Implementation of public sector marketing in Indonesia: Internet-based study official provincial government website

Hary Supriadi[a], Amir Imbaruddin[b]
[a]BPSDMD Provinsi Kalimantan Selatan, Indonesia, harysp@hotmail.com
[b]Politeknik STIA LAN Makassar, Indonesia, aimbaruddin@stialanmakassar.ac.id

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Hary Supriadi[a*]**, Amir Imbaruddin**[b]
[a]BPSDMD Provinsi Kalimantan Selatan, Indonesia, harysp@hotmail.com
[b]Politeknik STIA LAN Makassar, Indonesia, aimbaruddin@stialanmakassar.ac.id

*Corresponding Autho: harysp@hotmail.com

Abstract
The quality of performance and public services in Indonesia still requires significant improvement. One approach that can be used to improve this quality is the application of marketing concepts. This research aims to identify the practice of implementing a marketing approach, especially the 4P1C strategy (product, price, place, promotion, and customer focus and relations) in the public sector in Indonesia. The method used is content analysis, where marketing strategy practices are detected through narratives on the official pages of provincial government agencies in Indonesia. 4,678 pages of text (1,126,018 words) were copied from 34 official Provincial Government websites for analysis. Analysis was carried out on manifest content using an a priori coding approach and hidden content supported by the QDA Miner application. The analysis results show that provincial governments in Indonesia still need to maximize the implementation of the 4P1C marketing strategy fully. The element of "promotion" became the dominant element of the process, with words such as "socialization" and "information" dominating usage. However, it is essential to note that the term "information" is more related to the obligation to disclose information by the law than persuasion efforts for promotional purposes. Apart from that, the provincial government does not use its official website as a marketing tool for its region (marketing place). Only a few provinces use narratives related to "investment," "regional potential," and "regional advantages" as marketing efforts. This research confirms the view of Lee & Kotler (2006) that marketing in the public sector is a field that still needs to be considered and understood by public sector managers. Thus, further efforts are required in order to increase understanding and application of marketing concepts in the context of public services in Indonesia.
Keywords: Marketing, Public Sector Marketing, Marketing Mix Strategy

Introduction

The quality of performance of government agencies in Indonesia still needs to be improved (Agusta & Jaya, 2017; Aritonang, 2017; Sabani et al., 2019). 2021, for example, the number of public complaints regarding alleged maladministration was 7,186 reports, consisting of 6,176 regular reports, 835 Rapid Response Reports, and 175 Investigation Reports on Own Initiative. The agencies reported consisted of regional government with 2,945 reports (40.99%), Ministry of ATR/BPN with 811 words (11.29%), Police with 676 reports (9.41%), ministries or government agencies with 612 reports (8.52 %), and BUMN/BUMD 545 reports (7.59%) (https://ombudsman.go.id).

Meanwhile, based on the evaluation results of the Ministry of Administrative and Bureaucratic Reform, the quality of public services in Indonesia in ministries and institutions is categorized as good (B), with a score of 4.00. At the same time, in the regional government environment, it gets a B predicate with a score of 3.58 in the excellent category (Lindawaty et al., 2018). Nationally, the evaluation results for 2021 have decreased compared to the evaluation results for 2020, which at that time were worth 3.84. Some of the Public Service Units (UPPs) evaluated in 2021 still have UPPs that received grades in categories C, D, and even F (https://www.menpan.go.id).

One effort to improve performance and service is to implement marketing strategies for

the public sector (Setiawan & Fadillah, 2020; Ewing & Caruana, 1999). Somkid Jatusripitak, Ph.D., Deputy Prime Minister and Minister of Commerce, Royal Thai Government, stated the benefits of public sector marketing, namely to increase the efficiency of government institutions and also make them more service-oriented (efficient service-oriented governmental agency) as also stated by Christine O. Gregoire, Governor of Washington State, stated that the benefits of implementing a marketing approach for the public sector are the achievement of effective communication of government programs and the birth of creativity to improve services to customers (Lee & Kotler, 2006).

