between institutions and communities, strengthens positive perceptions of government, and fosters a shared sense of ownership over public initiatives.

1.1 Background and the Urgency of Loyalty in the Public Sector

Loyalty in the public sector has shifted from a peripheral managerial concern to a central indicator of governance

performance. In an era marked by heightened public scrutiny, declining institutional trust in several countries, and rising expectations for transparency and responsiveness, citizen loyalty functions both as an outcome stemming from high-quality services and perceived integrity and as a strategic asset for sustaining long-term policy implementation.

As citizens increasingly demand transparency, accountability, and high-quality public services, loyalty has become an essential measure of institutional success. It is not merely reflected in repeated service use, but in the depth of trust, satisfaction, and emotional connection that citizens develop with public institutions.

Empirical evidence consistently shows a strong association between trust and perceptions of good governance. Studies conducted during and after the COVID-19 pandemic demonstrate that transparent, accountable, and responsive governance practices significantly enhance citizen trust and, consequently, their willingness to comply with policies and maintain engagement with public institutions (Mansoor, 2021).

From a practical standpoint, loyal citizens reduce frictional costs for public managers manifested through fewer complaints, higher voluntary compliance, and smoother policy uptake. Loyal citizens also create a reservoir of social legitimacy that

institutions can draw upon during periods of crisis. From a normative standpoint, loyalty reflects a moral contract between the state and its citizens, indicating that services are experienced not merely as transactional exchanges but as expressions of reciprocal obligations. The urgency to cultivate loyalty becomes even more pronounced in the digital era, where rising expectations for convenience intersect with the rapid visibility of service failures on social media, making reputational risks both swift and widespread unless trust is deliberately strengthened (Virnandes et al., 2025a).

In the context of public services such as BPJS Kesehatan in Greater Bandung, loyalty is shaped by three primary factors: the implementation of marketing strategies, customer behavior, and two key mediating variables satisfaction and trust (Surjono et al., 2024). These findings reinforce the argument that marketing principles are not only relevant in the commercial sector but are also vital within public social services.

As emphasized by Zeithaml, Bitner, and Gremler (2018), customers in public services are assets that must be developed and retained. This perspective marks a paradigm shift from merely delivering services to cultivating long-term relationships. Accordingly, public institutions must go beyond meeting procedural standards by fostering trust and creating meaningful value for citizens.

1.2 The Paradigm Shift in Public Service: From Bureaucracy to Value Orientation

Over the past three decades, the governance and public administration literatures have documented a clear intellectual trajectory: a movement away from hierarchical, rule-bound Weberian bureaucracies toward models emphasizing efficiency (New Public Management), democratic citizenship (New Public Service), and, more recently, public value creation and service innovation. This evolution reframes the role of public organizations. They are no longer seen solely as rule enforcers, but as value-generating actors expected to co-produce outcomes with citizens and societal partners. A “value orientation” thus implies that success is measured not only by procedural compliance or throughput, but by the extent to which services yield socially recognized benefits that are often experienced as trustworthiness and, in turn, underpin citizen loyalty (Johnston, 2023).

The Public Value approach evaluates public organizations not merely on the efficiency of their internal processes, but on the degree of social value they generate and that the public acknowledges. Such value may take the form of justice, trust, empathy, or sustained civic engagement. Consequently, citizen loyalty arises not only from satisfaction with service speed or

convenience, but also from the belief that public institutions embody integrity and pursue moral objectives aligned with the public interest.

Recent research demonstrates that value-oriented public organizations consistently achieve higher levels of citizen trust and loyalty than those focused primarily on procedural adherence (Thabit et al., 2025). This indicates that the shift toward value creation is not merely conceptual but strategic. Public institutions must integrate relational management principles such as empathy, open communication, and attention to user experience with a foundational ethic of public service to strengthen legitimacy and foster enduring loyalty.

1.3 Problems and Challenges in Building Citizen Loyalty

Building public loyalty is not a simple task. Public institutions often struggle with lengthy bureaucratic procedures, ineffective communication, inconsistent service delivery, and weak citizen-centered organizational cultures. Many agencies continue to operate in silos, where coordination across units is limited and user experiences are fragmented. As a result, citizens frequently encounter inconsistent procedures and unnecessary complexity, leading to negative perceptions and declining trust. This underscores the importance of

adopting modern management strategies and understanding citizen behavior as a foundation for designing adaptive, human-centered public service policies.

Although the theoretical rationale for cultivating public loyalty is strong, practice reveals several persistent challenges. First, institutional fragmentation manifested in siloed delivery systems, overlapping mandates, and poorly integrated services creates disjointed citizen experiences that weaken trust. Second, service failures, whether driven by resource limitations, flawed processes, or unethical conduct, can generate disproportionate reputational damage in an era dominated by social media visibility. Effective service recovery, including credible explanations and meaningful remedial actions, is essential to prevent legitimacy loss. Research indicates that appropriate recovery efforts can reduce complaint likelihood and repair relational ruptures, but only when citizens perceive sincerity and competence in the response (Döring, 2022).

Third, digital transformation introduces paradoxical pressures. While e-government platforms and digital services can enhance convenience, transparency, and accountability thereby strengthening loyalty they may also exacerbate digital divides, raise concerns regarding data privacy, and depersonalize interactions. These risks can diminish perceptions of empathy, fairness, and inclusion. Studies on

digitalization emphasize that technological solutions must be designed and governed in a way that advances human-centered values rather than focusing solely on efficiency metrics.

Finally, motivational barriers within public organizations such as low public service motivation (PSM), entrenched bureaucratic inertia, and misaligned incentive systems can limit frontline employees' ability to exercise the discretionary effort that transforms routine service encounters into loyalty-building relationships (Virnandes et al., 2025b). Strengthening loyalty therefore requires organizational reforms that support employee engagement, empowerment, and alignment with public service values.

CHAPTER 2 - THEORETICAL FOUNDATIONS AND PUBLIC SERVICE PARADIGMS

Public service is a foundational concept in public administration, reflecting the core function of government in meeting the needs of its citizens. It cannot be understood merely as a set of administrative routines, but rather as an expression of the reciprocal relationship between the state and the public. Every theory and paradigm within the field of public administration represents a distinct way of understanding how government's view, engage with, and serve human beings.

From classical paradigms emphasizing control, hierarchy, and efficiency to contemporary models that highlight values, collaboration, and citizen participation, each theoretical shift marks an evolution in how the true purpose of public service is envisioned namely, to create public value.

According to Bisri and Asmoro (2019), public services encompass all activities aimed at fulfilling basic needs and fundamental rights of every citizen and resident, including the provision of goods, services, and administrative functions delivered by public service providers in relation to the public interest.

2.1 Basic Principles of Public Service

Good public service must be grounded in universal principles that uphold fairness, transparency, and accountability. Based on the Decree of the Minister of Administrative and Bureaucratic Reform Number 63/KEP/M.PAN/7/2003, as well as various public administration theories, the fundamental principles of public service include the following:

1. Transparency

The service process must be open, easily accessible, and understandable to the public. All information regarding procedures, costs, and service timelines must be communicated clearly and made readily available.

2. Accountability

Service providers are responsible for the outcomes, processes, and impacts of the services they deliver.

3. Participatory

The community is actively involved in the planning, implementation, and evaluation of services, serving as an important mechanism of social oversight.

4. Equality and Non-Discrimination

Every citizen has an equal right to receive services, regardless of ethnicity, religion, social status, gender, or any other personal characteristic.

5. Efficiency and Effectiveness

Services must be delivered through the optimal use of resources to achieve the best possible results.

6. Certainty of Time and Procedure

Every type of service must have a standardized completion time and a clearly defined workflow.

7. Responsiveness and Empathy

Service personnel must be able to understand community needs and conditions, responding with a humanistic and compassionate approach.

8. Comfort and Security

The service process must be conducted in an orderly and welcoming environment that ensures the safety and well-being of all service users.

The implementation of these principles represents a concrete manifestation of good governance that is clean, oriented toward the public interest, and grounded in ethical service values. In practice, the successful application of public service principles depends greatly on organizational culture, transformational leadership, and a strong commitment to integrity from every public official.

2.2 Evolution of Public Service Concepts (OPA, NPM, and NPS)

Regulatorily, **Undang-Undang Republik Indonesia Number 25 of 2009** defines public services as activities or a series of activities carried out to fulfill service needs in accordance with statutory regulations for every citizen and resident, including the provision of services, goods, and/or administrative functions by public service providers.

Meanwhile, Eny et al. (2025:1) emphasize that public services are activities undertaken by the government or public institutions to meet the needs and expectations of the community in the form of services, information, or facilities aimed at improving societal welfare and quality of life. Public services encompass various sectors such as health, education, transportation, the environment, and security.

Within the framework of modern administrative theory, public service is understood not only as an administrative obligation but also as a moral and social commitment to fulfilling societal expectations. This perspective incorporates several key elements of contemporary public administration theory:

1. Not just an administrative obligation

This means that public officials whether in government or the bureaucracy cannot merely follow procedures, regulations, formal mechanisms, or legal requirements. Viewing public service solely as an *administrative obligation* reduces it to activities performed to comply with rules, documents, forms, procedural steps, and deadlines. While these elements are necessary, they are not sufficient to capture the broader purpose and ethical responsibilities inherent in public service.

2. Moral and social commitment

This means that public officials carry responsibilities that extend beyond formal regulations responsibilities rooted in ethical values, moral judgment, and social responsibility. Serving the public is not merely a matter of *complying* with legal requirements, but of *choosing* to act in ways that promote public welfare. It involves a commitment to justice, respect for citizen rights, empathy, and the advancement of collective values. In this view, public service becomes an expression of moral duty and social stewardship, rather than simply a legal obligation.

3. Meeting Public Expectations

Public expectations encompass a wide range of service qualities, including fast, fair, transparent, and friendly service; responsiveness to citizen needs; opportunities for participation; respect for humanitarian values and justice; and non-

discriminatory treatment. These expectations reflect the public's growing demand for service experiences that are not only efficient but also equitable and human centered.

4. The context of modern administrative theory

The study and practice of public administration have undergone significant paradigm shifts. The **Old Public Administration (OPA)** emphasized hierarchy, formal rules, and administrative procedures as the foundation of government functioning. Over time, this approach gave way to **New Public Management (NPM)**, which prioritized efficiency, performance measurement, and the use of market-like incentives to improve public sector effectiveness. However, NPM was later criticized for over-marketizing public goods and marginalizing civic values.

This critique contributed to the emergence of the **New Public Service (NPS)**, which repositions citizens not as customers but as democratic partners, and re-centers public interest, participation, and shared values as core principles. As Mau (2021) explains, *"We are all familiar with the concept of the New Public Service, a paradigm in public administration that emphasizes a renewed recognition of the community as citizens who have the right to be served."* Similarly, Rivera and Uttaro (2021) note that local officials and department leaders practicing NPS employ public engagement strategies, actively listen to citizens, and interpret accountability through

democratic responsiveness. This framework is particularly useful for comparative analyses of NPS implementation across countries and its accompanying challenges.

Building on NPS, contemporary thought has shifted toward **Public Value Management**, which stresses multi-actor collaboration across government, civil society, and the private sector. In this view, success is defined by the creation and maintenance of public value—value that citizens acknowledge and experience. This reorientation requires public managers to integrate managerial effectiveness with citizen engagement and ethical accountability (Kadakure & Twum-Darko, 2024).

Kitchener et al. (2023) further argue that public value is generated when government, civil society, and other sectors work collectively to formulate and achieve shared societal outcomes. This perspective is particularly relevant in discussions of citizen participation and public strategy management. Meanwhile, Guan (2025) highlights that **Public Service Motivation (PSM)** influences employee performance through work engagement and is strengthened when moderated by transformational leadership.

2.3 Public Value Theory and Its Relevance in the Society 5.0 Era

Twenty-first-century public services can no longer operate within a traditional bureaucratic framework. A rapidly digitalizing world demands speed, transparency, and accessibility, while an increasingly informed and empowered society expects fairness, empathy, and meaningful engagement. Consequently, the public service paradigm must shift from a **“rule-driven organization”** to a **“value-driven institution.”**

The Public Value Theory, introduced by Moore (1994–1995), provides a framework for this transformation. Moore’s concept of public value emerged as a response to the limitations of New Public Management and New Public Governance. These earlier models, while improving efficiency and managerial effectiveness, were often unable to fully realize the social values embedded in public services. Their emphasis on market logic and economic efficiency sometimes overshadowed the broader socio-political purposes of governance. In contrast, Public Value Theory positions the creation of public value as the strategic objective of public organizations not merely fulfilling procedures but generating meaningful social and political benefits (Sujarwoto & Sahputri, 2023).

In the digital era and within the framework of **Society 5.0**, which emphasizes the integration of advanced technologies with social and humanitarian goals, the relevance of public value has grown significantly. Technology should not be used solely to

automate processes or optimize efficiency; rather, it must strengthen shared values, promote inclusion, enhance participation, and reinforce institutional legitimacy.

Recent studies emphasize that digitalization accelerates public value creation when guided by human-centered principles. However, when digital transformation focuses solely on technical efficiency, it risks widening social inequalities, depersonalizing service experiences, and eroding public trust. Therefore, advancing public value in Society 5.0 requires a deliberate balance of technological capability, ethical governance, and active citizen participation (Virtanen & Jalonen, 2024).

Table 2.1 Three Main Paradigms in Public Management and Services

Aspect	New Public Management (NPM)	New Public Governance (NPG)	Public Value (PV)
Background	1980–1990s (era of neoliberalism and public sector efficiency)	2000s (response to NPM limitations and increased collaboration between actors)	1995–present (Mark Moore and the development of public value theory)
Main Focus	Efficiency, performance, and market orientation in	Collaboration , networking and multi-stakeholder	Value creation for society and democratic

Aspect	New Public Management (NPM)	New Public Governance (NPG)	Public Value (PV)
	public services	participation in governance	legitimacy in public service
Government Role	Managers and performance supervisors are like the CEO of the company	Network facilitator and coordinator	Public value creator and guardian of public legitimacy
Value Orientation	Economic value (efficiency, productivity, competition)	The value of social networks and trust between actors	Public values (fairness, participation, trust, and social benefits)
Relationship with Citizens	Citizens = customers	Citizen = partner	Citizen = citizen who actively participates
Organizational Structure	Hierarchical and contract-based	Networked governance and collaborative	Adaptive, trust-based and public values
Management Approach	Performance-based management, privatization, and competition	Collaborative management, cross-sector partnerships	Public value management and social outcome-oriented innovation
Main Instruments	Performance indicators, contracts, benchmarking	Collaboration, co-production, governance networks	Public dialogue, value deliberation, co-creation

Aspect	New Public Management (NPM)	New Public Governance (NPG)	Public Value (PV)
Actors Involved	Government and private sector	Government, private sector, NGOs, and communities	All public actors with active citizen participation
Ultimate Goals	Efficiency and effectiveness of public services	Synergy between actors and collaborative governance	Sustainable public value and social legitimacy
Key Figures	Christopher Hood, Osborne & Gaebler	Stephen Osborne, Rhodes, Sørensen & Torfing	Mark Moore, Benington, Talbot
Main Weaknesses	Ignoring social values and democratic legitimacy	The complexity of network coordination and accountability	It is difficult to measure “public value” objectively.

2.4 The Interconnection between Service Ethics and Public Value

Service ethics constitute the normative backbone of public administration and play a critical role in reinforcing institutional legitimacy. Core values such as integrity, transparency, fairness, and accountability not only enhance service quality in an instrumental sense but also shape citizens’ perceptions of

institutional morality an essential dimension of public value. Contemporary research on public sector ethics highlights that without strong ethical mechanisms such as clear codes of conduct, independent oversight systems, and an ethically grounded organizational culture efforts to create public value remain fragile and are unlikely to generate lasting citizen loyalty.

Ethics also intersects directly with service recovery and the management of service failures. Honest, accountable, and consistent responses to failures are far more effective in restoring trust than defensive or procedural bureaucratic explanations. As Perry (2000) emphasizes, embedding ethics into the design and delivery of public services is a fundamental prerequisite for resilient and sustainable public value creation.

2.5. Integrating Relationship Marketing into Public Service Management

Relationship marketing originated in commercial settings as a strategy to cultivate long-term customer relationships. When applied to public services, its relational principles trust, commitment, two-way communication, and coherent user experiences prove highly relevant and adaptable. A growing body of research documents the increasing application of marketing concepts within the public sector, including citizen

relationship management, service co-creation, and participatory service design.

Integrating relationship marketing into public management carries important practical implications. First, shifting from a transactional to a relational orientation requires designing services that consider citizens' ongoing experiences rather than isolated interactions. Second, empathetic and transparent communication strengthens institutional legitimacy and fosters deeper trust. Third, involving citizens as co-creators enhances the relevance, acceptance, and effectiveness of public policies and programs.

Crucially, this integration must operate within ethical boundaries. Public sector marketing should be used to empower citizen participation and advance public values, not to manipulate or engineer consent. As Orellana Bueno and Pérez Jara (2024) emphasize, relational strategies in public contexts must be grounded in democratic principles, inclusivity, and respect for citizens' autonomy.

CHAPTER 3 - FUNDAMENTAL CONCEPTS OF CUSTOMER LOYALTY

Customer loyalty has long been examined within the commercial sector. However, when the concept is applied to public services, its meaning and implications broaden significantly. In the public context, loyalty is not merely a matter of repeated preference; it also serves as an indicator of institutional legitimacy, civic participation, and the long-term sustainability of public policies. This chapter explores the core concept of loyalty, reviews relevant theoretical models, identifies its key determinants, and outlines appropriate measurement approaches suited to public-sector environments.

3.1. Definition and Dimensions of Loyalty

Loyalty is a central construct in both marketing and public administration scholarship. In the context of public services, loyalty extends beyond repeated preference or continued use; it reflects institutional legitimacy, the ability to foster voluntary compliance, and citizens' willingness to participate in public processes. This chapter examines the conceptual foundations of loyalty, reviews key theoretical models, identifies its primary determinants, and outlines robust measurement approaches suitable for contemporary public service environments.

A. Core concept:

In commercial literature, loyalty refers to consumers' enduring preference for a brand or service provider, expressed through repeat purchases, positive advocacy, and resistance to switching. Wirtz et al. (2016) describe loyalty as a customer's desire to continue purchasing a company's products over the long term, exclusively, while also recommending those products to friends and relatives. Similarly, Kotler and Keller (2016) define loyalty as *"a deeply held commitment to rebuy or repatronize a preferred product or service in the future, despite situational influences and marketing efforts that might cause switching behaviour."* According to Griffin, as cited in Hurriyati (2020), loyalty is reflected in repeated purchases made consistently over time by decision-making units.

