

Implementation of Population Administration Service: A Study at Civil Registry of Bima, Indonesia

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ABSTRACT

Some improvement is important in the implementation of population administration service in order to help the society. Public service more particularly population administration is pivotal issue both the central and regional government should pay attention to in order to carry out their public service roles. The 2009 Decree number 25 about public service, the 2013 Decree number 24 about the amendment of the 2006 Decree number 23 about population administration are the regulations concerning public service more specifically service in population administration. The study analyzed the implementation of population administration service at Civil Registry of Bima, more particularly an analysis towards standardized procedures in population administration service involving 1)decide the types of service, 2) legal bases for the service, 3) requirements for the service, 4) service procedures, 5) competence of the Civil Registry staffs, 6) infrastructure and facilities, 7) waiting time and cost, 8) the staffs' attitude and behavior, 9) internal and external supervision, 10) complaints, and 11) the staffs' responsibilities. Public service should be carried out effectively by maximizing factors that support public service and eliminating some factors that prevent the implementation of public service in order to help the society getting population administration service they deserve at the Civil Registry of Bima.

Keywords: Public Service Implementation, Population Administration

INTRODUCTION

Public service is one of the manifestations of the government and bureaucracy role. It is vital to carry out well-qualified public service because it is the key to fulfill the constitutional rights of the people and realize sustainable national development (Effendi, 2008:80). A claim that bureaucratic function is limited to public service will influence the roles of the bureaucracy; their role is limited to technical, short-term routines. Bureaucracy was established to achieve the goals of the nation.

Along with the increasing demands and expectations of society for the improvement of public services, the reality showed that public service carried out by the government has yet met neither public demand nor expectation. Public is perceived as powerless and marginalized entity within the framework of the public service. Recently, public service carried out by the government has improved in terms of paradigm, regulation, state budget and service procedures. It is not rare cases that government bureaucracy ignored the demographic data in their efforts to carry out their programs and policies. All activities related to public need are related to the number, growth and composition, as well as the dissemination of the population of an area. Therefore, accuracy in looking at the future prospects should focus more clearly on the future development based on the population.

Some examples of the current practice in population administration service are inconsistent fee for the same type of service, brokering practice by the staffs, lack of transparency starting from the head of the Civil Registry to the staffs as well as inefficient, unfair and poor service procedures. These result in poor, non-satisfying perceptions the public has towards the population administration service. These indicate how vital well-qualified, proper implementation of population administration service that meets the demand and expectation of the society.

THEORETICAL BACKGROUND

In developed countries in Europe and America, the implementation of public service is better than that in developing countries such as Asian countries. It is different from the theories about the standardized quality of public service as described by several experts such as Schaeffer (1984). The expert came up with a theory that becomes the operational concepts of public service. Furthermore, Carlson and Schwarz, (1965:29) also propose standardized quality of public service that consists of 1) convenience, 2) safety, 3) trustworthiness, 4) personal care, 5) problem-solving approach, 6) honesty, 7) fiscal responsibility and 8) citizen influence.

The standardized quality public services elaborated by these experts is not substantially different from the public service standards applied in Indonesia where there are pretty high dominance and monopoly by the government. An interesting fact is the standard of public services in Indonesia is the combination between Carlson and Schwarz (1965)'s standardized quality of public service and some other standards such as: legal bases, infrastructure and facilities, service and internal supervision. It is in accordance with the economics, sociopolitical and cultural problems in Indonesia as a one of the developing countries that put population administration sector as the first priority because it is very significant for the community. Another concept and theory relevant to the implementation of public services was proposed by Viljoen (1997) that involves 10 (ten) principles of public service namely 1) identification of consumer needs, 2) integrated services, 3) supporting systems, 4) all employees responsible for the public service, 5) complaints, 6) constant innovations, 7) employees are as important as the consumer, 8) being assertive and friendly to the consumers, 9) special interaction with customers and 10) quality control.