However Lee & Kotler (2006) also stated that public sector marketing is actually the field that receives the least attention and is even misunderstood by public sector managers (One of the fields that has been most overlooked and misunderstood by public sector personnel is marketing). Therefore, it is necessary to study how to utilize this public sector marketing approach in Indonesia today.

Methods

The research was carried out using content analysis methods for both the manifest dimension (which is visible) and the latent dimension (the meaning behind the narrative/hidden content). Data comes from the official websites of 34 Provincial Governments in Indonesia which were collected by copying the text on these pages. The narrative copying carried out between November 2022 and January 2023 resulted in 4,678 pages of text containing 1,126,018 words.

The qualitative data analysis process (Qualitative Data Analyses) is assisted by the QDA Miner application to find codes that have been determined a priori coding. Codes in the form of words and phrases are assigned to each aspect of the 4P1C marketing mix strategy, including product, price, distribution, place, promotion and customer focus and relationship aspects. The codes for each aspect of the marketing mix strategy are as shown in the following Table 1.

Table 1
Add description

No.	Strategy Aspect	Codes
1.	Product	"participation", "design", "formulation", "input", "research", "branding", "naming"
2.	Price	"access", "rates", "requirements", "convenience", "fast time", "cost"
3.	Distribution (place)	"distribution", "service location", "service time", "mobile service", "online"
4.	Promotion (promotion)	"socialization", "information", "media", "publication", "advertising", "public relations"
5.	Customer focus and relations (customer focus and relations)	"complaints", "complaints", "user service", "satisfaction"

Apart from the 28 codes for each aspect of the strategy, detection was also carried out using seven general and supporting codes. These codes include "marketing", "regional attractiveness", "regional potential", "investment", "marketing", "product type", and "report".

The analysis process is carried out by interpreting the code found by the application through a text retrieval process to decide whether the code found is in accordance with the coding guidelines. Meaning is also carried out by paying attention to the narrative meaning of codes, words and other phrases as well as sentences that are specially marked as to whether they have relevance to marketing strategy practices.

The next process is to pay attention to the frequency and distribution of the codes found, both within a group of marketing strategies and between marketing strategies. This data is then interpreted as a description of the practice of implementing marketing strategies. Overall, the research method applied is as depicted in the following scheme.

Figure 1

Add Image Captions
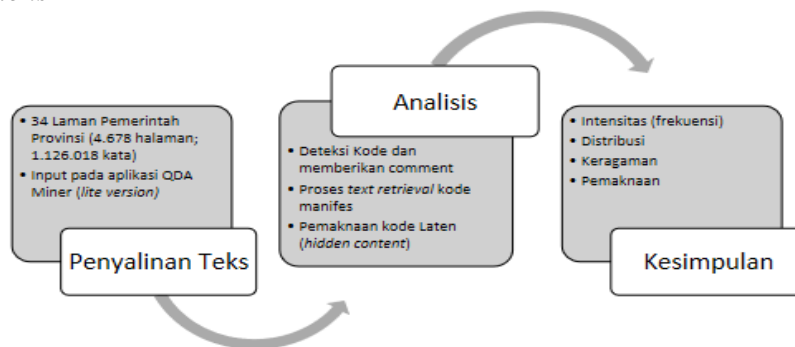
Results and Discussion

Product Strategy Practices (Product)

Seven vocabularies/phrases/terminologies as codes to detect practices related to product design, namely "participation", "design", "formulation", "input", "research", "branding", and "naming" with the highest result being formulation (44.1%) or occurred in 15 cases (Provincial Government).

Figure 2

Add image caption

Category	Code	Description	Count	% Codes	Cases	% Cases
Product	partisipasi		27	1,1%	13	38,2%
Product	desain		13	0,5%	5	14,7%
Product	perumusan		16	0,6%	6	17,6%
Product	masukan		30	1,2%	15	44,1%
Product	riset		9	0,4%	4	11,8%
Product	branding		1	0,0%	1	2,9%
Product	penamaan		1	0,0%	1	2,9%

In the product element, various types of products are found produced by the Provincial Government. The types of products produced include: information, activities, regulations, disaster management, online shops (marketing facilitation), housing, transportation services, population administration services, use of public facilities (parks), licensing services, internet services, tax services , sports facilities, sports equipment facilities, library services, security and resilience, social assistance, employment services (vacancies and job protection), social services, child welfare, entrepreneurship development, environmental protection, green open spaces, policies, management services waste, electronic waste management, environmental laboratories, data services, and market information forums.