Based on these expert perspectives, customer loyalty can be understood as a long-term commitment by users to continue engaging with a company's products or services demonstrated through repeated use and willingness to recommend the offerings to others.

When translated into the public service context, however, the concept of loyalty expands beyond commercial behaviours to encompass three key domains:

1. **Behavioural loyalty** – continued use of public services, voluntary compliance with rules, and consistent engagement.
2. **Affective loyalty** – emotional attachment to public institutions, feelings of trust, pride, and satisfaction.
3. **Normative loyalty** – support for institutional legitimacy, alignment with public values, and willingness to cooperate in achieving collective goals.

Thus, **public loyalty** integrates citizens' behavioural commitment, emotional connection, and normative support for public institutions ultimately reinforcing the sustainability of public programs and the co-creation of shared public value.

In the business context, customer loyalty is reflected in four characteristics proposed by Griffin, as cited in Hurriyati (2020:130):

1. **Makes regular repeat purchases**
Customers who have purchased a product or service two or more times and continue to do so consistently.
2. **Purchases across product or service lines**
Loyal customers buy the full range of goods or services they need from the same provider. Their relationship

with the company is strong, long-term, and resilient to competitive alternatives.

3. Recommends products or services to others

Loyal customers not only purchase regularly but actively encourage others to do so. Through positive word of mouth, they indirectly market the company and attract new consumers.

4. Demonstrates immunity to competitive offerings

Loyal consumers resist switching to alternative products or services offered by competitors, even when presented with attractive options.

While these characteristics originate from the commercial sector, public services require a broader and more nuanced understanding of loyalty. Drawing from cross-disciplinary literature in marketing, public administration, and sociology, the key dimensions of **public loyalty** can be detailed as follows:

1. Behavioural Loyalty

Frequency of service use, compliance behaviour, and retention of administrative interactions (see OECD's service performance guidance for empirical support). (Baredes,2022)

2. Affective/Attitudinal Loyalty

Satisfaction, pride, and emotional bonding lead citizens to advocate for services.(Yum & Kim, 2024)

3. Cognitive–Normative Loyalty

Belief in institutional legitimacy, fairness, and deserved support (linked to public value). (Virtanen & Jalonen, 2024)

4. Engagement-based Loyalty

Active participation in co-creation, public forums, and volunteer initiatives; an increasingly important metric in digitally enabled governance. (Orellana Bueno & Pérez Jara, 2024a)

B. Contrast With Commercial Loyalty:

Commercial loyalty centers on private utility; public loyalty implicates collective values, political legitimacy, and civic duty, requiring distinct measurement and strategic responses.

These differences can be seen in Table 2.2 below:

Table 3.1 Differences between Commercial Loyalty and Citizen Loyalty

Aspect	Customer Loyalty	Citizen Loyalty
Context	Business or market (relationship between customers and companies)	Public sector (relationship between citizens and government institutions)
Primary Goal	Increase sales, customer retention and profitability	Increase citizen trust, participation and compliance with public services
Value Orientation	Economic value (satisfaction, price, quality, and brand)	Public values (justice, trust, transparency, and fair service)

Aspect	Customer Loyalty	Citizen Loyalty
Loyalty Motivation	Based on customer experience, satisfaction, and personal benefits	Based on perceptions of fairness, institutional trust, and public service morality
Forms of Loyalty	Repeat purchases, recommendations, and brand commitment	Support for public policy, active participation, compliance with regulations, and trust in the government
Relationship with Institutions	Transactional (based on profit and exchange of economic value)	Relational and normative (based on trust, social responsibility, and national values)
Measures of Loyalty	Can be measured by behavioral indicators (repeat purchase, brand advocacy, switching intention)	Measured by indicators of public trust, service satisfaction, citizen participation, and commitment to the state.
Major Shaping Factors	Customer satisfaction, brand image, service quality	Public trust, government legitimacy, transparency, and service ethics
Actors Involved	Company – consumer	Government – citizens
Ultimate Goal	Profit and business sustainability	Legitimacy and stability of government through citizen support

Aspect	Customer Loyalty	Citizen Loyalty
Examples of Loyal Behavior	Customers continue to purchase products of a particular brand	Citizens continue to trust, support, and participate in government programs despite service limitations.

3.2. Models of Loyalty: Attitude, Behaviour, and Commitment

A. Classical Framing and Applicability

Oliver's sequential model moving from **cognitive** → **affective** → **conative** → **action loyalty** remains a useful analytical lens for understanding how individuals develop loyalty over time. The model proposes that cognition and perception form the basis for affect, which then shapes intention, eventually culminating in behavior. The stages can be described as follows:

1. Cognitive Loyalty (Loyalty Based on Awareness)

At this stage, loyalty is driven by information and rational evaluation. Awareness of the brand or service, as well as expectations formed through perceived value, becomes the primary determinant. This form of loyalty tends to be relatively weak because it is grounded in knowledge rather than emotion.

2. Affective Loyalty (Loyalty Based on Feeling)

In this stage, emotional responses and satisfaction

become central. Positive experiences shape a deeper emotional attachment that goes beyond mere awareness or expectation. Because affective loyalty is internalized, it becomes more difficult to disrupt or replace.

3. **Conative Loyalty (Loyalty Based on Commitment)**

Conative loyalty reflects a stronger form of commitment, in which individuals develop a clear intention or desire to continue using a product or service. This stage represents the motivational foundation for future behaviour.

4. **Action Loyalty (Loyalty Demonstrated Through Behavior)**

This is the final and most concrete stage, where intention is translated into actual behavior. Action loyalty begins with motivation, progresses to readiness to act, and is ultimately expressed through sustained, consistent engagement (Puspaningrum, 2017).

While Oliver's framework is widely applied in commercial settings, its direct translation to public services requires modification. In public contexts, **intention does not always translate into behavior** due to external constraints such as limited access, administrative burdens, service availability, or institutional barriers. Therefore, contemporary models of **public loyalty** must incorporate enabling conditions such as accessibility, institutional capacity, and supportive

infrastructures to accurately capture the dynamics of citizen behaviour (Yum & Kim, 2024).

B. Three-Layer Integrative Model

The authors propose a multilevel integrative model that conceptualizes public loyalty as the outcome of three interconnected layers: psychological, institutional, and normative/community. Together, these layers capture individual attitudes, organizational performance, and societal values that shape citizens' loyalty in public service contexts.

1. Psychological Layer: Perceptions → Satisfaction & Trust → Intention

This layer focuses on individuals' internal cognitive and affective processes. Citizens evaluate public services based on interaction quality, efficiency, fairness, and the overall experience they receive. According to expectation-disconfirmation theory (Oliver, 1980), satisfaction arises when citizens perceive that service performance meets or exceeds their expectations.

This satisfaction then becomes the foundation for building **trust** in public institutions (Bouckaert & Van de Walle, 2003). Trust, in turn, shapes **intentions** including continued use, compliance, public support, and willingness to engage in participatory activities.

Thus, the psychological layer explains how personal experiences, expectations, and emotional responses translate into individual-level loyalty toward public institutions.

2. Institutional Layer: Service Quality, Consistency, Transparency, Responsiveness

The institutional layer emphasizes the structural and systemic aspects of public service delivery. High service quality, transparent processes, consistent procedures, and responsive problem-solving shape the objective citizen experience.

Moore's *Creating Public Value* (1995) argues that public organizations must strategically generate value that is recognized by citizens not merely demonstrate administrative efficiency. This aligns with the **New Public Service** paradigm (Denhardt & Denhardt, 2007), which frames citizens not as customers but as rights-bearing participants who deserve to be heard.

Institutional legitimacy, therefore, emerges from both **technical performance** and **ethical governance**. When institutions operate openly, fairly, and inclusively, they strengthen trust, which feeds higher levels of public loyalty.

3. Normative/Community Layer: Civic Engagement, Social Norms, Political Legitimacy

The third layer situates loyalty within the broader social, cultural, and political context. Citizens operate within networks of norms, shared beliefs, and collective identities that shape how they relate to government.

New Public Governance (Stoker, 2006) emphasizes the involvement of multiple actors government, civil society, and the private sector in collaboratively creating public value. Within

this framework, **public loyalty is reinforced not only by satisfaction but by social legitimacy**, community belonging, and alignment with collective values (Nabatchi, 2012).

Normative elements such as civic participation, collaborative governance, and social justice strengthen citizens' moral commitment and shared ownership of public institutions.

4. Interactions Across Layers

These three layers do not function independently; they are interdependent and mutually reinforcing:

- The **psychological layer** shapes individual perceptions and emotional responses.
- The **institutional layer** provides credible structures and consistent service experiences.
- The **normative layer** embeds public service within shared social meaning and community values.

Public loyalty arises when all three layers align when individuals feel satisfied and trusted, when institutions function transparently and reliably, and when social norms support civic engagement and collective legitimacy. Holistic loyalty-building therefore requires strengthening personal perceptions, institutional systems, and societal values simultaneously.

Empirical evidence supports the pathway from **satisfaction → trust → loyalty**, but studies also show that effect sizes vary depending on institutional quality, socio-cultural dynamics, and governance context (Yum & Kim, 2024).

C. Role of Organizational Commitment and PSM

Organizational commitment among civil servants is commonly analysed using the three-component model (affective, normative, and continuance) commitment. In public-sector contexts, these components acquire additional relevance due to the moral, political, and social nature of public service work:

1. Affective commitment

Affective commitment reflects employees' emotional attachment to their organization and its public values. In the public sector, this component is strongly shaped by Public Service Motivation (PSM), particularly the dimensions of compassion and commitment to the public interest (Lu & Chen, 2022). Employees with high PSM tend to internalize institutional goals as part of their own identity.

2. Normative commitment

Normative commitment refers to a felt moral obligation to serve the public. This is closely linked to professional ethics and the underlying values of the public service vocation. PSM reinforces this sense of duty by strengthening individuals' belief that they *ought* to contribute to societal well-being (Tang et al., 2024).

3. Continuance commitment

Continuance commitment involves staying in the organization due to practical considerations, such as job

security, benefits, or career prospects. While this component is more instrumental, in the public sector it is shaped by employment systems, tenure protections, and career stability (Todorović et al., 2024).

Public Service Motivation (PSM) acts as a psychological force that drives officials to behave in alignment with public service values. PSM is viewed not only as a moral orientation but also as a personal resource that explains why someone remains committed to serving despite limited resources, bureaucratic pressures, or high public demands.

The relationship between PSM and civil servant commitment occurs through several psychological and organizational mechanisms:

1. PSM → Affective commitment (PSM increases workers' emotional identification with public goals) (Tang et al., 2024). PSM increases affective commitment, which is the emotional attachment of civil servants to the organization and public values. Individuals with high levels of PSM perceive their work as having moral and social meaning, making it easier for them to identify with the organization's mission. Tang et al. (2024) showed that the dimensions of compassion and commitment to the public interest significantly strengthen this sense of attachment.

2. PSM acts as a mediator/moderator between organizational conditions (transformational leadership, person-job/organization fit, self-efficacy) and commitment. This means that good leadership and job fit strengthen the effect of PSM on commitment.(Jung & Moon, 2024)

PSM can function as a mediator or moderator in the relationship between organizational factors and commitment. For example, transformational leadership and person-job fit or person-organization fit increase civil servant commitment by strengthening existing public service values within the individual. In this context, PSM acts as a psychological bridge that transforms organizational support into moral dedication to duty.

3. Job demands–resources (JD-R) framing: PSM acts as a source of motivation (personal resource) that enables employees to respond to work demands and transform organizational support into commitment and performance.(Tang et al., 2024).

PSM acts as a personal resource that strengthens the relationship between work resources (support, training, organizational justice) and commitment. Civil servants with high PSM tend to be more resilient to heavy workloads because they view their work as a form of service, not simply an administrative obligation. Thus, PSM enables civil servants

to transform work pressures into opportunities to actualize public values.

These mechanisms demonstrate that civil servant commitment is shaped by the synergy between **intrinsic motivation (PSM)** and **extrinsic organizational conditions**. Commitment is strongest when work environments enable employees to express public service values through visionary leadership, fair reward systems, supportive cultures, and participatory structures.

The service ethos of the public workforce directly influences public loyalty: higher PSM correlates with discretionary, empathetic behaviours that convert transactional satisfaction into durable citizen loyalty. Therefore, organizational variables should be modeled as moderators and contributors to loyalty outcomes (Royhan, 2025).

The public workforce's service ethos matters: higher Public Service Motivation (PSM) correlates with discretionary, empathetic behaviours that convert transactional satisfaction into durable loyalty. Hence, organizational variables should be modelled as moderators and contributors to loyalty outcomes. (Royhan, 2025).

3.3. Loyalty Drivers: Satisfaction, Trust, and Value

A. Satisfaction

Zeithaml et al. (2018) define satisfaction as the consumer's fulfillment response a judgment that a product or service, or one of its attributes, provides a pleasurable level of consumption-related fulfillment. Schiffman and Wisenblit (2019) similarly describe customer satisfaction as customers' perceptions of how a product or service performs relative to their expectations.

According to Zeithaml et al. (2018), **customer expectations** are beliefs about service delivery that serve as standards or reference points against which actual performance is evaluated. Because consumers assess service quality by comparing perceived performance with these reference points, a deep understanding of customer expectations is essential for effective service management. **Service performance**, on the other hand, refers to the service actually received, and the customer's assessment of its quality based on lived experience.

Kotler and Keller (2016) also emphasize that satisfaction arises from comparing perceived performance with expectations, producing feelings of pleasure or disappointment. Their view highlights the customer-oriented nature of performance: quality outcomes are central to generating

satisfaction. Mothersbaugh et al. (2020) add that when product or service performance exceeds expectations, satisfaction and sometimes commitment results. Abdullah and Tantri (2019) express a similar view, defining satisfaction as the degree of one's feelings after comparing perceived performance with expected outcomes.

Across these perspectives, satisfaction consistently appears as a central predictor of loyalty yet it is not the sole determinant. Its influence can be mediated or moderated by trust, switching costs, social norms, or contextual factors specific to public services. In the public sector, key satisfaction indicators include responsiveness, accessibility, simplicity of procedures, and the quality of interpersonal interactions.

Baredes (2022) underscores the importance of satisfaction metrics in evaluating public service performance and their role in shaping citizen perceptions and future engagement.

B. Trust

Robbins and Judge (2022) describe trust as a psychological state characterized by mutual positive expectations, in which individuals depend on one another and genuinely care for each other's welfare. Lamb and McDaniel (2018) define trust as the confidence one party has in an exchange partner's reliability and integrity. Kotler et al. (2019) further note that trust involves the

willingness of one entity to rely on another, while Hollensen (2019) explains trust as the belief that a partner will act predictably, keep commitments, and avoid behaviors that could cause harm.

In the context of public services, **trust refers to citizens' perceptions of institutional integrity, competence, and consistency.** Trust plays a pivotal role in stabilizing the satisfaction–loyalty relationship. Without trust, transactional satisfaction becomes fragile; even minor reputational failures can lead to a rapid decline in citizen support.

Contemporary research consistently identifies trust as a critical **mediator** and **moderator** in loyalty dynamics, shaping how citizens interpret service experiences and influencing whether satisfaction translates into sustained engagement and loyalty (Yum & Kim, 2024).

C. Perceived Value / Public Value

The success of public institutions depends fundamentally on the values that underpin their operations. Values such as integrity, professionalism, empathy, and accountability must be deeply internalized across all organizational levels. These values should not remain as slogans displayed on office walls; rather, they must function as guiding principles that inform every decision, interaction, and service encounter. Public leaders must

serve as role models demonstrating coherence between their words and actions. Trust in public institutions is cultivated not only through major policy initiatives but also through small, consistent behaviours such as staff friendliness, responsiveness, and a genuine willingness to listen to public concerns.

Zeithaml et al. (2018) define **perceived value** as the consumer's overall assessment of a product's utility based on perceptions of what is received relative to what is given. Kim et al. (2024) adapt this concept to public governance, describing perceived value as citizens' interpretation of the personal and collective utility derived from government services relative to their expectations and sacrifices.

In public contexts, perceived value encompasses **instrumental benefits, social contributions, and ethical considerations**. Public Value theory extends this notion by emphasizing the societal recognition of benefits. When citizens perceive public services as contributing to the common good, their loyalty becomes more durable and resilient. Virtanen and Jalonen (2024) argue that integrating public value management with marketing perspectives illustrates how technical service benefits and broader social value jointly sustain long-term loyalty.

Similarly, perceived value in public services includes utilitarian advantages, positive social impacts, and morally grounded outcomes. Public Value reframes these benefits within a societal lens. Effectively **communicating public value** explaining how services enhance collective welfare can strengthen citizen support, improve trust, and increase willingness to accept necessary policy trade-offs (Baredes, 2022).

3.4. Measuring Loyalty in Public Sector Contexts

A. Measurement principles

Public loyalty measurement should reflect behavioral, affective, and normative aspects. Traditional business metrics:

1. Net Promoter Score (NPS),

Three forms of net promoter feedback:

a. Relationship

NPS Companies regularly contacts a sample of their own customer, asking them how likely they would be to recommend the company to friends or colleagues, and why.

b. Experience

NPS practitioners ask for feedback from their own customers after selected experiences, transactions, or episodes.

c. Competitive Benchmark

Loyalty leaders seek feedback not only from their own customers but also from their competitors' customers. (Anunciacao,2023)

2. Customer Satisfaction Score (CSAT),

Customer satisfaction scores are a measure of how satisfied customers are with a particular product, service or experience they have had with a company. (Sarmawa et al,2025)

3. Customer Loyalty Index (CLI)

The Customer Loyalty Index (CLI) is an important metric used to assess and enhance customer loyalty and satisfaction. It offers valuable insights into customer retention, future purchase intentions, and the overall strength of the customer-brand relationship. In this section, we examine the concept of the Customer Loyalty Index, its method of calculation, the role of surveys in data collection, and how organizations can utilize CLI results to strengthen customer loyalty (Everafter, 2025).

All three methods are useful but require expansion for example, by incorporating items that assess compliance, willingness to support public policies, and levels of citizen participation. Baredes (2022) recommends integrating survey-based satisfaction indicators with administrative data to enhance the reliability and accuracy of public service performance monitoring.

B. A Composite Citizen Loyalty Index (CLI)

The **Citizen Loyalty Index (CLI)** is a composite measure that captures citizens' levels of engagement, commitment, and their likelihood of continuing to use, support, and recommend public services and institutions within a particular region or policy domain. Unlike business-oriented loyalty metrics, the CLI incorporates **normative dimensions** such as belief in institutional legitimacy alongside service satisfaction and pro-social behaviors, including participation and public advocacy. It therefore reflects a broader, more value-oriented form of loyalty than simple purchase frequency or transaction value (Pham et al., 2023).