THE IMPLEMENTATION OF POPULATION ADMINISTRATION AT CIVIL REGISTRY OF BIMA

The implementation of population administration service should meet the standardized procedure and be published to provide warranty for the community who use the population administration service. It is part of the process in the implementation of population administration service which includes the followings.

Decision on the Type of Service

Need of service is result of service being provided and accepted in accordance with the established rules and regulations. In actual implementation of public service, many times there are service units that do not have thorough understanding towards type of service they are supposed to carry out. Many of the units believe that their only focus is the community; as a matter of fact they should also provide the same service for other government institutions.

Identifying types of service particular government institution is supposed to provide is an advantageous means of reflection. Identification can be conducted by answering some questions related to 1) type of service provided by the institution, be it the service given to the community and one given to other government institutions, 2) various types of core and supporting service, and 3) legal bases for various types of service being provided. In addition, Kieron Walsh (1994) in Marketing in local Government explained said that in order to provide well-qualified public goods and service, the government should develop a major dimension in the "New Management" that consists of 1) responsive, 2) small and decentralized, 3) cooperative, 4) consumer-controlled and 5) concerned with process. These dimensions become guidance for deciding which type of service given to the public.

The Civil Registry of Bima does not provide all services related to population administration stated on the two decrees mentioned previously. It is relevant to Osborner and Geabler (1997)'s concept described in their book entitled "Reinventing Government" namely "Meet the needs of the customer rather those of the bureaucracy" or the government whose orientation is public need. Therefore, the type of administrative service provided by the institution is relevant to and suitable for the need of the public as the users and the public is served effectively based on the standardized procedures of public service in the implementation of population administration service.

Legal Bases for the Service

National public service regulation stated in abundant sectors regulations results in unmanageable condition of public service in and as the consequence, further analysis of which purpose is to establish regulations that meet public needs in a responsive, participative and ideal construction of law (*Ius Constituendum*) is needed. Denhardt (2003) developed new paradigm in public administration, 7 (seven) core paradigm ideas that are "mutually all reinforcing." One of the ideas is "recognize that accountability is not simple" where staffs should be more responsive and attentive to the market as well as work based on the status, law, constitution, public value, political norms, professional standard and public need. In addition, there is a need for a clear legal base in the implementation of population administration service because almost every local governance in Indonesia is obsessed to realize the vision of good governance. The good governance aims at carrying out consistent government. Another function of good governance is realizing one of the visions of good governance elaborated in regional government mission regions which is to provide services to the community to realize the principle of service excellence in each type of public service.

Based on the legal bases, the implementation of population administration service by the Civil Registry of Bima has met the regulations. It means the staffs have been working based on the standard and there is no deliberate violation of law by the staffs that may cause legal issues between the staffs and the public as the users.

Requirements for the Service

Requirements refer to technical and administrative requirements to obtain service suitable with the type of the service. The requirements are the things the public should fulfill in order to obtain services. They include documents or letters, goods and fees the public should pay as the customers. Requirements for each type of service should be identified so that the public knows what they should do to get the type of service they deserve.

Some experts for instance Carlson & Schwarz (1965), Denhardt (2003) did not involve requirements for the standardized procedures and principles of public standard. Therefore, the experts' theories are relevant to the findings of the study that the public constantly made complaints related to requirements in the implementation of population administration service at the Civil Registry of Bima. Omission of requirements of service from the public service standards shows that population administration services can be implemented without the requirements as one of the components. Therefore, the 2009 Decree Act No. 25 that requirements for service being one of the elements in the implementation of public service is not relevant to either expectation and demand of the public as the users in the implementation of population administration service by the Civil Registry of Bima.

The public has difficulties to fulfill the requirements for getting population administration service by the Civil Registry of Bima because they thought that they are too complicated, burdensome and time-consuming. In addition, they had to pay some amount of money in order to fulfill each of the requirements. Different types of services need different documents as the requirements depending upon the nature of the service. These have been stated in the government regulations related population administration service.