Price Strategy Practice (Price)

The highest code was the "access" code which occurred in 21 cases (province) out of a total of 34 cases (province), followed by the "convenience" code at 47%, namely 16 cases (province), and "cost" at 44.1% or as many as 15 cases.

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Figure 3
Add image caption

Category	Code	Description	Count	% Codes	Cases	% Cases
Price	akses		84	3,6%	21	61,8%
Price	tarif		7	0,3%	4	11,8%
Price	persyaratan		2	0,1%	2	5,9%
Price	kemudahan		28	1,2%	16	47,1%
Price	waktu cepat		11	0,5%	6	17,6%
Price	biaya		40	1,7%	15	44,1%

Meanwhile, of the search hits from the six codes, the highest frequency was for the "access" code, namely 84, followed by "cost" 40 times, and "convenience" 28 times.

Distribution Strategy Practice (Place)
The "online" code is the code that occurs most frequently in terms of distribution, namely 91.2% (31 cases/province), followed by "distribution" (47.1%) and "service time" at 26.5% or 9 cases (province).
Figure 4.
Add image caption

Category	Code	Description	Count	% Codes	Cases	% Cases
Place	distribusi		32	1,4%	16	47,1%
Place	lokasi layanan		1	0,0%	1	2,9%
Place	waktu layanan		24	1,0%	9	26,5%
Place	layanan keliling		18	0,8%	2	5,9%
Place	online		384	16,3%	31	91,2%

Practice Promotion Strategy (Promotion)
In the promotion strategy group, the highest code occurred in "socialization" and "information", namely 31 out of 34 cases (province) or 81.2%, followed by the code "publication" at 65.7% or occurred in 22 cases (province).
Figure 5.
Add image caption

Category	Code	Description	Count	% Codes	Cases	% Cases
Promotion	sosialisasi		518	22,0%	31	91,2%
Promotion	informasi		809	34,3%	31	91,2%
Promotion	media		46	1,9%	12	35,3%
Promotion	publikasi		55	2,3%	22	64,7%
Promotion	iklan		3	0,1%	3	8,8%
Promotion	hubungan masyarakat		6	0,3%	6	17,6%

Customer Focus and Relationship Practices (Customer Focus and Relations)
With a total of 108 findings (hits) for the codes in the Focus and Customer Relations strategy group, the code "satisfaction" was most often found, namely in 19 of 34 cases (province) or 55.9%. This was followed by the "complaint" code which was found in 12 cases (province) or 35.3%.

Figure 6
Add image caption

Category	Code	Description	Count	% Codes	Cases	% Cases
Customer	keluhan		18	0,8%	12	35,3%
Customer	pengaduan		9	0,4%	4	11,8%
Customer	layanan pengguna		4	0,2%	4	11,8%
Customer	kepuasan		77	3,3%	19	55,9%

Implementation of the 4P1C Marketing Mix Strategy

Overall, the comparison between elements of the marketing mix strategy shows that the codes found for each element are quite varied. The element with quite a large number of codes found was the promotional element where the code "socialization" was found 518 times and information 809 times. Meanwhile, the marketing elements with relatively small code discoveries are the product, price, place and customer focus and relationship elements. For example, the "branding" and "naming" codes for product elements were only found once each. In the price element group, the code "requirements" was only found seven times, and the code "convenience" was only found twice.