Suggested components:

1) Behavioural:

Repeat usage of public services, compliance with regulations, and advocacy actions (recommending services/agencies to others).(Ochoa-Rico et al., 2024)

2) Affective:

Affective refers to a citizen's emotional attachment and inner commitment to a public institution or service positive feelings, pride, sympathy, or psychological attachment that make citizens “feel” a personal

connection to the service/agency, rather than simply viewing it as a utilitarian tool. In the loyalty literature, this is often called affective commitment or attitudinal loyalty. (Satria Hadi et al., 2023)

3) Normative:

Loyalty rooted in perceptions of legitimacy, constitutional adherence, or support for the principles of government is a more political and long-term aspect. Studies on “constitutional loyalty” emphasize this dimension. (Gutmann,2022)

4) Engagement:

Engagement is a series of participatory behaviours and attitudes that indicate how actively citizens engage with public services or processes: routine use (frequency), participation in co-creation (providing input, participating in programs), digital interactions (comments, reporting), and pro-social actions such as becoming service ambassadors. Engagement encompasses cognitive (attention), emotional (interest), and behavioural (action) aspects. (Uyen Nguyen et al., 2024)

C. Ethical & practical considerations

Privacy protection, inclusivity (cover digital-excluded groups), and transparency in indicator use are essential. Metrics

should feed continuous improvement rather than serve short-term political targets.

CHAPTER 4 - CUSTOMER BEHAVIOR IN PUBLIC SERVICES

Behavior is an individual's response/reaction to stimuli originating from outside or from within them. Customer behavior in public services links service design, user experience, and institutional legitimacy. To design effective policies and foster long-term loyalty, policymakers and public managers must understand the unique characteristics of public users, the psychological and social motivations that drive service use, how citizens assess satisfaction and perceived value, and how behavior evolves in the digital, participatory era. This chapter synthesizes theoretical and empirical findings, drawing practical implications for modern public service practice.

4.1 Understanding Consumer Behavior

Kotler and Keller (2016) state that consumer behavior is the study of how individuals, groups, and organizations select, buy, use, and dispose of goods, services, ideas, or experiences to satisfy their needs and wants. Solomon (2020) states that customer behavior covers a lot of ground: It is the study of the processes involved when individuals or groups select, purchase, use, or dispose of products, services, ideas, or experiences to satisfy needs and desires. Lamb and McDaniel (2018) state that consumer behavior is a process a consumer uses to make purchase decisions, as well as to use and dispose of purchased

goods or services; it also includes factors that influence purchase decisions and product use.

According to Engel et.al in Hurriyati (2020), consumer behavior is the direct action to obtain, consume, and spend products and services, including the decision processes that precede and follow these actions. Consumer behavior, according to Mothersbaugh et al (2020), is the study of individuals, groups, or organizations and the processes they use to select, secure, use, and dispose of products, services, experiences, or ideas to satisfy needs and the impacts that these processes have on the consumer and society. Schiffman and Wisenblit (2019) is the study of consumers' choices during searching, evaluating, purchasing, and using products and services that they believe would satisfy their needs.

Based on the understanding of consumer behavior from the experts above, it can be concluded that consumer behavior is a study of the process of individuals or consumers in making purchasing decisions, as well as using and disposing of products or services.

4.2 Components of Consumer Behavior

Consumer behavior focuses on how people make decisions about how to utilize available resources, including time, money, and effort, to purchase goods and services.

Kotler and Keller (2016) state that the starting point for understanding consumer behavior is stimulus-response. Marketing and environmental stimuli enter the consumer's consciousness, and a set of psychological processes combine with certain consumer characteristics to result in decision processes and purchase decisions.

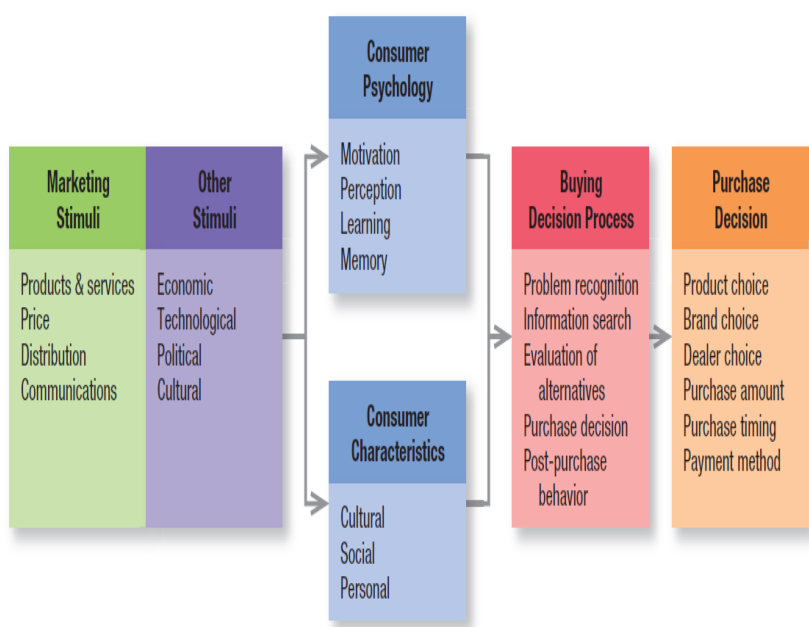


Figure 4.1 Consumer Behavior Model
Source: Kotler and Keller (2016)

1. Consumer Psychology
a. Motivation

We all have many needs at any given time. Some needs are biogenic; they arise from physiological states of tension

such as hunger, thirst, or discomfort. Other needs are psychogenic; they arise from psychological states of tension such as the need for recognition, esteem, or belonging. A need becomes a motive when it is aroused to a sufficient level of intensity to drive us to act.

Schiffman and Kanuk (2018) state that motivation is a driving force within an individual that compels them to act. This driving force is generated by a state of stress, which arises as a result of unmet needs.

b. Perception

Perception is the process by which we select, organize, and interpret information input to create a meaningful picture of the world. A motivated person is ready to act, influenced by their perception of the situation. In marketing, perception is more important than reality because it influences actual consumer behavior.

According to Hollensen (2019), perception is the process by which a person selects, organizes, and interprets information.

Schiffman and Kanuk (2018) state that perception is the process by which individuals select, organize, and interpret stimuli into a meaningful and coherent picture of the world.

c. Learning

Learning induces changes in our behavior arising from experience. Most human behavior is learned, although much learning is incidental. Learning theory believes that learning occurs through the interaction of drives, stimuli, cues, responses, and reinforcement.

Schiffman and Kanuk (2018) stated that learning is a process, meaning it continuously develops and changes due to newly acquired knowledge (which may be obtained from reading, from discussions, from observations, and from thinking processes) or from personal experiences.

d. Memory

All the information and experiences we encounter throughout life can end up in our long-term memory.

According to Hollensen (2019), consumers are also selective in what they remember. As such, they tend to retain information that supports their existing beliefs.

2. Consumer Characteristics

a. Cultural Factors

Culture, subculture, and social class are particularly important influences on consumer buying behavior. Culture is a fundamental determinant of a person's wants and behavior. Each culture consists of smaller subcultures that provide more specific identification and socialization for their members. Subcultures include nationalities,

religions, races, groups, and geographic regions. Societies exhibit social stratification most often in the form of social classes, relatively homogeneous and enduring divisions within society, hierarchically structured and with members sharing similar values, interests, and behaviors. According to Hollensen (2019), culture has perhaps the most important influence on how individual consumers make purchasing decisions. Culture is the set of beliefs, attitudes, and behavior patterns shared by members of a society and passed on from one generation to the next. Furthermore, Hollensen (2019) also states that a subculture is a group of people with shared values within a culture. Members of a subculture typically display values or norms that differ from those of the overall culture.

b. Social Factors

In addition to cultural factors, social factors such as reference groups, family, and social roles and statuses influence our buying behavior. A person's reference group is any group that has a direct (face-to-face) relationship or indirect influence on their attitudes or behavior. The family is the most important consumer purchasing organization in society, and family members are the most influential primary reference group. There are two families in a buyer's life. The family of orientation consists of parents and siblings. Each person participates in groups,

families, clubs, and organizations, and these are often important sources of information and help determine behavioral norms. Companies can determine a person's position in each group in terms of role and status.

c. Personal Factors

Personal characteristics that influence a buyer's decision include age and stage in the life cycle, occupation and economic circumstances, personality and self-concept, and lifestyle and values.

Schiffman and Kanuk (2018) state that personal factors are psychological characteristics within the individual that determine and reflect how a person responds to their environment. Consumption is also shaped by the family life cycle and the number, age, and gender of people in the household at any given time. Occupation also influences consumption patterns. Marketers try to identify occupational groups that have above-average interest in products and services and tailor products to specific occupational groups, as well as economic circumstances such as disposable income (level, stability, and pattern over time), savings and assets (including the percentage that are liquid), debt, borrowing power, and attitudes toward spending and saving. Personality is a set of distinguishing human psychological traits that lead to relatively consistent and enduring responses to

environmental stimuli, including purchasing behavior. Personality is often described in terms of traits such as self-confidence, dominance, autonomy, respect, sociability, defensiveness, and adaptability. Lifestyle is a person's pattern of living in the world, expressed in activities, interests, and opinions. It describes the "whole person" interacting with their environment. Marketers look for relationships between products and lifestyle groups. Consumer decisions are also influenced by core values, the belief systems that underlie attitudes and behaviors.

4.3 Characteristics and Expectations of Public Customers

Customer behavior in public services links service design, user experience, and institutional legitimacy. To design effective policies and foster long-term loyalty, policymakers and public managers must understand the unique characteristics of public users, the psychological and social motivations that drive service use, how citizens assess satisfaction and perceived value, and how behavior evolves in the digital, participatory era. This chapter synthesizes theoretical and empirical findings, drawing practical implications for modern public service practice.

A. Characteristics of Public Users

Public service users differ from commercial consumers: interactions often arise from administrative needs or civic duties (taxes, IDs, health), expectations combine technical efficiency

with fair treatment, and heterogeneity is high (age, digital literacy, geography, socioeconomic status). Effective service segmentation should account for these dimensions using administrative and survey data to tailor solutions for different user groups. (Brezzi,& Gonzales,,2023)

Think of public services as arenas where citizens of all ages, backgrounds, and abilities encounter public machinery that provides rights, facilities, and protections. Public customers differ fundamentally from commercial customers: they often come to them out of rights or administrative needs, not because they choose products based on market preferences. Recent theoretical approaches emphasize that public services are a process of value co-creation between service providers and citizens, and therefore, user characteristics must be understood as part of this value-creation dynamic.(Osborne, 2020)

1) Heterogeneity and Differentiation of Needs

Public customers are highly heterogeneous: young people, older people, urban vs. rural residents, people with disabilities, and other marginalized groups present with different needs, resources, and capabilities. The service evaluation literature emphasizes that quality and satisfaction measures must take this variation into account one size does not always fit all. Systematic studies emphasize the importance of user segment analysis and contextually sensitive service indicators.(Menezes et al., 2022)

2) Rights orientation, legal certainty, and fairness

Public customers demand procedural certainty and fairness: they seek a legal basis, certainty of requirements, and assurance of equal treatment. Research on public evaluations shows that the dimensions of fairness, transparency, and accountability are key drivers of perceived quality of public services (not just physical comfort). Unclear rules or perceived favoritism undermine legitimacy and trust.(Menezes et al., 2022)

3) Sensitivity to bureaucracy, time, and procedural friction

Bureaucratic red tape, long queues, or repeated paperwork requirements increase dissatisfaction. SLR and empirical studies on digital and in-person services have found that “procedural friction” (waiting time, form complexity, outcome uncertainty) is a strong determinant of user experience; thus, simplifying processes and ensuring timeliness of completion are often recommended.(Menezes et al., 2022)

4) The role of digital literacy and technology access (inequality of access)

Since the acceleration of digitalization, users' ability to use online services has become a key factor. Case studies in Indonesia (e.g., the SIAK population administration system) show that digital literacy and the quality of electronic services significantly influence citizen satisfaction, while citizens with less digital literacy still require non-digital channels or

assistance. Therefore, service design must be hybrid and inclusive.(Ramadhan & Pribadi, 2024)

5) Trust as social capital that determines user response

Citizens' trust in public institutions influences service use and satisfaction. When citizens doubt an institution's integrity or competence, they tend to be skeptical, use alternative channels, or report negative experiences. E-government research and user experience studies emphasize that transparent and accountable service design helps build trust.(Chan et al., 2021)

6) Emotions, psychological burden, and the need for empathy

Public services often touch sensitive aspects of life (health, identity, economic well-being). As a result, users come to us feeling emotional, anxious, stressed, or angry. The literature on user experience confirms that empathetic responses from staff and service designs that “reduce cognitive load” (simple guides, assistance counters) improve experience and satisfaction.(Menezes et al., 2022)

7) Participation tendencies and complaint behavior (voice & exit)

Customers are more likely to use formal complaint mechanisms, social media, or political pressure to voice their dissatisfaction. Conversely, if provided with participatory spaces (musrenbang, co-design), citizens can also contribute to service improvements. The literature emphasizes the

importance of responsive complaint mechanisms and credible participation channels (Menezes et al., 2022).

8) Channel preferences: hybrid and adaptive

Despite growing digitalization, channel preferences remain diverse: most prefer online convenience, but others (the elderly and vulnerable groups) require face-to-face interaction and human assistance. Research on e-government service design suggests a combination (online + offline + assistive support) to maintain inclusivity.(Chan et al., 2021)

9) Perceived value is multidimensional.

Perceived value in public services includes utilitarian value (practical benefits), social value (recognition of rights, sense of security), and emotional value (feeling appreciated, reduced stress). Recent studies in the digital domain and public services confirm that perceived value mediates the relationship between service quality and satisfaction/loyalty. Therefore, measuring user value must go beyond technical indicators alone.(Yum & Kim, 2024)

10) Vulnerable groups require special accommodations a human rights issue

Policy books and articles place accessibility, alternative languages, and specialized services for people with disabilities, the elderly, or minorities as normative and practical obligations. Evaluation of digital service effectiveness indicators also

emphasizes adherence to the principles of non-discrimination and technical accessibility(Pedrosa et al., 2020).

B. Citizen Expectations

In modern public services, citizen expectations are no longer viewed as unilateral demands from citizens on bureaucracy, but rather as part of a reciprocal process between government and society in creating public value.

Simply put, citizen expectations can be defined as the expectations, perceptions, and quality standards citizens have for the services, processes, and outcomes provided by public institutions. These expectations are formed from previous experiences, knowledge of citizenship rights, media exposure, and comparisons with services in the private sector.(Osborne, 2020)

Osborne (2020) in Public Service Logic states that citizens are not only "consumers" who assess performance, but also "co-producers" of public value. In other words, citizens' expectations relate not only to outputs (service outcomes) but also to social outcomes such as fairness, transparency, and engagement.

Citizens' expectations of public services have the following key dimensions:

a) Process Expectation

Citizens expect services to be easy, fast, transparent, and fair. A systematic study by Menezes et al. (2022), which

reviewed 15 years of public service studies, found that process aspects such as waiting time, procedural simplicity, and clarity of information were the most dominant factors in shaping public satisfaction. This study concluded that when processes are perceived as complicated, even services with good outcomes are perceived as poor by users (perceived service failure).

b) Fairness and Accountability

In the public sector, citizens assess not only efficiency but also procedural fairness and moral accountability.

A study by Popescu et al. (2024) confirms that even digital services will fail to meet expectations if they do not guarantee equal treatment, personal data protection, and information security. Fairness and security are essential components of trust-based expectations.

c) Responsiveness and Empathy Dimension

Citizens' expectations are not only technical but also emotional. Citizens want to be treated with respect, empathy, and care, especially in sensitive services such as healthcare, social assistance, or citizenship identity.

Chan et al. (2021), in a multidimensional study on public service design, found that affective service design (service design that considers user feelings) significantly increases satisfaction.

d) Outcome and Public Value Dimension

Citizens expect not only fast service but also meaningful outcomes and social impact.

Osborne (2020) emphasized that citizen expectations encompass macro dimensions such as social justice, environmental sustainability, and government transparency, not just administrative dispute resolution.

e) Digital Experience Dimension (Digital Convenience and Literacy)

Citizens' expectations in the digital age are increasing rapidly. They demand easy online access, a user-friendly interface design, and clear online procedures. Research by Ramadhan & Pribadi (2024) on the Population Administration Information System (SIAK) in Indonesia shows that digital literacy is a key differentiator in satisfaction: citizens who are familiar with digital services are more satisfied due to easy and efficient access, while citizens with low literacy experience obstacles.

C. Factors that Shape Citizen Expectation

Table 4.1 Factors Shaping Citizens' Expectations

Formation Factors	Explanation	References
Personal & Social Experiences	Citizens form expectations based on direct experience or stories from others.	Menezes et al. (2022)

Exposure to Private Services & Digitalization	Citizens compare public services with private sector services (banking, e-commerce).	Chan et al. (2021)
Cultural Values and Social Norms	In collectivist societies, citizens tend to judge services based on social harmony and the courtesy of staff.	Hofstede & Minkov. (2020).
Political conditions and trust in institutions	Trust in government influences citizens' expectations and tolerance for service deficiencies.	Van De Walle & Six (2014)
Citizen engagement and participation	The more citizens engage in co-creation, the more realistic and constructive their expectations become.	Osborne (2020)

4.4 Psychological and Social Factors in Service Utilization Decisions

A. Psychological Factors

When an individual decides whether to access a public service, for example, applying for social assistance, obtaining a birth certificate, or using healthcare, the decision is not solely based on economic rationality. It is shaped by interacting

psychological dimensions: cognitive (what people know and expect), affective (how they feel safe, anxious, angry), and motivational (what needs or obligations drive the action). A holistic understanding of these three dimensions explains why two people with similar needs can behave very differently toward the same service.

1. Cognitive Dimension (Knowledge, Beliefs, and Expectations)

The cognitive dimension encompasses knowledge about the service (its requirements, procedures), beliefs about its effectiveness, and expectations regarding outcomes and processes. These expectations serve as mental “anchors”: if the experience falls short of expectations, users will feel disappointed; if the experience meets or exceeds expectations, satisfaction results. Recent systematic reviews confirm that citizens’ expectations are shaped by prior experience, public information, and comparisons with other services (including the private sector). (Qin et al., 2025)

In practice, if citizens clearly understand procedures and anticipate turnaround times, they are more likely to decide to access services, while cognitive uncertainty (e.g., “Do I need a lot of paperwork?”) is a barrier to access. The OECD also emphasizes that providing easy-to-understand information reduces cognitive uncertainty and increases usage intentions. (Baredes,2022)

2. Affective Dimension (emotions, safety, and risk perception)

Decisions are not only about what is known but also how a person feels. Affective (emotions) such as anxiety, shame, or safety significantly influence how willing a person is to navigate bureaucratic processes. For example, healthcare services that touch on personal issues can elicit anxiety; if citizens perceive a threat to their privacy (personal data), they may avoid access. Research on psychological resources shows that emotional states modulate responses to information and service experiences: anxious individuals process information more negatively and are sensitive to service failures.(Barkela et al., 2023)

In practical terms, service designs that reduce emotional burden (e.g., empathetic communication, privacy assurance) increase the likelihood of citizens using the service.