Different documents needed are the cause of public complaints. They complain about how hard it is to fulfill the requirements and how inconsistent the staffs work even though they have fulfilled all of the requirements. As the effect, the public is reluctant to provide the required documents and things do not work effectively

Service Procedure

Service procedure aims at providing easy, well-organized stages of service for the community as the users based on the flow of service. Service procedures may involve direct procedures to the users that refer to internal process in providing service. These include identification of all activities during service in sequence starting from the first activities carried out when the users come to the civil registry until the service has been completed.

In the implementation of population administration services, it is vital to carry out service procedure similar to one stated in the 2008 Decree number 25 about the requirements and procedures for population administration and civil registry. It indicates that in order to establish legal certainty and orderly civil administration service, consistently obeying the service procedures is an important part of the implementation of population administration. However, the community as the users of population administration services has always complained that the procedure was too procedural, not effective and not flexible.

As cited by Osborner and Geabler (2004), Bloom (1981) stated that dimensions of public service quality involve 1) non procedural, 2) non distributed, 3) centralized, and 4) customer-oriented. The 2009 Decree number 25 about public service states that procedure is the component of standardized public service. It is in line with *Kep.Men PAN.No. 63/2004*, a Ministerial Decree that service procedure is one of the components during the implementation of public service both in public service principles and public service standard. These are inconsistent and irrelevant to Osborner Geabler (2004) and Bloom (1981)'s theories that one of the components of public service quality is non-procedural. Thus, the public's demand and expectation to have more flexible and non procedural requirements/ procedures is in line with the experts' theories but at the same time conflicting to the 2009 Decree number 25 tahun 2009 about public service. According to the regulation, service procedure is one of the components of the standardized public service; ineffective population administration service is the result of lacking service procedure related to the service.

Competence of the Civil Registry Staffs

Competence of the civil registry staffs refers to ability staffs should have that involves knowledge, expertise, skills and experience. Robbins (2002:50) states that competence means individual capacity to fulfill various tasks in one job. Competence can be seen from two perspectives, 1) intellectual competence and, 2) physical competence. Talent, on the other hand, is developed by giving opportunity and developing knowledge using the following methods, 1) education, 2) training, and 3) job experience. Potential talent will not turn into competence when there is not any chance to develop it. Based on the New Publik Service (NPS) concept developed by Denhardt (2003) that "Recognized that accountability is not simple," public service staffs should give better attention to the users as well as obey values of the society and service, professional standard and interests of the citizens. Therefore, competence of the Civil Registry staffs is the most essential dimension in the implementation of population administration service.

In addition, it is relevant to a theory developed by Lori D.Preter Brown (1995) that dimension of service quality involves 1) technical competence, 2) access to service, 3) effectiveness, 4) efficiency, 5) continuity, 6) safety, 7) interpersonal relation, and 8) amenities. Besides that, Islam (2003) also mentioned that the main principles of public service that bureaucrats in organization should understand include 1) accessibility, 2) continuity, 3) technicality, 4) profitability, and 5) accountability. Therefore, Brown's technical competence and Islam's principle of technicality are relevant to the implementation of the 2009 Decree number 25 about public service more particularly competence of staffs who perform service as part of the implementation of population administration service. As a conclusion, in order to improve population administration service quality and productivity, the key is qualified human resources both in terms of quantity and quality.

Infraestructura and Facilities

Infrastructure refers to various facilities needed to carry out particular type of service. Major infrastructure refers to facilities of which function is implementation of service such as registration form, data-processing and telecommunication facilities while supporting infrastructure refers to one that facilities

the implementation of service such as comfortable waiting room, in-between service and others. Facilities refer to different type of supports for infrastructure such as road to the Civil Registry, office, waiting room, electrical installation and others.