Figure 7
Total code hits 89% (28 codes) the remaining 11% are for six codes in general and complementary codes

Category	Code	Description	Count	% Codes	Cases	% Cases
Product	partisipasi		27	1,1%	13	38,2%
Product	desain		13	0,5%	5	14,7%
Product	perumusan		16	0,6%	6	17,6%
Product	masukan		30	1,2%	15	44,1%
Product	riset		9	0,4%	4	11,8%
Product	branding		1	0,0%	1	2,9%
Product	penamaan		1	0,0%	1	2,9%
Price	akses		84	3,3%	21	61,8%
Price	tarif		7	0,3%	4	11,8%
Price	persyaratan		2	0,1%	2	5,9%
Price	kemudahan		28	1,1%	16	47,1%
Price	waktu cepat		11	0,4%	6	17,6%
Price	biaya		40	1,6%	15	44,1%
Place	distribusi		32	1,3%	16	47,1%
Place	lokasi layanan		1	0,0%	1	2,9%
Place	waktu layanan		24	0,9%	9	26,5%
Place	layanan keliling		18	0,7%	2	5,9%
Place	online		384	15,0%	31	91,2%
Promotion	sosialisasi		518	20,3%	31	91,2%
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Promotion	iklan		3	0,1%	3	8,8%
Promotion	hubungan masyarakat		6	0,2%	6	17,6%
Customer	keluhan		18	0,7%	12	35,3%
Customer	pengaduan		9	0,4%	4	11,8%
Customer	layanan pengguna		4	0,2%	4	11,8%
Customer	kepuasan		77	3,0%	19	55,9%

The comparison for 28 codes shows that "information" is the code with the highest findings, followed by "socialization" and "online". If "information" and "socialization" are elements of promotion strategy, then "online" is an element of place (distribution) strategy.

Figure 8
Add image caption
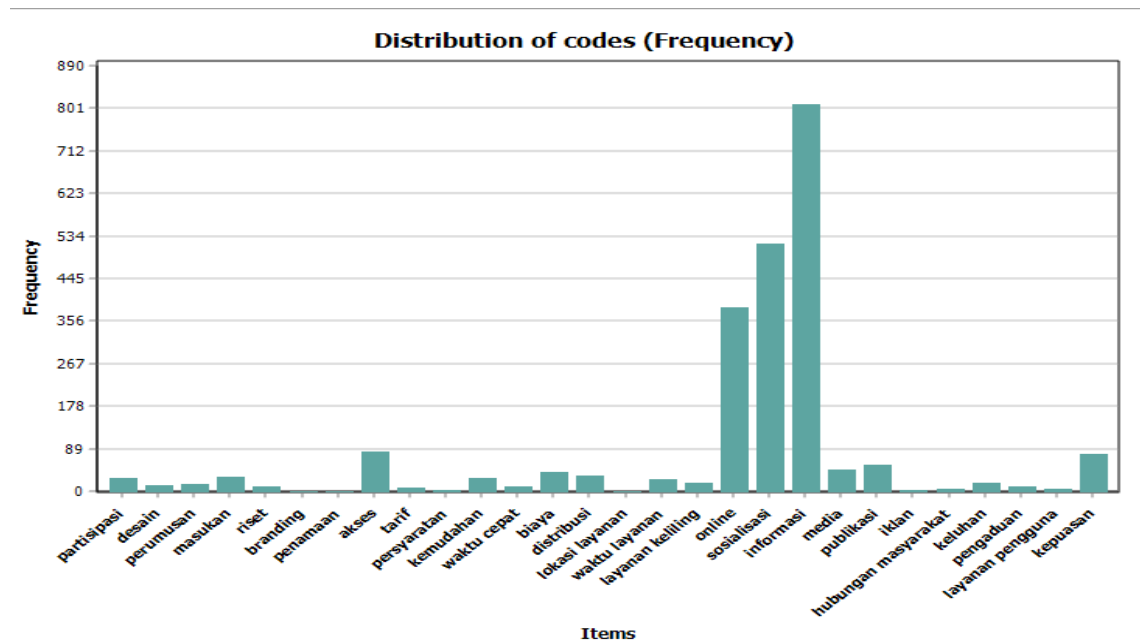
General and Supplemental Code

Apart from the 28 codes for direct detection of the 5 elements of the marketing mix strategy, marketing practices are also detected with six general and complementary codes. These codes include "marketing", "regional attractiveness", "regional potential", "investment", "marketing", and "product type". The data findings show that the code "marketing" was not found at all, while "marketing" was found 198 times and was found in 26 cases (provinces) or 76.5% of the total cases.