3. Motivational Dimension (Personal Needs and Social Norms/Obligations)

Motivations drive action: tangible needs (e.g., hunger, illness), utilitarian motives (saving time/money), and normative/ethical motives (sense of obligation, pressure from family or community). In some contexts, subjective norms, the social pressure an individual feels to act, play a significant role. When a community or family recommends a service, motivation to access it increases. Public service motivation (PSM) studies and research on the application of the SDGs in health and public

administration contexts confirm that both internal motivation and social norms determine intention to act.(Sun, 2021)

4. Theory of Planned Behavior (The Bridge Between Attitudes and Intentions)

The Theory of Planned Behavior (TPB) provides a clear framework: an individual's intention to act (e.g., access a service) is influenced by (a) attitudes toward the behavior (do I view access as useful/positive), (b) subjective norms (do important people around me support it), and (c) perceived behavioral control (do I feel capable and have the resources to do so). Many recent studies have applied the TPB to explain behaviors related to public services—including e-government use, administrative compliance, and healthcare—and have found that perceived control (e.g., feeling capable of using digital services) is often a determining factor in populations with low technological literacy.(Minhat & Sahiran, 2023)

Policy practice: Strengthening perceived control (e.g., through assistance, tutorials, help desks) increases intention and actual access.

5. Formation of Expectations: Experience, Public Information, and Social Recommendations

Expectations are not static; they are constantly updated through direct experience (prior service experiences), government-disseminated information (e.g., guidelines, service promises), and social recommendations (testimonials, hearsay).

A comprehensive literature review shows that consistent information and positive experiences reinforce realistic expectations, while conflicting information (e.g., negative news or negative stories on social media) quickly lowers expectations and fosters skepticism.(Qin et al., 2025)

6. *Implications for Policy and Service Design (from Psychological Evidence)*

Based on the explanation above, the implications for policy and service design from a psychological perspective are:

- a. Proactive and clear information: Provide step-by-step guidance, time estimates, and necessary documentation (reduce cognitive barriers). (Baredes, 2022)
- b. Emotional care: Train staff in empathetic communication, ensure privacy, and build a safe service environment (reduce affective barriers)(Barkela et al., 2023)
- c. Strengthen perceptions of control: provide digital assistance, short training sessions, or a help desk for low-literacy users. (increase confidence in ability).(Minhat & Sahiran, 2023)
- d. Manage expectations: Communicate realistic limits and estimates (including lead times) to avoid expectation disconfirmation. (Increase satisfaction).(H. Zhang et al., 2025)

B. Social Factors

Social norms, peer/family influence, and community status affect service choices (e.g., opting for public vs. private healthcare). Collective experiences amplified through social media rapidly shape public perceptions. Hence, communication strategies should account for social diffusion dynamics. (The Guardian)

1. The Influence of Social Norms and Peer Pressure

Social norms, the perceived expectations that others (such as family, friends, neighbors, and community) hold for them to act in a certain way, contribute to shaping people's decisions. If a community has a strong tradition of always using public services when needed, individuals will be encouraged to follow that norm. Conversely, if community norms view public services as inefficient or problematic, individuals may be reluctant to try them.

2. Institutional Trust as a Social Mediator

Trust in public institutions is also part of the social dimension: if citizens believe that government institutions are fair, competent, and non-corrupt, they are more likely to access public services, even if those services suffer from certain weaknesses. Trust reduces perceived social risks: fears of being treated unfairly, burdened by excessive bureaucracy, or having their data misused.

3. Social Information & Community Recommendations

People often make decisions based on what they see others doing, hear about the experiences of neighbors or community members, or read testimonials on social media. This includes informal recommendations (“my friend said the process was slow”) or formal recommendations (evaluations from regulatory agencies, online reviews). This social information can strengthen or weaken the decision to access services.

4. Perceptions of Social Justice (Fairness) & Community Cohesion

The social dimension also includes the perception that public services are offered fairly, non-discriminatory, and inclusive. If someone believes that services will be provided fairly to everyone in the community (including minorities and vulnerable groups), they are more likely to access services. Conversely, the perception that services are only for certain groups or that there is discrimination will hinder access.

5. Community Engagement and Social Participation

Citizen involvement in public decision-making, citizen forums, service oversight, or participatory mechanisms can strengthen a sense of social ownership and legitimacy of services. When citizens feel they have a voice or can influence the service process, they are more likely to access services because they feel less isolated or neglected.

C. Behavioral Barriers

In practice, even when public services are readily available, three behavioral barriers often prevent citizens from accessing them:

1. Access Barriers (Digital Divide)

Digital access barriers refer to differences in capabilities, infrastructure, and resources between groups capable of using digital technology and those without. These include internet access, devices, digital literacy, and physical or geographical limitations.

2. Cognitive Barriers (Procedural Complexity, Difficult-to-Understand Information)

Cognitive barriers arise when administrative procedures are too complex, the requirements are convoluted, or the language used is difficult for the public to understand. If service information is unclear, for example, regarding what documents are required, how long the process will take, and what the steps are, citizens can feel confused, afraid of making mistakes, and ultimately decide not to access services.

3. Psychological Barriers (Distrust, Stigma, Perceived Risk)

Psychological barriers involve internal factors such as insecurity, concerns about privacy/personal data, stigma against certain groups (e.g., the poor, minorities, the elderly),

or distrust in the quality of services or the integrity of service providers. These barriers can have a significant impact, even if physical or digital access is readily available.

D. Effective Steps to Reduce These Barriers

To help reduce the behavioral barriers mentioned above, several steps can be taken, namely:

1. Simplifying Language and Procedures

Using clearer language, reducing administrative jargon, simplifying forms, and providing step-by-step guides. For example, a local online service evaluation, where “simplicity” was one indicator of the effectiveness of simplified processes, increased satisfaction and intention to use the service. (Indar et al., 2024)

2. Using Multiple Channels (Offline + Online)

Providing citizens with the option of digital or face-to-face access. This is especially important for groups with less internet access or who are more comfortable with offline services. Research suggests that even though digital services are improving, non-digital channels are still needed to ensure inclusiveness. Click or tap here to enter text.

3. Community & Vulnerable Group Education Programs

Digital literacy training, outreach programs, and education on digital security, service procedures, and

building trust. For example, research shows that digital literacy training significantly improves literacy scores and can help communities better understand and use digital services. (Samudra , 2025)

4. Policy & Infrastructure Interventions

Providing internet infrastructure in villages, adequate devices, and regulations that guarantee security and privacy are also necessary as a basis for supporting behavioral interventions. The study states that without supporting infrastructure and policies, educational interventions alone are insufficient. (Djatkiko et al., 2025)

4.5 Satisfaction and Perceived Value by Citizens Satisfaction

A. The concept of Satisfaction in Public Services

Customer behavior in public services reflects the public's experiences, perceptions, and expectations of the service provider. Unlike customers in the business sector, customers in the public sector often have few alternative options. Therefore, their experiences are the sole basis for forming satisfaction, trust, and loyalty.

Citizen behavior can be grouped into two broad dimensions: rational behavior and emotional behavior. Rational behavior occurs when participants objectively evaluate the benefits, procedures, and costs of services. Emotional behavior,

on the other hand, relates to subjective perceptions of fairness, officer empathy, and convenience in receiving services.

1. Perception and Experience: The Starting Point of Satisfaction

Every citizen's interaction with public services, from the first contact, seeing a service advertisement, hearing from a friend, reading information on an official website, to the moment they receive the service, forms two crucial elements: initial perception and experience. These two elements are interconnected and form the foundation of satisfaction or disappointment.

Customer perceptions are formed from direct experience and information received from the social environment. A BPJS participant who receives fast service, friendly staff, and clear procedures will develop a positive perception. Conversely, a single negative experience—such as a long queue or insensitive communication—can create a lasting negative perception.

Solomon (2020) emphasized that perceptions don't always align with objective reality; what matters most is how customers perceive that reality. In public services, this requires institutions to manage perceptions through transparent communication and consistent service.

a. Initial Perception

Initial perceptions are formed before customers use a service; they are based on information obtained through various

sources: service brochures/calendars, social reviews or recommendations, other people's experiences, the institution's reputation, the media, and expectations shaped by past service standards (either their own experiences or those of other providers). These initial perceptions establish a kind of mental benchmark that customers then use to evaluate their experience. If the initial perception is very high and the experience falls short of it, customers will be disappointed; conversely, if the experience matches or exceeds the initial perception, satisfaction is more likely to emerge.

b. Actual Experience

Experience is the citizen's concrete interaction with the entire service process: clarity of procedures, staff responsiveness, wait times, compliance with promised service outcomes, friendliness, security, and technical aspects such as the facilities or equipment used. This experience is compared with initial expectations/perceptions, and the difference between the two (positive or negative) influences satisfaction levels.

c. Interaction of Perception and Experience

Initial perceptions and actual experiences work together to shape satisfaction:

- 1) Realistic initial perceptions help citizens manage expectations.

- 2) Positive actual experiences strengthen the institution's reputation and can reduce citizens' resistance to using the service again.
- 3) Negative experiences that go beyond initial perceptions can lead to frustration, complaints, or even a choice not to use the service in the future.

2. Social and Cultural Factors

Public satisfaction with public services is not simply a matter of efficiency, speed, or physical facilities; it is also determined by how citizens perceive the service's value within their social and cultural context. This perception of value arises from a combination of perceived benefits (functional value), social interactions, cultural values, and societal norms. Culture shapes what people consider important; society reinforces norms that serve as collective standards for evaluating services. When public services align with cultural and social norms, public satisfaction and loyalty increase.

a. Components of Perceived Value in a Socio-Cultural Context

1. Benefit vs. Cost Value in a Local Context

Perceived value encompasses not only direct benefits (e.g., timely service, friendly staff) but also social or cultural costs (e.g., whether the service respects honor, local norms, and politeness). In communities that highly value

etiquette, polite interactions, and respect for customs can enhance perceived value, even if the physical facilities are mediocre.

2. Culture of Recognition and Respect

Communities with strong cultural norms regarding respect for elders, officials, or community leaders will be more satisfied if public services demonstrate respect, empathy, and an understanding of the local cultural context. Conversely, if services are perceived as too mechanistic, lacking a "human touch," people may feel disrespected, even if the result is technically satisfactory.

3. The Influence of Recommendations & Community Norms

Citizens' perceptions of value and satisfaction are also shaped by local community opinions, recommendations from community leaders, or cultural figures. If someone hears from neighbors or family that a particular public service is "good" because it respects local norms, they are likely to have a high perception of value before the experience.

4. Alignment with Cultural Values and Local Identity

Public services that consider aspects of local identity—for example, the use of local languages, service hours aligned with local cultural activities, and respect for local rituals—tend to increase satisfaction because citizens feel the

service is “made for them,” rather than a general service imposed from outside.

b. Implications of Socio-Cultural Relations and Value Perceptions

1. Culturally Sensitive Service Design:

Service providers must understand local culture, norms, language, rituals, and respect. Services that are perceived as "locally aware" will be more appreciated.

2. Public Service Officer Training on Social and Cultural Values:

Officers must be trained to develop empathy, cultural awareness, and adaptability to local contexts (e.g., officers who are fluent in the local language or understand local customs).

3. Culturally Integrative Public Communication:

Media and public service communication tools should use symbols, language, and cultural references familiar to local communities to enhance perceived value.

4. Community Participation:

Involve community leaders, indigenous organizations, or cultural groups in service design to align services with community values and strengthen a sense of ownership.

Research by Surjono et al. (2024) states that Greater Bandung is known as an area with cultural and social diversity.

Sundanese communal values, such as cooperation, politeness, and empathy, influence how participants evaluate services. When BPJS officers or healthcare workers treat participants with respect and polite language, it not only meets ethical standards but also builds cultural trust. Conversely, rigid or bureaucratic interactions are often perceived as disrespectful of participants' dignity. This is where understanding cultural sensitivity in public service management is crucial. Customers assess not only what they receive, but also how they are treated.

3. Expectations, Satisfaction, and Disappointment

Public satisfaction with a service arises from the intersection of two things: what citizens expect before the service (expectations) and what they experience when receiving the service (actual performance). The theoretical framework most often used to explain this dynamic is expectancy-disconfirmation/expectation-confirmation: citizens compare their experience with their preconceived mental standards; the outcome of this comparison determines whether they are satisfied, neutral, or disappointed. Recent meta-analyses and reviews confirm that this mechanism is robust to public services, but is influenced by the type of expectations (predictive vs. normative), the service context, and sociocultural factors.(J. Zhang et al., 2022).

a. How Expectations Are Formed

Citizens' expectations are formed from a combination of: prior personal experiences, social stories/recommendations, official information (e.g., service promises, SLAs), and comparisons with other services (private sector or other agencies). Expectations are both cognitive (what should happen) and normative (what should be fair/equitable). Recent systematic reviews and empirical studies emphasize that expectations are dynamic: performance information (e.g., public transparency) can either lower or raise citizens' predictive expectations. (Qin et al., 2025)

b. Disconfirmation / Confirmation — Satisfaction vs. Disappointment Mechanism

When a service is received, customers make a mental comparison:

1. Positive disconfirmation (performance > expectation)

Satisfaction and increased perceived value; customers are more likely to advocate or reuse the service.

2. Confirmation (performance $\approx$ expectation)

Stable/predictable satisfaction.

3. Negative disconfirmation (performance < expectation)

Disappointment, decreased trust, complaints, and potential non-use in the future.

c. Perceived Value as a cognitive-affective outcome of the comparison

Perceived value arises when customers weigh the benefits they receive (functions, outcomes) against the costs incurred (time, effort, social embarrassment). If a service meets or exceeds expectations, perceived value increases not only in functional aspects but also in emotional aspects (feeling appreciated, safe). Studies of the gap between expected and perceived value highlight critical areas (e.g., communication, convenience, wait time) where failures lead to negative disconfirmation and lower perceived value.(Liu et al., 2024)

d. The Role of Expectation Type and Moderation by Socio-Cultural Context

Meta-research and empirical studies have found that the effects of expectations on satisfaction are not always uniform: predictive expectations (what I expect will happen) correlate differently with normative expectations (what should happen according to social standards). Furthermore, socio-cultural factors (trust in institutions, collective norms, stigma) moderate citizens' tolerance for disconfirmation. People with high levels of trust are sometimes more tolerant of technical deficiencies, while people demanding fair processes are more quickly disappointed when procedures are perceived as unfair. This is important for policy designers because it suggests that managing expectations can be just as important as improving performance.(Kumlin et al., 2024)

e. Policy and Practice Implications

1) Manage expectations proactively.

Communicate realistic constraints and estimates (wait times, possible outcomes). Managing expectations reduces negative disconfirmation.(Ballart et al., 2024)

2) Focus on the most important experiences (moments of truth).

Improve the points that frequently cause gaps: wait times, clarity of requirements, and empathy from staff. Improvements at these points have a significant impact on perceived value.(Liu et al., 2024)

3) Use normative indicators (fairness, accountability) in performance evaluations.

Citizens evaluate services not only based on outcomes, but also on the fairness of the process.(Kumlin et al., 2024)

4) Combine performance improvement with communication

Deliver performance and shape realistic expectations; both are necessary to foster sustained satisfaction.(van der Voet & van den Bekerom, 2024)

4. The Role of Emotions and Social Relationships

Customer behavior isn't always rational; emotions play a significant role. Feelings of security, gratitude, disappointment, or anger determine the service experience. When participants

feel treated with empathy, an emotional attachment develops that strengthens loyalty. This is why a human-centered service approach is a necessity, not an option.

Public satisfaction with services is not only rooted in rational assessments of bureaucratic performance but is also strongly influenced by the emotions and social relationships developed during service interactions. In the past two decades, the emotional public service approach and social-relational value have become a new focus in public satisfaction studies. Emotional experiences and the quality of social relationships are key factors shaping citizens' perceived value of public services.

Social relationships between participants, healthcare workers, and implementing institutions create a reciprocal chain of trust. Trusted institutions will gain public support; valued participants will become loyal users.

a. The Role of Emotions in Shaping Satisfaction

The emotions experienced by citizens during the service process—such as feeling valued, treated fairly, and safe, or feeling frustrated and disappointed influence their perception of the overall value of the service. Citizens evaluate not only what they receive, but also how they are treated.

b. Social Relationships and Relational Value

In addition to personal emotions, social relationships, both between citizens and officers and among citizens within the service user community, also shape public satisfaction.

c. Synergy of Emotions and Social Relations in Value Perception

Public satisfaction is the result of the synergy between personal emotions and social relationships. Citizens who experience positive interactions (emotional) and inclusive social relationships (relational) tend to rate public services as “high value” even when there are technical deficiencies.

5. Implications for Public Service Managers

Understanding customer behavior is not solely the responsibility of service staff, but rather a strategic responsibility of the entire organization. BPJS Kesehatan (Healthcare Social Security Agency) needs to continuously strengthen customer insight, utilize customer experience data, and foster an empathy-based service culture. This way, every interaction becomes an opportunity to build trust and foster long-term relationships with the public.

Citizen satisfaction and perceived value of public services are the result of a complex interaction between technical performance (speed, accuracy), emotional experiences (warmth, a sense of appreciation), and socio-cultural context.

For public service managers, understanding the practical implications of this relationship is crucial: not just “fixing the process,” but designing a comprehensive citizen experience, from communicating expectations to following up on complaints.

a. Managing expectations is part of service.

Citizens form expectations before interacting—from official information, other people's experiences, or the institution's reputation. Providing time estimates, clear requirements, and service limitations reduces the gap between expectations and actual experience, thereby minimizing negative disconfirmation that leads to disappointment. Studies on managing expectations in public services confirm the positive effect of communicating expectations on satisfaction. (Mo & Beh, 2025)

b. Operational and information transparency increases perceived value

Transparency shows “how” services are delivered, not just the end result—helping citizens assess the process fairly and can increase satisfaction even in the face of capacity constraints. Meta-analyses show a positive (though moderate) effect of transparency on citizen satisfaction. (Li et al., 2025)

c. Focus on "moments of truth," the emotional experiences that determine value.

