THE SECRET *of* LOYALTY

Management Strategy and Citizen Behavior in Public Services

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THE SECRET of LOYALTY - Management Strategy and Citizen Behavior 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.

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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

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.

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.

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

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-

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

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

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,

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.

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

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