Figure 9
Add image caption

Category	Code	Description	Count	% Codes	Cases	% Cases
Umum	marketing					
Umum	daya tarik daerah		18	0,7%	2	5,9%
Umum	potensi daerah		1	0,0%	1	2,9%
Umum	investasi		14	0,5%	3	8,8%
Umum	pemasaran		198	7,7%	26	76,5%
Umum	Jenis Produk		53	2,1%	7	20,6%

Discussion

The total number of code hits for 28 codes from the 5 elements of the 4P1C marketing mix was 2,273 times. The findings (code hits) for each strategy element were 97 for product strategy; 172 for price strategy, 459 for distribution strategy (place), 1,437 for promotion strategy, and 108 for customer focus and relationship strategy. Thus, the promotion strategy is a strategy that dominates compared to the other 4 elements with a total of 1,437 findings or 63.2%. This indicates that the Provincial Government does not pay too much attention to other marketing strategy aspects, including product, price, distribution, and customer focus and

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relationships.

Regarding product strategy Lee & Kotler (2006) states that what is needed is a systematic approach in developing and providing programs and services in the public sector. In line with the codes used, namely "participation", "design", "formulation", "input", "research", "branding", and "naming", several participatory practices were found in designing products, including: Community Action Plan approach (CAP) to the Central Java Provincial Government.

On the elements of price strategy (price) Lee & Kotler (2006) emphasizes that price is not only an amount of money but also includes non-monetary values given up in an exchange process such as time, effort, psychological risk, or other inconvenience. The "pricing" strategy of the six codes, the highest frequency is the "access" code, namely 84, followed by "cost" 40 times, and "convenience" 28 times. Meanwhile, overall the position of the codes in the price strategy element has a relatively small percentage, where the "access" code is only 3.6%. Thus, it can be interpreted that the pricing strategy has not received adequate attention.

Regarding elements of distribution strategy (place), Kotler et al. (1999) stated that how a product is delivered can influence the customer's view of the quality and benefits offered. From the data found, the code "online" is the dominant vocabulary in the provincial government's communication narrative. Meanwhile the vocabulary/phrases "distribution", "service time", "roving service", and "service location" appear in much smaller portions. Likewise, the "online" code also appears in a fairly large portion, namely 16.3% of the total search hits for codes in all elements of the marketing mix. This indicates that the "online" distribution approach is of considerable concern and practice by the Provincial Government.

Lee & Kotler (2006) argue that promotion is generally described as persuasive communication and Kotler et al. (1999) also reminded that communication in marketing is often directed at how to deal with the concerns, impressions or preferences of marketing targets. In line with this, several codes used in detecting the practice of promotional strategy elements such as "socialization", "information", "media", "publication", "advertising", and "public relations" show that "socialization" and "information" appear with relatively high number. The "socialization" code appeared 518 times or the equivalent of 22.0% of the total codes for all strategy elements, and the "information" code appeared 809 times or the equivalent of 34.3 percent.

The high percentage of search hits for the codes "socialization" and "information" shows that promotional strategy is the most visible practice compared to other strategy elements. However, specifically for the "information" code, there are things that are worth considering, namely because the appearance of the word "information" is largely due to the existence of the Information and Documentation Management Officer (PPID) feature. From the data found, all pages (34 Provincial Governments) include and link information related matters to PPID. On the page in each province there are quite a lot of features related to PPID, including: PPID vision and mission, PPID organizational structure, main PPID Decree, list of public information, periodic public information, public information at any time, immediate public information, information excluded, requests for information, filing objections, procedures for complaints of abuse of authority or violations. This PPID feature is a continuation of Law no. 14 of 2008 concerning Information Openness.