Research shows that citizens' emotions during interactions (empathy from officers, feelings of appreciation) can moderate the impact of technical weaknesses on satisfaction. This means that technical improvements alone are not enough: the quality of relationships and communication on the frontline often determines the final perception of value.(Chan et al., 2025)

d. Hybrid channels (online + offline) for greater inclusivity and value

Digitalization increases efficiency, but also creates a digital divide. E-government design studies recommend a combination of channels so that literacy and access do not become barriers to satisfaction and perceived value in addition, usability interface design and \support enhance perceived value.(Chan et al., 2025)

e. Use the right metrics: measure experience, not just output

Managers need KPIs that combine technical indicators (resolution time, accuracy) with experience indicators (CSAT, NPS, emotional satisfaction, perceived fairness). A systematic review of citizen satisfaction recommends a more holistic set of metrics.(Kim et al., 2024)

f. Citizen participation (co-production) increases relevance and value

Involving citizens in service design (co-design), feedback loops, and local pilots improves the alignment of services with cultural preferences and real needs, resulting in increased perceived value and reduced resistance to change. Studies on citizen engagement confirm the value of participation for service innovation.(Nguyen et al., 2024)

g. Investing in managerial capabilities and organizational culture

Service reform requires a shift in organizational culture from procedure-oriented to user-oriented,as well as managerial capabilities (data literacy, change management). Articles on user-orientation in public organizations emphasize the role of managers as change agents in creating valuable experiences.(Danielsson & Westrup, 2024)

h. Crisis communication and complaint management to restore value

Disappointments will happen; what makes the difference is how institutions respond. A prompt response, a sincere apology, and compensation/remediation processes increase the likelihood of trust restoration and mitigate the negative impact on perceived value. The OECD study and others highlight the importance of responsiveness in the context of trust. (OECD,2024)

B. Satisfaction–Value–Loyalty Linkage

The relationship between satisfaction, perceived value, and loyalty is an important theoretical foundation in the study of citizen behavior toward modern public services. In the contemporary public administration paradigm, citizen loyalty is not only measured through administrative compliance but also through their trust, engagement, and willingness to continue using and recommending public services.

1. From Satisfaction to Perceived Value

Satisfaction is an emotional and evaluative response to a service experience. It forms when citizens' expectations align with or exceed their actual experiences. However, satisfaction does not stand alone; it serves as a key mediator in the formation of perceived value.

Research by Cui & Aulton (2023) shows that public satisfaction increases perceptions of utilitarian value (efficiency and clarity of service) as well as affective value (feeling of security and appreciation). This means that satisfied citizens perceive services not only as "functional" but also as "meaningful." In the context of digital government services, perceived public value is the combined result of satisfaction with the process, outcomes, and social relations.

Furthermore, Mo & Beh (2025) found in Government Information Quarterly that digital service quality systems

(including efficiency and responsiveness) influence public satisfaction, and responsiveness strengthens the relationship between quality and satisfaction.

2. From Perceived Value to Loyalty

When citizens perceive a service as having high value in terms of functional, emotional, and social benefits, they are more likely to continue using, recommending, and supporting the service provider. This is known as citizen loyalty or public loyalty.

Perceived public value acts as a mediator between satisfaction and loyalty. Citizens who perceive public services as having high value (e.g., efficiency, fairness, transparency) will be more loyal, even when there are minor technical shortcomings in the service. (Taufiqurokhman et al., 2024)

In a study by Surjono et al. (2024), it was found that satisfaction has a significant direct influence on trust and loyalty. This means that when participants are satisfied, they will not only continue using a service but also be willing to recommend it to others. Conversely, negative experiences tend to generate negative word of mouth that spreads quickly, especially through social media.

Empirical pathways often run: positive service experience → satisfaction → increased perceived value → intention to reuse/endorse → loyalty. Trust moderates these pathways; in low-trust environments, transactional satisfaction may not

convert into loyalty. Hence, satisfaction improvements need to be paired with trust-building measures. (Brezzi & Smid,2022)

4.6. Behavioral Studies: Loyalty in the Digital and Participatory Era

A. Digital transformation and behavior

Digital channels reshape interactions—self-service portals and mobile apps can raise convenience and satisfaction if designed for users. Risks include digital exclusion, depersonalization, and privacy concerns. Systematic reviews indicate civic-tech platforms can enhance information flows and participation when designed for transparency and inclusion. (Shin et al., 2024)

1) From passive use to active participation (participatory shift)

Digital platforms, participation portals, complaint apps, and online voting systems lower the barriers to participation in public affairs. Citizens now find it easier to provide input, participate in consultations, or monitor policies, shifting behavior patterns from "complaining to neighbors" to "complaining/participating directly via platforms." Research that inventories digital participation tools demonstrates an increase in the variety and frequency of participation forms that technology can trigger, but also emphasizes the need for designs that consciously encourage inclusion. (Shin et al., 2024)

2) Loyalty is changing: From administrative compliance to experience-based loyalty and trust

In the digital age, “citizen loyalty” to public services is no longer simply about complying with regulations. Loyalty is now reflected by continued use of services (continuance), recommendations to others (advocacy), and willingness to re-engage. All are influenced by digital experiences (usability, speed, reliability) and relational aspects (trust, sense of fairness). Studies on the digitalization of commercial loyalty programs also show that mobile/online technology is changing the way loyalty is formed—the analogy applies to public spaces: UX experiences and trust signals (e.g., data security) are key determinants of retention (Son & Oh, 2023).

3) Personalized expectations & immediacy: Citizens demand fast responses and “personalized” services.

Digitalization instills new expectations: Citizens compare public services to commercial experiences (banking, e-commerce) that are fast, personalized, and transparent. As a result, tolerance for slowness/complicatedness decreases; if public platforms fail to meet these expectations, perceived value and loyalty decline rapidly. Studies on digital transformation frameworks note that organizations must overhaul their

processes and capabilities to meet these expectations of immediacy. (Elia et al., 2024)

4) Co-creation and feedback loops: the role of citizens as “co-producers” of public value

Digital tools facilitate co-creation (e.g., co-design, crowdsourcing ideas, budgeting). When citizens are involved in service design, they tend to feel ownership, which increases loyalty and compliance. However, the literature emphasizes that tools alone are not enough—follow-up mechanisms must be in place to prevent participation from becoming a “ritual” without tangible results. Studies of supply-side digital tools demonstrate the great potential but also the risk of “cosmetic participation” if not accompanied by accountability. (Shin et al., 2024)

5) Behavioral fragmentation and the digital divide: uneven transformation

While many citizens are changing their behavior, this transformation is not universal. Vulnerable groups (the elderly, rural communities, and those with low digital literacy) may be left behind, continuing to rely on offline channels and traditional loyalty patterns. Consequently, collective behavior becomes fragmented: some “digital natives” become highly participatory and digitally loyal; others remain marginalized and apathetic. Studies on digital inclusion suggest that without access and literacy policies, digitalization actually increases exclusion. (Djatkiko et al., 2025)

6) Emotions and reputation: digital experiences shape moral judgments and legitimacy

Friendly, transparent, and secure digital interactions build trust and a sense of respect; bad experiences (bugs, data breaches, clumsy responses) spread quickly via social networks and undermine institutional legitimacy. The JRC report card and transformation study highlight how digital reputation and online crisis communication influence citizen behavior (engagement, loyalty, potential protest). (Millard, 2023)

7) Data-driven nudging & behavioral change (approved interventions)

Digital platforms enable data-driven interventions (reminders, notifications, recommendations) that effectively change behavior, e.g., vaccine reminders, announcements of administration deadlines. Digital transformation management studies demonstrate the effectiveness of digital nudging in improving compliance and service utilization, but emphasize the need for ethical and privacy protection. (Elia et al., 2024)

B. Participation and Co-Creation

The participatory era encourages a co-creation model—citizens are involved in the design and evaluation of services. Evidence from experiments and case studies suggests that co-design increases policy acceptance and perceived legitimacy, particularly when involvement is meaningful (not merely

symbolic). However, the success of co-creation depends on the representativeness of participants and on clear feedback mechanisms so that citizens see the results of their contributions. (Mannak et al., 2025)

1. Paradigm Shift: From Services for Citizens to Services with Citizens

Digital transformation has shifted the paradigm of public services from a service delivery approach to co-production or co-creation, where citizens are no longer passive recipients but active partners in creating public value. Digitalization enables two-way interaction, deliberative participation, and collaborative engagement through online channels such as e-participation platforms, citizen feedback apps, and open data portals.

Citizen participation in the development of city ICT services creates a “collaborative arena where citizens, government entities, and other stakeholders contribute” to digital public services. (Ricardo et al., 2024)

2. Co-Creation as a Builder of Emotional and Cognitive Loyalty

The concept of co-creation has direct implications for the formation of affective and cognitive loyalty. When citizens are involved in the value creation process, they feel their contributions are recognized and appreciated. This fosters positive emotions such as trust, pride, and social engagement.

For example, co-creation of village digital services increases citizen trust and support for village government, supporting the notion that citizen involvement fosters a sense of appreciation and social engagement (Hajar & Arma, 2024). Co-creation can build trust through engagement and transparency in the process (Royo-Vela et al., 2024).

3. Digital Participation: Citizens as Partners in the Public Value Ecosystem

Digitalization expands forms of participation from online consultations to data-driven co-design. Millard et al. (2023) found that digital co-creation creates new “value networks” where citizens, institutions, and civil society act as equal actors in the production of public value. Through smart governance applications, online forums, and digital deliberation tools, citizens participate in determining policy priorities or even designing local solutions.

Public participation enhances perceptions of local government responsiveness, and these perceptions of responsiveness mediate the relationship between participation and citizen trust (Abdi et al., 2025).

4. Co-Creation and "Relational Value" in Citizen Loyalty

In the participatory era, loyalty is not only formed by the quality of service products (functional value), but also by the social relationships that emerge during the co-creation process (relational value). Voorberg et al. (2015) emphasized that

collaborative relationships between citizens and bureaucrats create mutual trust, which forms the basis for long-term loyalty to public institutions.

Osborne's (2020) study also reinforces this finding, emphasizing that public value is co-created (co-creation/co-production) and that value is not simply a technical output but also a relational and social value that gives meaning to services. In other words, citizens feel a sense of ownership when they are involved in the creation of public value.

5. Challenge: Exclusivity of Participation and the Digital Divide

Despite the enormous potential for digital participation, not all citizens can participate equally. This occurs due to a participation gap resulting from differences in digital literacy and trust in government. This creates fragmented loyalties, with digitally active groups showing higher levels of satisfaction and engagement than digitally marginalized groups.

Therefore, an inclusive digital governance strategy is crucial: governments need to ensure multichannel participation (online–offline) and transparent feedback mechanisms so that all citizens feel included (OECD, 2022).

6. New Direction: Collaborative Loyalty

The results of various recent studies point to the emergence of the concept of collaborative loyalty, a form of loyalty that grows from citizen involvement and collaboration in

the co-creation of public services. This loyalty is characterized by:

- a. Citizens' willingness to continue participating,
- b. Ongoing trust in institutions,
- c. Commitment to the sustainability of digital public services.

This model differs from traditional top-down loyalty; it stems from a sense of shared ownership that emerges from participatory experiences.

C. Social media dynamics and reputation

In the digital age, social media plays a dual role for governments: as a proactive communication channel and as a public arena where institutional reputations are tested, contested, and reshaped. Government interactions on social media (push messages, public dialogue, and complaint handling) go beyond simply conveying information; they shape perceived responsiveness, reputation, and ultimately citizen loyalty to the institution. This impact operates through several key mechanisms.

1) Signal amplification (transparency, evidence of action, and the quick wins effect)

Social media enables governments to provide real-time updates (e.g., service status, audit results, crisis responses). When official accounts respond quickly to public complaints and

demonstrate evidence of action, the public gives them a positive moral rating: the institution appears responsive and accountable. Empirical evidence shows that visible responsiveness on social media increases public trust and citizens' intention to continue using or recommend the service. (Nadhira et al., 2024)

2) Social Proof, Network Diffusion, and Collective Reputation

Positive posts, success stories, and service improvement stories spread quickly and serve as social proof: other citizens who see these testimonials are more likely to believe the service is useful. Conversely, negative incidents (e.g., data breaches, viral complaints) can degrade reputation much faster than slow improvements can restore it. Research articles and case studies emphasize the importance of proactive reputation management and monitoring to mitigate negative impacts while capitalizing on positive testimonials. (Asmawanti-S et al., 2025)

3) Public Emotions as a Loyalty Strengtheners or Destroyers

Social media amplifies emotional reactions (anger, emotion, pride). These emotions mediate how citizens assess the value of a service: interactions that elicit positive emotions (appreciation, relief) build affective loyalty—citizens are more tolerant of technical shortcomings and more likely to become advocates. Conversely, negative emotional experiences that go viral generate distrust and have erosive effects on loyalty.

Empirical studies in the context of e-government and risk communication confirm this role of public emotions. (Islm et al., 2021)

4) Two-Way Engagement and Perceived Responsiveness. a Pathway to Cognitive Loyalty

Citizen participation (comments, reports, polls) on social channels creates expectations: citizens expect follow-up. If the government demonstrates clear follow-up (case closures, policy changes), perceptions of participation effectiveness increase, which in turn increases cognitive loyalty (the belief that the institution listens and is capable). The literature on e-participation positions perceived responsiveness as an important mediator between engagement and willingness to continue (loyalty). (Ting et al., 2024)

5) Risk of disinformation, polarization, and fragmented loyalties

Social media also amplifies the flow of disinformation and echo chambers. When public discourse is polarized, an institution's reputation can be interpreted differently by different groups, resulting in fragmented loyalties: "insiders" (digital activists, intense users) become more loyal; marginalized groups (less literate, skeptical) become increasingly apathetic or hostile. Research on the effects of misinformation and social media dynamics emphasizes the

importance of verification strategies, community management, and media literacy to reduce fragmentation. (Altay et al., 2025)

D. Policy and managerial recommendations

To foster loyalty in the digital, participatory era: (1) adopt user-centered digital design; (2) maintain offline channels for inclusion; (3) build participatory platforms with clear feedback loops; (4) integrate social-media monitoring with service recovery; (5) train staff in digital empathy and multi-channel service delivery. These must be backed by data governance that protects privacy and builds trust. (Shin et al., 2024)

CHAPTER 5 - RELATIONSHIP MARKETING STRATEGIES IN PUBLIC ORGANIZATIONS

In an era where public legitimacy is fragile, accentuated by the pandemic and the rise of digital platforms, relationship marketing (RM) has become an indispensable strategy not only for commercial brands but also for public organizations. RM emphasizes building long-term relationships, trust, and co-created value between institutions and citizens.

According to Mothersbaugh et al (2020), relationship marketing is an effort to develop sustainable and growing exchange relationships with a company's customers.

In public service contexts, RM must be recast to align with the logic of public value: it is not about “selling” services but about forging collaboration, responsibility, and enduring legitimacy.

5.1. Concepts and Principles of *Relationship Marketing*

A. Definition and public-sector relevance

In the last decade, there has been a paradigm shift from transactional marketing to relationship marketing, from short-term to long-term orientation, from mere transactions to relationships. Relationship marketing originated in commercial marketing as an alternative to transactional focus; RM stresses trust, commitment, ongoing communication, and mutual value creation. In the public sector, RM becomes an approach that re-

frames citizens as partners (citizens-as-customers-and-co-producers): the goal shifts from profit to legitimacy, voluntary compliance, and participation. The importance of RM has been evident during crises where trustful relationships between authorities and communities shaped policy effectiveness. (Năstase-Anysz & Baba, 2020)

This shows that the effectiveness of a marketing strategy depends not only on the quality of service but also on the perception of the institution's honesty, care, and consistency in fulfilling service promises.

B. Core principles adaptable to public organizations

Key RM principles for the public context include:

1. Trust-building

Consistency, transparency, and promise-keeping. Trust reduces perceived risk and fosters cooperation. ([MarketingCourse.org](https://www.marketingcourse.org/))

2. Long-term commitment

Pursue enduring relationships rather than one-off transactions.

3. Two-way communication

Dialogic, inclusive, and responsive communication is essential. Research shows relational communication is effective, especially with younger cohorts during crises. (STANCIOIU et al., 2021)

4. Co-creation

Involving citizens in service design and decision-making strengthens service relevance and legitimacy. Evidence on value co-creation in public provision is growing. (Skållén et al., 2025)

5. Personalization & segmentation

Adapting the approach based on the needs and capacities of citizen segments (e.g., elderly, disabled, young urbanites).

C. Conceptual Caveat

Implementing RM in public settings requires ethical guardrails: public sector marketing must empower democratic participation and be accountable. It cannot become a tool for manipulation. (Orellana Bueno & Pérez Jara, 2024)

5.2. Empathic Communication and the Personal Touch in Public Service

A. Why Empathy Matters

Empathy, understanding and responding to others' emotions has been advanced as a public value and is crucial for reducing vulnerability when citizens engage with increasingly digital government systems. Empathic communication improves relationship repair after service failures and strengthens legitimacy perceptions. Recent evidence from telemedicine and digital

government research indicates empathy can be operationalized through context-aware messaging, plain language, recognition of frustration, and concrete remedial steps. (Subramanya et al., 2024)

B. Balancing Efficiency and Humanity: The Personal Touch

Digitalization requires organizations to design efficient automated services. Yet personal touch is indispensable in sensitive contact points (healthcare, social assistance). Effective practices include:

1) Design for empathy:

Use communication scripts that acknowledge user difficulty, avoid jargon, and offer escalation paths.

2) Hybrid channels

Provide both self-service and assisted options.

3) Empathic automation

Deploy chatbots with empathetic scripts and fast escalation to human agents, designed and tested to avoid seeming inauthentic. Research indicates empathy is feasible in teleconsultations and can be extended to public-service digital touchpoints.(Subramanya et al., 2024)

C.Training and Capacity Building

In public services, speed and efficiency are not enough; citizens also assess how they are treated, whether with attention, empathy, and a personal touch. Friendly, responsive, and "human" communication improves the citizen experience, builds trust,

strengthens perceptions of value, and strengthens loyalty. "Digital empathy" training for frontline staff includes non-verbal communication in video calls, reassuring opening lines, the use of paraphrased summaries to ensure user understanding, and service recovery protocols that focus on error recognition and quick resolution. Both literature and practice show that this type of training reduces dissatisfaction and accelerates relationship recovery (Beck & Ranchordás, 2025). Public officials also need systematic training in empathetic communication and a personal touch. The following exercises help instill these competencies.