In accordance with the provisions of Law no. 14 of 2008, information is a human right, openness of public information is an important characteristic of a democratic state and is a means of optimizing public supervision. Thus, the emergence of the "information" code is not within the framework of a persuasion process as intended by a promotion, but is a means of accountability for public agencies. In other words, what stands out in the promotional strategy element is the "socialization" code which can play a role in the promotional process.

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Kotler et al., (1999) states that in tight competition, failure to sell products and guarantee service quality will lead to defeat in the competition. For this reason, according to him, the philosophy must shift from a product and sales philosophy to a customer and sales philosophy. Based on this, several codes in the elements of customer focus and relations strategy show that the "satisfaction" code is the most frequently found code compared to the "complaints", "complaints" and "user service" codes. Compared with various other codes, the "satisfaction" code has a proportion of 3.3% because the number of findings was 77 times. Thus, overall, the elements of focus strategy and customer relations are not a prominent practice because they only contribute 4.7% with the largest contribution from the "satisfaction" code.

From the results of the findings of general codes consisting of the codes "marketing", "marketing", "regional attractiveness", "regional potential", "investment", and "innovation", it shows that the most frequently found "marketing" codes are as many as 199 times or 7.8% of all strategy codes. Meanwhile, other codes only appear one to 18 times. General codes are also intended to detect whether local governments are practicing marketing strategies for their territory, especially by selecting codes for "regional attractiveness", "regional potential" and "investment" codes. However, it turns out that these codes were not found often, where the code "regional attractiveness" only appeared 18 times (0.7%) and only in two cases (province). The code "regional potential" only appeared once (0.0%) in only one case (province), and likewise the code "investment" only appeared 14 times (0.5%) i.e., it was only found in three cases (province). This data can be interpreted as meaning that the Provincial Government in its communication narratives has not used many narratives related to efforts to market its territory (marketing place).

Conclusion

The dominance of the codes found (search hits) in the promotion element group shows that marketing is felt more as a form of promotion. In particular, the code "information" in the promotion strategy element is often found to be due to the obligation to disclose information as mandated by the information disclosure law, so it is not fully in line with the essence of information in promotions which aims to persuade. Promotional strategy practices are dominated by "information" and "socialization". However, the dominant vocabulary of "information" cannot be fully interpreted as a promotional strategy because many discoveries of this vocabulary are related to the implementation of policies regarding Information and Documentation Management Officers (PPID) in accordance with the mandate of Law no. 14 of 2008 concerning Information Openness. Information is not intended as a promotion aimed at persuading the public/users/product recipients.

Most provincial governments also do not use their official websites to market their regions (marketing places) because only one to three out of 34 provinces use narratives related to "investment", "regional potential" and "regional advantages". The "pricing" strategy if linked to the frequency (intensity) of codes found in the Provincial Government's communication narrative is more interpreted or equated with the issues of "access", "cost" and "convenience". Meanwhile, the vocabulary "rates", "quick time", and "requirements" get a smaller portion. The practice of the "place" or distribution strategy is mostly represented by the vocabulary "online" compared to the vocabulary/phrases "distribution", "service time", "mobile service", and "service location" which appear in much smaller portions. This can be interpreted as meaning that the Provincial Government is trying to utilize technological advances as an approach to facilitate the delivery (distribution) of the products produced.

The practice of customer focus and relationship strategies is dominated by the code "satisfaction" and the application display "Report!" which was found in 32 cases (province). However, this application is in accordance with Presidential Regulation Number 76 of 2013

concerning Management of Public Service Complaints and Ministerial Regulation for Empowerment of State Apparatus and Bureaucratic Reform Number 3 of 2015 concerning Road Map for Development of a National Public Service Complaint Management System as an effort to fulfill people's rights, not as a strategy for customer satisfaction (customer satisfaction).

The narrative in the Provincial Government's communication process shows that marketing strategies have not been utilized optimally in terms of product, price, distribution, promotion as well as customer focus and relationships. The lack of utilization of marketing strategies is in line with the statement Lee & Kotler (2006) which states that marketing for the public sector is the field most overlooked and misunderstood by public sector managers (One of the fields that has been most overlooked and misunderstood by public sector personnel is marketing).

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