1. "Active Listening" and Empathy Training

The training session begins with strengthening active listening skills: officers are trained to understand the citizen's perspective, read verbal and non-verbal cues, and respond with sentences that acknowledge the citizen's feelings ("I understand how difficult your situation is..."). The study "Empathy as a Public Value" confirms that empathy needs to be a core value in public service because it connects citizens emotionally with institutions (Beck & Ranchordas, 2024). The training can take the form of role-play simulations with frustrated citizen scenarios, guided by peer reflection and feedback.

2. Personalization & Humanization in Service Interactions

Service is not just about "finishing a process," but about human-to-human interaction. Officers are trained to add a personal touch: addressing residents by name, thanking them for their patience, explaining the process in simple language, and providing time estimates. A study in West Java found that the empathy

dimension of service quality significantly influences citizen satisfaction. (Austin & Hestirinia, 2021) Practical exercises: workshops between officers to share "success stories" of times when residents felt truly appreciated, and mapping out key words and attitudes that make a difference.

3. Digital communication & a personal touch in online channels

Digitalization of services demands adaptation—communication via chat, email, and apps requires a personal touch to avoid feeling mechanical. Officials are trained to write friendly, clear, and warm messages; use emotive phrasing; and employ automated yet personal follow-ups (“Thank you for your request. I will monitor its progress and get back to you no later than...”). An article on Enhancing Performance Through Digital Competence shows that in addition to digital competence, interpersonal communication is a crucial mediator in public official performance. (Maizon et al., 2025) Training: e-learning module + simulated chat case study.

4. Reflection and peer feedback to build a culture of service

Training doesn't stop at a one-time workshop; ongoing reflection and peer feedback are crucial. Officers can engage in peer coaching—ask colleagues to record interactions (telephone or face-to-face), then work together to review how attitudes, body language, and tone of voice impacted the citizen's experience. Studies on cultivating empathy through communication confirm that self-awareness and intensive practice improve empathic abilities. (Husain, 2021)

5. Monitoring service outcomes and a culture of empathy

Institutions need to provide service indicators that are not only quantitative (waiting time, document completion) but also qualitative, such as citizen sentiment, officer appreciation ratings, and the number of citizens expressing feelings of "appreciation." This data can be used as a basis for officer recognition/performance ("Service officers received the best rating for empathy this month"). This strengthens the internal culture of service with a personal touch. The Indonesian case journal at the KPKNL (National Service Commission) mentions empathy as a crucial element in digital public services, even though the era is increasingly dominated by technology. (Prasetyo, 2022)

5.3. Citizen Engagement and Co-creation of Public Value

A. Spectrum and definition

Citizen engagement ranges from one-way information to consultation, partnership, and co-creation. Co-creation involves citizens in designing, delivering, and evaluating services. Models such as DART (Dialogue, Access, Risk-sharing, Transparency) describe mechanisms for effective co-creation. Empirical evidence shows co-creation can improve service quality and legitimacy—provided participation is meaningful and representative. (Royo-Vela et al., 2024)

B. Strategic benefits of co-creation

1) Service relevance:

Citizens supply contextual knowledge that improves design.

2) Legitimacy & acceptance:

Jointly-created policies are easier to accept.

3) Social capital:

Co-creation builds networks among citizens and between citizens and government. Smart governance cases show co-creation works when supported by inclusive tech and careful participation design.(Hong & Lee, 2023a)

C. Implementation Steps

Practical steps for integrating co-creation:

1. Identify the right issue.

Choose a problem that is relevant and can be addressed through public input.

2. Ensure representativeness.

Actively seek the involvement of marginalized groups to ensure unbiased results.

3. Facilitate the process.

Use trained facilitators, online/offline protocols, and inclusive digital tools.

4. Follow up.

Communicate the results of citizen contributions and concrete steps for accountability.

5. Evaluate impact.

Measure outcomes (service quality), processes (participant satisfaction), and legitimacy (public support).

If co-creation fails to meet participant expectations, it can actually undermine trust—hence the importance of careful participatory design. (Skållén et al., 2025)

5.4 Building Long-Term Relationships: From Transaction to Trust

A. Transition framework

Shifting to long-term relationships requires moving from transaction-focused to relationship-focused. Effective frameworks combine: (a) consistent service quality; (b) transparent, empathic communication; (c) participatory mechanisms; and (d) organizational learning capacity. A practical cycle is: *Deliver* → *Listen* → *Co-design* → *Improve* → *Deliver*—each iteration deepens trust. (Miranda-Guerra et al., 2024)

B. Key Indicators of Long-Term Relationships

Indicators that demonstrate long-term relationships between citizens and institutions include: retention (service reuse), recommendation index (NPS public adaptation), repeat participation rate in co-creation programs, and institutional trust indicators.

Monitoring these indicators helps shift management's focus from output metrics to relational metrics. (Landa-Oregi et al., 2026)

1. From Transactions to Trust

The relationship between citizens and institutions is initially transactional: citizens come to receive services, and the government delivers outputs. However, over the long term, repeated interactions create affective and cognitive dimensions that lead to trust.

2. Long-Term Relationship Indicators

Some empirical indicators widely used to assess the strength of long-term relationships between citizens and public institutions include:

a. Retention and Continuance Intention

Indicates how likely citizens are to reuse the same service.

b. Net Promoter Score (NPS) for the Public Sector

The public NPS measures citizens' likelihood of recommending a service to others.

c. Recurrent Co-Creation Participation

Measuring how often citizens re-engage in co-creation programs, such as policy forums or digital service design.

d. Institutional Trust Index

Trust is the most fundamental indicator of long-term relationships.

C. Challenges and mitigation

1) Short-term politics

Political pressure can drive populist indicators at the expense of long-term relational strategies. Mitigation: Integrate long-term vision into strategic planning and use empirical evidence to support relational investments.

2) Resources and capacity

RM requires investments in people, technology, and processes. Mitigation: Start with small pilots (quick wins) and appoint internal champions.

3) Rising expectations

As trust grows, citizen expectations rise; management must align service capacity and realistic communication.

4) Ethics and transparency

Ensure public marketing is not manipulative; all communications must be honest and accountable. (Orellana Bueno & Pérez Jara, 2024)

CHAPTER 6 - SATISFACTION AND TRUST AS THE CORE OF LOYALTY

A good marketing strategy doesn't automatically create loyalty; its impact is optimal only if it increases satisfaction and builds trust. For example, digital innovations like online queues or mobile apps don't automatically create loyalty. However, when these innovations increase convenience, speed up service, and foster a perception of professionalism, trust and, ultimately, loyalty emerge. Therefore, satisfaction and trust are two complementary pillars in building customer loyalty — and in the context of public services, these two constructs have implications that go beyond transactional relationships: they are linked to political legitimacy, voluntary compliance, and social stability. This chapter explains the basic theory of satisfaction, examines the dimensions of trust (competence, honesty/integrity, and empathy/benevolence), discusses service recovery mechanisms as operational tools for restoring trust, and finally formulates how value-based services transform satisfaction and trust into lasting public loyalty.

6.1. Theories of Satisfaction and Their Link to Loyalty

A. The Concept of Satisfaction: Definition and Theoretical Framework

In the public service ecosystem, the two most important factors determining an institution's sustainability and reputation are satisfaction and trust. Satisfaction represents the cognitive dimension of how the public assesses the match between expectations and reality. Meanwhile, trust reflects the affective dimension, the extent to which the public places confidence in the institution's good intentions and integrity. The two are interconnected and form a solid foundation for participant loyalty. Without satisfaction, trust will be fragile; and without trust, satisfaction will not lead to long-term loyalty.

Customer satisfaction is classically defined as the cognitive-emotional evaluation of customers regarding the extent to which services meet or exceed expectations (disconfirmation paradigm). This theory (expectation-disconfirmation theory) remains the dominant framework: when performance perceptions exceed expectations → the result is satisfaction; when they fall short → dissatisfaction. In the public sector, the dimensions of evaluation include not only functional aspects (time, accuracy, outcome), but also procedural aspects (fairness of process) and relational aspects (behavior of officials). Therefore, public satisfaction models must include factors such as process quality and procedural fairness to explain citizens' responses to service experiences.(Mir et al., 2023)

B. Satisfaction → Intention → Loyalty: causal pathways and barriers

The relationship between satisfaction and loyalty is often explained through the following path: satisfaction strengthens intention (intention to reuse/recommend), which ultimately fosters loyal behavior. However, empirical evidence shows that this path is conditional: trust, switching costs, social norms, and institutional context can moderate the influence of satisfaction on loyalty. In many public contexts, transactional satisfaction does not automatically translate into loyalty if institutional trust is low or if there are structural barriers (e.g., difficulty accessing services in the future). Therefore, public management must design interventions that strengthen the satisfaction→trust→loyalty link, rather than merely pursuing short-term satisfaction. (Hameed et al., 2024)

C. Applied model: satisfaction as a systemic input

For practical purposes, satisfaction can be viewed as a systemic input that influences long-term service performance: repeated satisfaction increases legitimacy, reduces oversight costs, and opens opportunities for public participation. Satisfaction should be measured regularly, combining user experience surveys (CSAT), Net Promoter Score (NPS) adjusted for the public context, and administrative metrics (resolution time, complaint rates). This combination enables rapid diagnosis and targeted corrective action. (Coroado & Frateur, 2025)

Satisfaction also acts as an emotional buffer. Satisfied participants are more tolerant of technical issues, while dissatisfied participants are quicker to lose trust over even minor issues. This is why perception management and public communication are integral parts of a satisfaction-boosting strategy.

6.2. Dimensions of Trust: Competence, Integrity, and Empathy

A. Trust as a multidimensional construct

Trust is easily lost but difficult to rebuild. In the public sector, a single incident of poor service that goes viral on social media can erode a reputation built over years. Therefore, every officer and every policy must be seen as a moral representation of the institution. Maintaining trust means maintaining consistency: between words and actions, between promises and reality.

Trust is not one-dimensional; modern literature emphasizes three main dimensions relevant to public services:

1. Competence – the institution's ability to manage programs and provide services on time.
2. Honesty/Integrity – honesty in policies, transparency of information, and consistency in enforcing regulations.
3. Benevolence/Empathy – the institution's concern for the welfare of participants, not solely bureaucratic interests.

The classic model by Mayer, Davis & Schoorman (1995) places competence, benevolence, and integrity as the foundations of trust; recent studies (2020–2024) validate and enrich this framework, highlighting the importance of empathy as an increasingly critical dimension in the era of digital services and crises. (Salgado et al., 2024). When these three elements are met, participants feel a sense of psychological safety that forms the basis for long-term loyalty.

B. Competence

Competence refers to the capacity of an institution or personnel to provide services reliably and consistently, including technical, procedural, and resource capabilities. Perceptions of competence are shaped by a track record of performance, quality of outcomes, and responsiveness to emergencies. The public tends to establish initial trust if an institution is seen as competent in its core duties. However, competence without integrity and empathy easily loses legitimacy when failure occurs. (Di Battista et al., 2020)

1. Definition and role of competence in public trust

Competence in the context of public services refers to citizens' perceptions that an institution or service provider has the ability, skills, professionalism, and capacity to carry out public functions effectively and efficiently. When citizens believe that an institution is "capable of doing its job properly," their

level of trust will be higher. Competence is the first foundation of trust, before citizens assess aspects of honesty or empathy.

2. Why Competence Matters for Long-Term Trust

- a. **Uncertainty Reduction:** Citizens face risks when using public services (e.g., process failures, time/cost losses). Competent institutions ensure that these risks are managed.
- b. **Service Effectiveness:** When services are delivered well and free from major errors, citizens are more likely to view institutions as trustworthy.
- c. **Lessons from Failure:** It's not just successful outcomes that matter—when failures occur, a quick response and the ability to correct errors also demonstrate institutional competence, which can maintain or even increase trust.
- d. **Pillars of Institutional Legitimacy:** Public institutions perceived as less competent lose legitimacy, negatively impacting citizen loyalty and participation. Longitudinal studies show that citizens are quicker to withdraw support from institutions that perform poorly, even if procedural requirements are met. (Luo et al., 2024)

C. Honesty and Integrity

Integrity encompasses transparency, consistent rules, non-abuse of power, prioritizing service over personal or group interests, and adherence to ethical principles—all of which are

crucial for fostering long-term trust. Within the framework of institutional trust, integrity is a critical pillar. If citizens perceive an institution or official to be dishonest or corrupt, trust will be drastically reduced, even if the technical services are excellent. Controversial cases (e.g., procurement during the pandemic) have demonstrated how integrity violations undermine public trust broadly and are difficult to restore. Therefore, integrity must be strengthened through anti-corruption policies, independent audits, and open communication (Boffey, 2024). Integrity is also linked to institutional reputation, citizen satisfaction, and long-term loyalty. Institutions perceived as having high integrity tend to retain citizen support longer and have reputational equity that can withstand storms. Integrity/honesty is one of the main pillars of public trust in institutions. Without competence and empathy, packaged in transparent and fair operations, trust will be fragile. Public institutions that emphasize integrity seriously through policy, implementation, and communication achieve greater reputational resilience and long-term citizen loyalty.

D. Empathy/Benevolence

Empathy here refers to the ability of public officials or institutions to understand the perspective or discern the institution's or officer's intention to act in the best interests of citizens, to acknowledge citizens' experiences, concerns, needs,

and emotions, and to respond in a manner that demonstrates care and concern. In the context of public services, empathy differs from simply "providing prompt service." It implies that citizens feel heard, understood, and valued as human beings, not simply "cases" or "requests." Especially in the digital age, empathy becomes a differentiator because automated services tend to be cold. Institutions that can manifest empathy (both humanly and through sensitive communication design) have a greater chance of restoring trust after failure. Qualitative studies and experiments show that benevolence is often a stronger determinant of trust than mere competence in interpersonal service contexts. (Di Battista et al., 2020)

When citizens experience empathy in their interactions with institutions, for example, when officers patiently explain their situation, inquire about their situation, or act humanely in resolving problems, trust grows not only because of good service outcomes but also because of emotionally meaningful interaction experiences. Empathy helps bridge the gap between citizens and bureaucracy, reduces alienation, and increases the legitimacy of institutions in the eyes of the public.

E. Interaction of Dimensions: Synergy and Trade-offs

Optimal trust is created when these three dimensions are present and mutually reinforcing: competence without integrity breeds suspicion; integrity without competence leads to

frustration; empathy without competence can be perceived as mere lip service. Managerial strategies must consider all three aspects simultaneously through policies, quality assurance systems, and employee training. (Salgado et al., 2024)

Public trust in public institutions or services does not arise from a single aspect, but rather from the combination and balance of several dimensions: competence, integrity (honesty), and empathy. If only one is strong while the others are weak, trust can be fragile or even eroded.

1) Competence without integrity:

Even if an institution appears highly capable and efficient, if citizens perceive their actions as dishonest or unfair (lack of integrity), suspicions arise, such as, "They may be capable, but will they act in my best interest?" or "Are they simply pursuing results without regard for fairness?"

2) Integrity without competence:

Conversely, an institution that adheres to strong ethics and honesty but consistently fails in service delivery (technical errors, slowness, or ineffectiveness) will frustrate citizens, creating the impression that "they mean well, but they can't deliver." Trust is also eroded by the inability to fulfill basic functions.

3) Empathy without competence:

Officers can be very friendly and show concern, but if the service system continues to fail, citizens may feel that this

empathy is merely lip service or cosmetic, not followed by tangible results. Consequently, empathy alone is not enough to generate long-term trust.

Therefore, public institutions seeking to build optimal trust must design managerial strategies that consider these three dimensions in an integrated manner through policies, quality assurance systems, staff training, and monitoring mechanisms that assess how these three aspects work together.

6.3. *Service Recovery Strategies to Rebuild Confidence*

A. Why service recovery is important in the public sector

Service failure in the public sector is more than just an inconvenience; it can erode legitimacy and increase social costs (protests, non-compliance). Service recovery, the process of responding to, repairing, and explaining service failures, is a crucial moment where institutions can maintain or even increase trust if handled appropriately. A good service recovery system demonstrates integrity, problem-solving competence, and empathy—all dimensions of trust discussed previously. (Mir et al., 2023)

Service Recovery is Crucial in the Public Sector to Build Trust

1. Service Failure is Inevitable

How an organization responds determines its reputation.

In public service practices (e.g., ticket counters, healthcare,

e-government), failures ranging from delays and administrative errors to digital system disruptions are inevitable. What distinguishes institutions that lose legitimacy from those that maintain it is not just the frequency of failures, but how they respond to them. Prompt, transparent, and fair handling, with tangible follow-up, can transform negative experiences into signals of institutional responsibility and competence. (Mir et al., 2023)

2. Service recovery restores (or damages) trust through perceived justice mechanisms.

A frequently used theory is perceived justice, where citizens assess whether the response was distributively fair (whether compensation was proportional), procedurally (whether the process was transparent and consistent), and interactionally (whether the officer was respectful/empathetic). Experiments and empirical studies show that recovery perceived as fair improves satisfaction and trust after failure; conversely, rigid or cynical recovery deepens disappointment. In a public context, the elements of fairness and accountability in recovery are crucial because they directly relate to public legitimacy. (Liao & Chen, 2024)

3. Service recovery as a signal of institutional responsiveness (perceived responsiveness).

A quick response, clear acknowledgment, and open communication signal that the institution is listening and capable of acting. This builds perceived responsiveness, which is a strong predictor of trust and continued citizen participation. In numerous studies of e-government and crises (e.g., pandemics), transparent and communicative government responses increase public compliance and strengthen legitimacy. In other words, citizens are more likely to forgive mistakes when they see signs that the organization is genuinely following through. (Ozuem et al., 2021).

4. Service recovery: From a short-term tactic to a source of long-term organizational learning.

Good service recovery goes beyond fixing cases one by one. When designed as a process that captures root causes, changes to standard operating procedures (SOPs), and trains staff (a learning loop), recovery becomes a mechanism for improving institutional competency. This means that effective recovery reduces the frequency of future failures and fosters a reputation as an organization that learns and maintains integrity, essential components of long-term trust. Literature reviews/bibliometrics

emphasize the need to integrate quality assurance with recovery mechanisms. (Mir et al., 2023)

5. The public differs from commercial customers: Ethical and political implications of recovery in the public sector

In the public sector, service recovery touches on issues of social justice, budget transparency, and political accountability. Financial compensation that might be appropriate in business is often inappropriate or impossible in the context of public services; therefore, responses must emphasize recognition, procedural improvements, and public communication of corrective actions. Poor handling can trigger negative public opinion and undermine the institution's legitimacy broadly. Empirical studies of public healthcare institutions demonstrate this nuance (differences between recovery in public and private hospitals). (Gupta et al., 2022)

B. Principles of Effective Service Recovery

Based on service recovery literature (including modern systematic reviews), some effective principles are:

1. Speed of response

An initial response reduces emotional escalation.

2. Acknowledgment and sincere apology

Acknowledging wrongdoing builds credibility.

3. Proportional restitution (distributive justice)

Compensation or concrete solutions commensurate with the loss.

4. Transparent explanation (procedural justice)

Explaining the cause, corrective actions, and preventative measures.

5. Process improvement (systemic learning)

Demonstrating improvements to prevent recurrence.

Practices that ignore acknowledgment/empathy or provide defensive explanations tend to undermine trust.

(Mir et al., 2023)

C. Public Service Recovery Operational Model

Use of the 5-A Model for public institutions: Acknowledge → Apologize → Act (solve) → Account (explain) → Assess & Adapt. This model emphasizes not only problem resolution but also open communication and systemic evaluation. Implementation requires standardized response protocols, a dedicated recovery team, integrated complaint tracking, and monitoring of recovery outcomes. Empirical studies show that complaints handled according to the principles of distributive and procedural justice tend to result in higher recovery satisfaction and maintain loyalty. (Gupta et al., 2022)

1. Acknowledge:

The institution promptly acknowledges that a failure or complaint has occurred, for example, when a front-line

officer states that they understand the customer's problem. This acknowledgment is important because customers want to feel "heard," and a quick and clear acknowledgment is crucial in improving perceptions of procedural justice.

2. Apologize:

A sincere apology demonstrates empathy and integrity, indicating that the institution is responding not mechanically but humanly. This will increase customer interactional justice, which in turn impacts post-failure satisfaction.

3. Act (Solve/Fix)

The institution then takes action to correct the problem, either with an immediate solution or by mitigating the impact. This action strengthens the institution's competence.

4. Account (Explain)

The institution explains to citizens why the failure occurred and what it will do to prevent it in the future, increasing transparency and integrity.

5. Assess & Adapt

The institution evaluates the recovery process, monitors outcomes and citizen satisfaction, and uses lessons learned to improve service SOPs to prevent similar failures from

recurring. In this way, the institution demonstrates that it is innovating and learning, strengthening long-term trust.

D. The Role of Digital Communication and Social Media

In the platform era, service errors that initially appear local can quickly become public issues through posts, comments, and screenshots, requiring institutional responses to be swift, transparent, and public. Digital communications (official accounts, websites, live chat, email) and social media (Twitter/X, Facebook, Instagram, Telegram) are not just channels for conveying information; they are also reputational arenas. Slow or stuttering responses convey the impression of indifference and accelerate the erosion of trust; conversely, a swift and clear response can mitigate negative impacts and actually increase perceptions of responsiveness.

Transparent, proactively publicized recovery processes can restore reputations more quickly than closed-door explanations. However, caution is needed to prevent public communications from being misinterpreted as PR manipulation. (Mir et al., 2023)

1) The main function of social media in the service recovery cycle

a. Detection & Early Warning.

Social listening (monitoring mentions, sentiment, viral posts) allows organizations to identify problems before they escalate. This shifts the focus from reactive to proactive.

b. Public Acknowledgment & First Response.

Acknowledging the problem immediately (first public reply/pinned post) calms emotions and de-escalates.

c. Apology & Interactional Justice.

A sincere apology through official channels (including the name of the unit/person responsible) strengthens feelings of respect and reduces feelings of aggrieved.

d. Public Action & Remediation.

Displaying evidence of action (screenshots, progress updates, "case closed" posts) provides social proof that the problem has been resolved, strengthening visible competence.

e. Account & Explain (Transparency).

Explaining the cause, responsibility, and preventative measures publicly (post-mortem) demonstrates integrity.

f. Assess & Adapt (learning loop).

Using mention data, post-recovery surveys, and analytics to improve SOPs—ensuring recovery becomes a source of organizational learning, not just an ad-hoc action.

2) Psychological mechanisms: how digital communication rebuilds trust

a. Perceived responsiveness

A quick and visible response signals that the institution is listening and capable of acting, increasing cognitive trust.

b. Perceived justice

Fair handling, apologies, and compensation (if relevant) restore a sense of justice, making it easier for citizens to forgive.

c. Emotional repair

Empathic words and personal follow-up alleviate negative emotions; studies show empathy increases forgiveness and repurchase intentions.

3) Risks and trade-offs (things to watch out for)

a. Misinformation and negative amplification.

Social media accelerates disinformation; a careless response can exacerbate it. Prompt clarification and partnerships with platforms are needed to downrank hoaxes when necessary. (Research on misinformation and trust). (Shahbazi & Bunker, 2024)

b. Seemingly cosmetic actions.

Apologies without real remediation actually undermine trust; citizens quickly detect the gap between words and actions, so always include concrete evidence of action.

(Service recovery and perceived justice literature). (Gao et al., 2022)

c. Privacy and confidentiality.

Publication of evidence of action must be careful not to violate individual privacy; use summaries or anonymization. (Public communication ethics practices). (DESA Publications)

6.4. Building Loyalty through Value-Based Public Service

A. Value-based service: definition and logic

Value-based service places the creation of public value as its primary objective: services are designed to produce publicly recognized social benefits (equity, well-being, inclusion), not merely administrative efficiency. When citizens perceive services as contributing to shared value, loyalty becomes a manifestation of normative support and legitimacy more stable than loyalty driven solely by practical benefits. (Grundy, 2022)

Within this framework, public institutions design services by considering not only “how to resolve citizen requests” but also “how these services provide benefits that are perceived by citizens as contributors and recipients of shared value.” Thus, when citizens perceive that public services are not simply provided to them passively, but that they are involved in the co-creation/partnership of shared value, then citizen loyalty is driven not only by practical utility (e.g., “gets done quickly”) but

also by support for norms, shared orientations, and institutional legitimacy. Loyalty that emerges within a public value framework is generally more stable and deeper than loyalty driven solely by efficiency or personal gain.

Value-based services also require that public institutions consider socio-cultural aspects and citizen aspirations, such as inclusion for marginalized groups, citizen participation, and meaningful outcomes for the wider community, not just for individual service users. In literary terms, this model moves from the New Public Management paradigm (focused on efficiency and output) to the paradigm of creating public value and collaborating with citizens.

B. Strategies for Implementing Value-Based Services

1. Public Value-Oriented Service Design:

Identify desired social outcomes (e.g., equitable access to healthcare) and design processes to achieve those outcomes.

2. Public Value Measurement:

In addition to operational KPIs, institutions should measure social impact and public perceptions of value through surveys and outcome indicators.

3. Value Communication:

Explaining to citizens how services contribute to the collective good increases perceived value and willingness to support.

4. Citizen Engagement:

Co-creation strengthens citizens' sense of ownership of the value created.

5. Integrity and Accountability:

Transparent reporting and audit mechanisms to maintain trust. Implementing this strategy requires visionary leadership and an organizational incentive system that supports long-term public goals. (Grundy, 2022)

C. Impact on Loyalty

Consistent service that generates public value and is coupled with integrity and empathy tends to generate loyalty that is more resilient to reputational shocks. This loyalty extends beyond reuse or recommendation behavior, but also includes voluntary compliance with policies and public support during crises, the most valuable forms of loyalty for governments. Studies on the relationship between public value, trust, and compliance during COVID-19 underscore the importance of this dimension. (Zaki et al., 2022)

CHAPTER 7 - DIGITALIZATION AND THE TRANSFORMATION OF CUSTOMER EXPERIENCE

In the future, public services will be defined by three key words:

- a. Human, because technology without humanity will only create distance between the government and the people.
- b. Digital, because efficiency and transparency are now basic demands of modern society.
- c. Collaborative, because social challenges cannot be solved by a single institution.

The future public service model combines intelligent technology with social empathy, big data with equitable policies, and innovation with human values.

The digital transformation and the shift toward a Society 5.0 paradigm have fundamentally altered how citizens expect public services: no longer is speed and procedural efficiency sufficient, but rather the overall experience encompassing convenience, accessibility, transparency, and moral value in citizen-government interactions. Citizen experience now sits at the heart of institutional legitimacy and loyalty

7.1 Public Services in the Digital Age and Society 5.0

A. Concept of Society 5.0 and its relevance to public services

Society 5.0, a concept originating in Japan and increasingly adopted globally, integrates advanced technologies such as AI, Internet of Things (IoT), big data, and robotics with social goals: inclusion, well-being, and connectivity. In public service contexts, this means not just adopting technology but redesigning systems so that technology enhances humanity rather than displacing it (human-centered design). Recent research reveals that public institutions guided by Society 5.0 principles report higher citizen satisfaction, especially in digital access and responsiveness. (Topcuoglu et al., 2024)

Society 5.0 is relevant for public services because:

1. Human-centered digital government

In Society 5.0, public services are not simply moved to digital channels; they are redesigned so that technology serves people—e.g., a healthcare system that integrates hospital data, wearables, and AI for early detection; a public system that personalizes services for vulnerable groups. This requires governments to shift from digitization (converting documents to digital) to digital transformation that prioritizes social outcomes. (Narvaez Rojas et al., 2021)

2. Data-driven policy & predictive services

Society 5.0 encourages the use of big data and AI to map citizens' real-world needs and respond predictively (e.g.,

healthcare resource allocation, disaster response). For public services, this means that analytics and cross-sector data integration are core capabilities. However, this also creates a strong need for data governance, privacy, and transparency. (Nikiforova, 2021)

3. Interoperability & Open Government Data (OGD)

The super-smart vision relies on data that can be connected across systems. Therefore, open data, interoperability standards, and public APIs are essential infrastructure for responsive and coherent services. A study on OGD assessed state portals against Society 5.0 expectations and recommended data quality improvements to meet social goals. (Nikiforova, 2021)

4. Balance between technology, ethics, and social welfare

Society 5.0 emphasizes “human-centricity”: technology should enhance welfare and justice. This means that public services must integrate principles of AI ethics, fairness, and mitigation of exclusion (e.g., the digital divide). Critical studies emphasize that without ethical and inclusion policies, digital transformation risks widening inequalities. (Carayannis & Morawska-Jancelewicz, 2022)

B. Changing citizen expectations

Modern citizens increasingly expect public services to be “always on,” allowing interactions via mobile apps, chatbots, e-

services, and online portals with 24/7 availability, easy navigation, fast response times, and integrated data (single login across services). They also expect procedural transparency and real-time status updates on service requests. When institutions fail to meet these expectations, frustration arises quickly, and public loyalty can decline sharply.

C. Impact of digitalization on service structure

Digitalization presents both opportunities and structural challenges: administrative efficiency, reduction of physical burdens, and elimination of geographic barriers. But also demands on IT infrastructure, data security, digital literacy among staff, inclusive policy frameworks, and equitable access. Recent reports from OECD and World Bank show that equitable internet access and digital literacy are prerequisites to avoid new disparities created by digitalization. (Baredes,2022)

7.2 The Role of Technology in Enhancing Service Experience

A. Types of technology and their applications

Technologies increasingly used in modern public service contexts include: online service portals, mobile applications, chatbots/AI for frontline assistance, service status tracking systems, predictive analytics for forecasting demand, and IoT for infrastructure services (water, transportation, waste). When

well designed, these technologies reduce waiting times, minimize process errors, and enhance transparency.

B. User-centered design and UX/UI

UX stands for User Experience, which is how a person perceives, evaluates, and interacts with a digital system or service. According to Norman & Nielsen (2021), "User experience encompasses all aspects of the end-user's interaction with the company, its services, and its products."

The focus of user experience is how an application, website, or public service system can be:

- 1) Easy to use,
- 2) Quick to understand,
- 3) Emotionally comfortable, and
- 4) Effective in helping users achieve their goals.

Examples of UX in public services:

- 1) Ease for citizens to fill out online e-KTP forms without the need for lengthy guides.
- 2) Satisfaction after using the Mobile JKN application due to the fast and clear claims process.

UI stands for User Interface, which is the visual design and interactive elements that users use to interact with a system.

According to Garrett (2020), UI design is about crafting the interface elements that translate a brand's functionality into a usable digital form.

User Interface focuses on:

- 1) Buttons,
- 2) Navigation menus,
- 3) Icons, Colors, and Page Layout,
- 4) Text Readability.

User interface design that is simple, intuitive navigation, multilingual support, and accessibility for special needs users (people with disabilities or older adults) are critical determinants of satisfaction. Studies show that poor digital experience (buggy interface, slow load times, confusing navigation) can degrade service perception even if backend operations are efficient. Thus, public institutions should involve end users in the design phase (user testing, feedback loops) and iterate the design based on user feedback.

Examples of UI in public services:

"The main page design of the lapor.go.id portal features large icons and contrasting colors for easy access for the general public."

The relationship between UX and UI is inseparable:

- 1) UI is "what users see and click,"
- 2) UX is "how users feel when using it."

Good UI design doesn't necessarily mean good UX. However, good UX always requires a clear and consistent UI.

In the context of digital public services and Society 5.0, UX/UI plays a crucial role in:

1. Increasing citizen trust in digital government services.
2. Encouraging public loyalty through efficient and empathetic digital experiences.
3. Reducing the digital divide, especially for those less familiar with technology.

C. Predictive and personalized services

Predictive technologies (e.g., AI/Machine Learning) allow institutions to anticipate service demand, allocate resources efficiently, and provide tailored service options (e.g., based on location, past service use, preferred language). Personalization makes citizens feel treated as individuals rather than statistics, enhancing perceived value and likelihood of repeat usage.

D. Implementation limitations

Many public institutions face technical, organizational, and regulatory obstacles: legacy systems, departmental silos, privacy regulation gaps, and uneven digital skills among staff. A digital transformation roadmap should include cultural organizational change, staff training, cross-department collaboration, policy, and funding support.

7.3 Social Media and the Formation of Public Brand Trust

A. Social media as a public interaction channel

Social media is no longer a one-way information platform, but a space of citizen-government interaction: complaints, praise, feedback, dialogue. Given its high visibility and virality, a public institution's reputation is heavily shaped by its appearance and responsiveness on social media. Quick, consistent, transparent responses often shape citizens' perception of public brand trust.

B. Public brand trust: definitions and key elements

Public brand trust encompasses citizens' perceptions that a public institution is reliable, trustworthy, professional, and caring. Key elements: past reputation, clarity of communication, consistency of behavior, responsibility (acknowledging errors), and empathy. Contemporary studies show institutions active on social media with responsive engagement tend to score higher in public trust indices. (Shin et al., 2024)

C. Strategies to build public brand trust via social media

- 1) Social listening and early detection of complaints/issues.
- 2) Sharing educational/informative content about service processes, citizen rights, and status of service requests.
- 3) Using storytelling (cases of citizens helped) to humanize institutional image.

- 4) Established protocols for social media complaint response: acknowledgment → apology → resolution → follow-up (digital service recovery).
- 5) Ensuring consistency of messaging across channels (online/offline) to avoid distorted perceptions.

7.4 Challenges of Public Service in the Era of Technological Transformation

Entering the 2020s and continuing through 2025, public services face new dynamics driven by the acceleration of digital transformation. The emergence of technologies such as Artificial Intelligence (AI), the Internet of Things (IoT), Big Data, and cloud computing has transformed the way citizens interact with government. Digitalization presents significant opportunities to improve the efficiency, transparency, and accessibility of public services, but also raises new challenges in terms of human resource readiness, data security, and the digital divide.

Some of the main challenges facing public services in the era of technological transformation include:

1. The Digital Divide

Not everyone has equal access to digital technology and fast internet connections. Limited infrastructure and digital literacy can lead to inequalities in accessing electronic-based public services, as these gaps can be geographical, economic, age-related, or disability-related. To prevent digitalization from

exacerbating inequities, institutions need to provide non-digital channels, digital literacy training, and policies to subsidize internet access and devices for marginalized populations.

2. Data Security and Privacy

The increasing use of digital public service systems is collecting personal data on a massive scale: identity, location, service usage history, and health data. Data protection regulations (such as the General Data Protection Regulation in Europe and the Personal Data Protection Act in several Asian countries) and security standards are becoming increasingly important. Data leaks or the use of personal data without explicit consent can undermine public trust in a matter of seconds, so the public demands protection of their personal data from misuse. Cybersecurity issues are a top priority in modern public service management.

3. Civil Service Human Resource Capacity

Many civil servants lack sufficient digital competency to operate high-tech service systems.

4. Resistance to Change

The transition from manual to digital systems often faces resistance, whether due to habit, rigid bureaucratic culture, or fear of losing control. This is because digital services, while efficient, can leave citizens feeling neglected if they are too automated and lack empathy. A "personal touch" experience is crucial in personal situations: social assistance, mental health

services, and emergency response. Institutions must incorporate the human element (real officers, direct interaction), especially at decision points that require sensitivity.

5. Public Credibility and Trust

The use of technology does not automatically increase public trust. Digital public services must remain grounded in ethics, transparency, and empathy to ensure they do not lose their human touch.

6. Algorithmic Ethics and Technological Bias

Automated technologies such as AI and decision-making algorithms introduce the risk of bias and discrimination. Biased historical data can produce unfair outcomes (e.g., service allocation, predictions that disadvantage marginalized communities). Public institutions must ensure algorithmic audits and transparency in how algorithms are used, including providing opportunities for citizens to understand how automated decisions are made and to appeal them.

7. Communication ethics and transparency

The language used in digital services must be clear, jargon-free, and easy to understand. Transparency regarding system capacity limits, handling times, security policies, and how citizens can file complaints or appeals is crucial. Misleading communications or exaggerated promises on social media or apps can destroy trust faster than it has been built over years.

To address these challenges, the government needs to strengthen the concept of Digital Public Service Transformation, which prioritizes cross-agency data integration, user-centered design, and multi-actor collaboration between government, academia, and the public. This approach is expected to create public services that are adaptive, inclusive, and oriented toward citizen needs in the digital era.

In conclusion, public service is not merely an administrative obligation, but a moral calling to serve people with the heart. In the context of technological transformation, the orientation of service must not only shift to digital efficiency but must also uphold humanitarian values, ethics, and social responsibility as the core of civilized public service.

CHAPTER 8 - ORGANIZATIONAL CULTURE AND PUBLIC SERVICE MOTIVATION

Organizational culture and public servants' motivation form the invisible scaffolding that determines public service quality. In an era when institutional legitimacy depends on citizen experience and institutional credibility, internal culture, its values, norms, and everyday practices, together with employees' intrinsic motives, shape whether a public organization can deliver services that are not only efficient but also dignified and trusted. This chapter examines Public Service Motivation (PSM), how service culture can be operationalized, the role of transformational leadership, and strategies to build a public service ethos and moral professionalism.

8.1 Public Service Motivation (PSM) as the Spirit of Service

A. Definition and development

Public Service Motivation (PSM) is a construct describing pro-social drives and public-oriented values that motivate individuals to work in the public sector for the common good rather than financial reward. Originating with Perry and Wise (1990), PSM has since been linked empirically to performance, organizational citizenship behavior (OCB), and organizational commitment. Recent reviews and empirical studies find that PSM significantly contributes to service quality and continuity,

particularly when organizations provide meaningful autonomy and align work with public-oriented values. (Jung & Moon, 2024)

B. Dimensions and operational relevance

Common PSM dimensions include: (1) commitment to public interest; (2) compassion and service orientation; (3) social justice sentiments; and (4) policy responsiveness. Employees with high PSM typically go beyond their formal duties—helping clients, innovating within constraints, and displaying loyalty to public missions—which directly strengthens citizen experience and long-term loyalty. Contemporary work emphasizes that national and organizational contexts moderate the expression of PSM: rigid bureaucracies may attenuate PSM’s positive effects. (Jung & Moon, 2024)

C. Policy levers to strengthen PSM

Policy interventions to foster PSM include value-based recruitment, job design that enhances meaning and autonomy, values training, non-financial recognition, and leadership that models public-service values. Evidence suggests these measures raise organizational commitment and service outcomes. (Iddrisu & Mohammed, 2024)

8.2 Service Culture: From Bureaucrat to Public Servant

A. Concept of Service Culture

Modern leadership demands a balance between data-driven decisions and empathetic action. Data provides rational direction; empathy provides moral meaning. Today's public leaders are required to be servant leaders, leaders who serve, listen, and empower. As trust grows, participation increases, and public loyalty becomes a natural outcome of ethical and values-oriented leadership.

A service culture comprises the values, norms, practices, and expectations that orient employees to put citizens at the center of their work. Shifting from a bureaucratic mindset to a service-oriented ethos requires redefining roles, reward systems, and managerial practices. A strong culture supports serving behaviors through symbols (codes of conduct), structures (one-stop services), and policies that prioritize user outcomes. Recent systematic reviews note a robust positive association between service culture and user satisfaction and employee retention. (Tadesse Bogale & Debela, 2024)

B. Core Components

1. **Citizen orientation:** measuring success by citizen experience rather than administrative output.
2. **Institutional empathy:** attending to citizens' emotional needs as well as administrative requirements.

3. **Cross-unit collaboration:** breaking down silos to deliver integrated services.
4. **Accountability and learning:** feedback mechanisms and incentives for innovation. Strategies for cultural change require top-down commitment and bottom-up engagement, with measurable initiatives such as service champions and user-journey redesign. (Tadesse Bogale & Debela, 2024)

C. Cultural Change Strategy

Cultural change requires a combination of top-down (leadership commitment, strategic vision) and bottom-up (frontline initiatives, employee participation) efforts. Practical tactics include: "service champion" programs, appreciation rituals (employee of the month with citizen feedback), workflow redesign (user journey mapping), and interactive training. Regular evaluations (culture surveys, focus groups) help monitor changes. The literature also emphasizes that cultural change is a long process requiring consistent leadership and resources. (Tadesse Bogale & Debela, 2024)

8.3 Transformational Leadership and Exemplary Conduct

A. Transformational leadership: definition and role

Public service leaders need to transform from the old, procedure-oriented paradigm to a new, human-centered

governance paradigm. Public service is not simply about fulfilling administrative obligations, but also an expression of moral responsibility for the well-being of the community. Human-centered leaders not only demand compliance from their subordinates but also foster a culture of empathy, open communication, and fair service delivery.

Transformational leaders articulate an inspiring vision, stimulate intellectual engagement, show individualized consideration, and act as moral exemplars. In the public sector, such leaders mobilize staff to transcend self-interest for public goals, foster innovation, and embed service values. In the literature, obtained results confirm a positive link between transformational leadership and organizational outcomes, including staff motivation and service performance. (Bao et al., 2025)

B. Exemplary conduct and ethical leadership

Role modeling by leaders, visible ethical behavior, active involvement in service tasks, and accountable responses to failures build internal trust and legitimacy. Research linking ethical leadership to ESG and public sector performance highlights the importance of leaders' moral conduct in building organizational integrity.(Zahari et al., 2024)

C. Leadership development

Leadership development strategies include transformational leadership training, mentoring, job rotations to broaden perspectives, and 360° feedback that includes citizen input. Such programs are most effective when aligned with organizational incentives that reward public service outcomes. (Adi Nugroho & Muslim, 2024)

8.4 Building Work Ethos and Moral Professionalism in Public Service

A. Work ethos: definition and urgency

Public service ethos refers to collective professional values of integrity, stewardship, and dedication that constitute the moral identity of public servants. A strong ethos supports ethical practice and is an indicator of how services operate as moral practices rather than merely administrative tasks. Contemporary measures conceptualize ethos through beliefs, practices, and perceived public interest. (Rayner et al., 2011)

B. Operationalizing moral service

Operational practices include anti-corruption measures, protected whistleblowing channels, process transparency, and conflict-of-interest policies. Ethics education (case-based learning, induction) cultivates moral judgment in ambiguous contexts. Some literature shows that a strong ethical culture

reduces opportunistic behavior and increases public trust. (Zahari et al., 2024)

C. Integrating ethics with performance

Modern approaches view ethics as enhancing long-term effectiveness. Embedding ethics into process design (ethical by design), performance monitoring, and reward systems fosters durable loyalty. Practical steps: routine ethical audits, conflict disclosure, and recognition of ethical conduct. (Khalis et al., 2025).

CHAPTER 9 - MANAGEMENT STRATEGIES AND MEASUREMENT OF LOYALTY

Managing citizen loyalty in the public sector requires a combination of strategic management and precise measurement systems. Without valid metrics, even the best policy intentions risk drifting into symbolic action. With reliable indicators, however, governments can diagnose service performance, evaluate trust and satisfaction, and monitor loyalty as a dynamic behavioral and attitudinal construct.

9.1 The Citizen Loyalty Index (CLI) as an Evaluation Model

A. Concept and Rationale

The *Citizen Loyalty Index* (CLI) is designed as a composite tool to capture the multidimensional nature of public loyalty: behavioral, attitudinal, normative, and participatory. Its design follows five guiding principles: validity, reliability, practicality, inclusiveness, and ethical transparency.

Unlike a single satisfaction score, the CLI provides policymakers with a holistic diagnostic instrument that tracks citizens' ongoing relationships with government institutions. According to the OECD (2022), combining administrative and perceptual data is essential to evaluate service quality meaningfully and guide reform agendas.

B. Structure of the CLI

The CLI may be composed of four core dimensions, each represented by sub-indicators with specific weightings:

1. Behavioral (30%)

- Frequency of service usage (administrative records)
- Repeat applications or renewals (retention)
- Compliance rate with regulations or tax filings

2. Attitudinal (25%)

- Overall satisfaction (CSAT)
- Public Net Promoter Score (adapted for government)
- Emotional attachment or pride in the institution

3. Normative (25%)

- Perceived legitimacy and fairness
- Willingness to contribute to collective welfare (e.g., taxation)
- Institutional trust level

4. Participatory (20%)

- Citizen engagement in co-creation or consultation processes
- Participation in civic forums and volunteering
- Interaction via feedback platforms (engagement ratio)

Scores are normalized and aggregated into a single CLI ranging from 0–100. Such standardization allows inter-departmental comparison, benchmarking across regions, and longitudinal monitoring.(Romero-Subia et al., 2022)

9.2 Survey Methods and Service Performance Indicators

A. Survey Design

Surveys remain the backbone of perceptual measurement in the public sector.

1) Sampling: Employ stratified random sampling to ensure representation across demographic, geographic, and digital-access groups. When online panels are used, post-stratification weighting corrects for access bias. Baredes (2022) recommends combining surveys with administrative data for robust monitoring.

2) Instruments: Mix standardized items (CSAT, NPS, trust scales) with context-specific measures, such as:

CSAT (Customer Satisfaction Score) measures how satisfied users are with a service, interaction, or experience.

“How satisfied are you with this service?” (1–5 scale Or 1-7 scale)

Formula:

$$CSAT = \frac{\text{Number of satisfied respondents}}{\text{Total responden}} \times 100\%$$

In the context of public services, CSAT helps assess how well services are performing based on direct public perceptions.

NPS (Net Promoter Score or NPS-style for the public sector) measures citizens' willingness to recommend a government service or institution to others.

- "How likely are you to recommend this service to others?" (NPS-style)

Responses range from 0 (not at all likely) to 10 (extremely likely).

Categories:

- Promoters (9–10) – Loyal and enthusiastic citizens,
- Passives (7–8) – Neutral users,
- Detractors (0–6) – Dissatisfied users.

Formula:

$$NPS = \%Promoters - \%Detractors$$

In a public context, it is called "Public NPS-style" because it is adapted not to recommend products, but to measure citizen loyalty and support for public institutions.

Trust Scale

- "How much do you trust this institution to manage your personal data responsibly?" (1–7 scale)

- 3) Data collection:** Use multimodal approaches (online, phone, in-person) to enhance inclusivity. Keep survey duration under 12 minutes to maintain response quality.

B. Key Performance Indicators (KPIs)

KPIs (Key Performance Indicators) are quantifiable metrics that track progress toward organizational goals.

Two categories of KPIs are essential:

- **Operational KPIs:** average processing time, first-time resolution rate, system uptime (for digital platforms), and complaints per 1,000 transactions.
- **Experiential KPIs:** CSAT, NPS, task completion rate, ease-of-access index, and user error frequency.

KPI is an important tool in data-driven governance evaluation of government performance.

Standardized definitions and reporting cycles enable comparability between agencies and regions. The American Customer Satisfaction Index (ACSI,2023) offers a methodological benchmark that public institutions can adapt.

Table 9.1. Conceptual Comparison of CSAT, NPS-Style, and KPI in Public Services

Aspect	CSAT (Customer Satisfaction Score)	NPS-Style (Net Promoter Score)	KPI (Key Performance Indicator)
Definition	Measures citizens' satisfaction with public services based on direct experience.	Assesses citizens' willingness to recommend a public service, reflecting loyalty and trust.	A set of key metrics used to evaluate the achievement of strategic objectives in public organizations.
Main Purpose	Evaluate perceived service quality.	Measure emotional loyalty and public advocacy.	Assess organizational performance toward set goals.
Core Question	"How satisfied are you with this service?"	"How likely are you to recommend this service to others?"	Based on defined performance metrics rather than survey questions.
Rating Scale	1–5 or 1–7 (very dissatisfied – very satisfied).	0–10 (not likely – extremely likely).	Depends on the performance target (quantitative or qualitative).
Calculation Formula	$(\text{Satisfied respondents} \div \text{total respondents}) \times 100\%$	$(\% \text{ Promoters} - \% \text{ Detractors})$	No fixed formula; depends on performance framework.

Aspect	CSAT (Customer Satisfaction Score)	NPS-Style (Net Promoter Score)	KPI (Key Performance Indicator)
Measured Dimension	Service quality and user experience.	Loyalty, advocacy, and public trust.	Effectiveness, efficiency, and accountability.
Evaluation Focus	User experience (UX).	Behavioral intention to recommend.	Organizational performance outcomes.
Advantages	Simple and easily understood by the public.	Captures long-term loyalty and advocacy.	Provides strategic direction and accountability.
Limitations	Lacks insights into long-term loyalty.	Does not explain reasons behind satisfaction levels.	Focuses more on outcomes than user perception.
Practical Example	Citizen Satisfaction Index (Indonesia).	NPS-style survey for e-government platforms.	KPI: service completion time, complaint resolution rate, budget efficiency.
Key References (2020–2025)	OECD (2022); ACSI (2023); Metwally (2024).	Luoma-aho (2021); OECD (2022).	UNDP (2021); World Bank (2024).

C Ethics and Data Protection

All data collection must comply with data protection laws such as the General Data Protection Regulation (GDPR) in Europe. Explicit consent, anonymization, and transparency

about data usage are crucial. Ethical survey practice not only safeguards privacy but also strengthens citizens' trust in government institutions.

9.3 Data-Driven Decision Making for Public Loyalty

A. Loyalty Dashboards

A **Loyalty Dashboard** translates data into actionable insights. It displays real-time CLI scores, sub-dimension performance, and heat maps of regional discrepancies. Decision-makers can drill down from macro indicators (CLI) to micro metrics (office-level complaints). Alerts should trigger managerial responses when CLI drops significantly.

B. The Data-Insight-Action Cycle

1. **Collect:** Gather survey, administrative, and digital engagement data.
2. **Analyze:** Use statistical modeling and natural language processing (NLP) for text complaints.
3. **Decide:** Prioritize interventions by social impact and feasibility.
4. **Act:** Implement corrective actions (service redesign, staff training, process simplification).
5. **Evaluate:** Conduct post-intervention surveys and monitor CLI trends.

This evidence-based cycle promotes adaptive governance and continuous improvement. OECD (2025) advocates embedding such analytics within government transformation programs.

C. Resource Allocation and Prioritization

Employ **cost-effectiveness** and **Social Return on Investment (SROI)** models to allocate resources among loyalty-building initiatives. A simple prioritization formula is:

Priority Score = (Expected CLI Gain × Population Impact) / Cost

This allows transparent, data-informed budget decisions.

D. Communicating Results and Ensuring Accountability

Publishing annual *Citizen Loyalty Reports* enhances transparency and encourages citizen participation. Publicly disclosing findings, even when critical, fosters trust through openness—a key dimension of perceived legitimacy in democratic governance.

CHAPTER 10 - CULTIVATING LOYALTY WITH HEART

This chapter presents a comprehensive reflection on the meaning of true public service. Its primary focus is to emphasize that loyalty is not merely the result of administrative or technological strategies, but rather grows out of profound human values: empathy, integrity, and a genuine desire to serve. Thus, this chapter encapsulates the essence of the public service journey as a calling of conscience, while also offering practical recommendations and policy direction for developing a sustainable and dignified service culture.

A beloved public service is born from a balance between humanitarian values and professionalism. Humanitarian values provide moral guidance, ensuring that every decision is in the public interest. Professionalism provides the structure that ensures every decision is executed with competence and responsibility.

The two must go hand in hand. Fast service without empathy will only breed obedience without trust. Conversely, empathy without efficiency will generate fleeting sympathy without sustainability.

10.1 Reflection of Humanistic Values in Public Services

Public services are not merely about fulfilling administrative procedures, but rather a reflection of the nation's

collective morality towards its citizens. Modern public services must be oriented toward human values, citizen engagement, and ethical responsibility. They argue that 21st-century public administration is not simply about efficiency, but must "humanize public service" (Denhardt, J. & Denhardt, R., 2020). This means that good service is not only "efficient" but also has a soul, placing humans not as objects of policy, but as subjects whose existence is valued and recognized. This approach is based on the New Public Service (NPS) paradigm, which emphasizes the values of empathy, participation, and social justice (Denhardt & Denhardt, 2020). In the complex digital era, empathy and humanistic values are fundamental to building public trust and ethical legitimacy in digital governance.(Beck & Ranchordas, 2024)

Through services oriented toward empathy and respect for citizen dignity, the government can foster citizen trust, which becomes the seed of long-term loyalty.

Public loyalty and trust are not the result of a mechanical system, but of meaningful human interactions that respect dignity and empathy (Denhardt & Denhardt, 2020). At this point, public service discovers its essence as "humanitarian service," a service that balances administrative efficiency with a genuine sense of humanity.

10.2. Loyalty as a Form of Public Trust and Dignity

Public trust is an invaluable social asset. It cannot be created instantly, but rather grows from consistent experiences between the promises and actions of public institutions. Loyalty reflects the trust accumulated through positive experiences and transparency in service.(Walle & Bouckaert, 2013).

In many countries, research shows that citizens who feel valued and actively involved demonstrate long-term commitment to public institutions.(Grimmelikhuijsen et al., 2013). Public loyalty here does not mean blind dependence, but rather a form of respect and recognition of the moral values of institutions that serve with integrity.

Loyalty is also a symbol of public dignity. When service is delivered with integrity, citizens feel they are treated not simply as a queue number, but as human beings with rights and feelings. Such loyalty is spiritual, not merely rational, because it is rooted in the emotional and moral nature of the social relationship between government and citizens.

10.3. Policy Implications and Practical Recommendations

Growing public loyalty requires a multidimensional strategy that addresses structural, cultural, and digital aspects. Based on the results of the previous chapters, several recommendations can be put forward:

1. Integration of Humanistic Values in Public Policy Design.

Organizations can design public service interventions that respect citizen dignity and address vulnerability.(Kabadayi et al., 2023)

2. Empathy- and Ethics-Based Civil Servant Training.

Civil servant training programs need to incorporate emotional intelligence and public ethics (Lewis & Gilman, 2020).

3. Implementation of the Citizen Loyalty Index (CLI).

The government can use the CLI as a measure of public trust and satisfaction to continuously monitor service quality.(Luoma-aho et al., 2021)

4. Utilization of Human-Centered Technology.

User experience factors such as perceived privacy, trust, system quality, and transparency are among the key concerns frequently raised in UX research on digital government services. This supports the need for UX to incorporate fairness and privacy.(Aldrees & Gračanin, 2023)

5. Transformational Leadership and Moral Exemplarity.

Public leaders must serve as role models of values and guardians of the institution's conscience.(Vogel & Masal, 2015)

By applying the principles above, public loyalty can be cultivated authentically—not forced through promotions, but rather from the trust felt by citizens.

10.4. Final Message: “Service with Conscience, Eternal Loyalty”

Every nation dreams of having a public service that is not only efficient but also loved by its people. A loved public service does not force loyalty but instead cultivates it naturally through trust, empathy, and a commitment to the community.

Loyalty isn't something that can be created instantly. It's the result of a series of social processes: appropriate marketing strategies, understanding customer behavior, maintaining customer satisfaction, and building trust.

When public institutions focus on improving the customer experience, listening to their voices, and consistently delivering on service promises, loyalty naturally follows. Loyalty isn't simply a desire to continue using a service, but rather a form of emotional attachment and a sense of belonging to the institution.

Public loyalty cannot be earned through strict regulations, but through genuine service. Public service that is loved by the public exists not out of obligation, but out of a calling of values, the values that every citizen has the right to be treated with respect, heard, and served fairly.

Ultimately, the essence of public service is not the system, but the spirit that drives it. Loyalty is not born from procedures, but from sincerity in service. In every service interaction, there is an opportunity to build meaning, awaken hope, and strengthen trust.

“Service with conscience” is a moral calling for every bureaucratic actor to make people the center of all policies. Thus, public loyalty is not merely the result of satisfaction but the fruit of trust and compassion for humanity.

As emphasized by Denhardt & Denhardt (2020), the primary goal of public service is not to control citizens, but to serve with heart, respect dignity, and build a more just world.

This is the essence of eternal loyalty: a relationship that grows between the government and its citizens, not out of obligation, but out of love for human values.

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