Integration of information technology and communication devices is one part of e-government that has been implemented in Bima since 2006. Implementation of population administration is carried out through various programs and activities for example SIAK online in 2007, electronic ID card starting from 2011 as well as converting civil archive and documents, the result of population administration service, to digital (electronic) form in 2014.

Based on the findings of the study, there are lacking infrastructure and facilities during the implementation of population administration service. In terms of infrastructure, the Civil Registry of Bima did not have separated registration counters categorized based on types of service provided. As the consequences, the staffs were forced to use available rooms. In addition, there was not any waiting room either. The toilet was not in a good condition and CCTV as a means of supervision is not available. In terms of computer hardware, the number of servers, computers, printers, scanners and other supporting facilities are not sufficient to carry out effective population administration service. The users of the population administration service in Bima are pretty high and the lack of infrastructures and facilities make it difficult for the staffs to cater the users' need.

Related to the conditions, Moenir (2001) explained that infrastructure and facilities have significant influence to support public service in government institutions/ organizations. Furthermore, Zeithami Parasuraman (1990) developed a theory called Tangibles dimensions which refer to infrastructure and facilities to improve quality of population administration service in order that it meets the requirement of *Kep.Men.PAN.RI.No. 63/KEP/M.PAN/7/2003*. The ministerial decree states that infrastructure and facility are parts of the public service principles in the implementation of population administration service. Carlson & Schwarz (1965), Bernard Schaeffer (1984) and Denhardt (2003) state that infrastructure and facility are not the parts of standardized public service.

Waiting Time and Service Fee

An issue in population administration service is inconsistent waiting time. The public understanding towards population administration requirements and procedures is lacking and as the effect the population administration process requires longer time than it is supposed to (one to three days). The public sometimes has to pay more money to obtain the population administration service they need such as ID card, family card, birth certificate and other documents. The users came to the Civil Registry to get certain population administration documents in order to register their marriage in the local Religious Affair Office. Unfortunately the Civil Registry of Bima did not clearly state how long it takes to complete various types of population administration service. As the effect, the public could not make sure how many days they were supposed to wait to get documents they needed starting from submitting all of the required documents until everything was completed.

The theory relevant to standardized public service as stated in the 2009 Decree number 25 about the standard of public service is one developed by Carlson & Schwarz (1965) in The New Public Service paradigm that applies 8 (eight) principles of qualified service. The principles explain principles of Reliability and Fiscal Responsibility, inseparable parts of the implementation of population administration service. Garvin (1987) and Kolter (1994) also take Reliability as part of public service quality while Lori D.Prete Brown (1999) takes efficiency as the dimensions of public service quality. Besides that, Islamy (2003) stated that principle of Continuity, consistently available service for the users with clear requirements and waiting time, is the core principle all public service apparatus should understand. Unfortunately, the reality showed that the implementation of the principles of Reliability and Continuity was far from effective. As an addition, service fee is not an efficient component of the standardized public service in the implementation of population administration service in the Civil Registry of Bima.

Service fee is some amount of money public as users has to pay to obtain particular public service. *Keputusan Menpan.RI. No. 63 Tahun 2003* has explained service fee for each type of public service and all of their details. Service fee for various types of population administration service at the Civil Registry registration counters was not mentioned clearly and as the consequence, the users were not aware of how much money they were supposed to pay or the fact that different type of service requires different amount of service fee. Electronic ID card is free of charge while late fee is charged when an individual wants to get birth

certificate but the baby was born more than 60 days before the person submitted all the required documents for the birth certificate.

Based on the description above, waiting time and service fee have yet been effective and efficient component in the implementation of population administration service at the Civil Registry of Bima due to unclear information about waiting time and service fee for various types of service they provide.

Attitude and Behavior of the Staffs

Attitude and behavior of the staffs refer to their behavior during the population administration service. In the public preference theory, Down (1967:4) stated that attitude and behavior of working staffs and bureaucrats behavior in providing public service for example 1) bureaucrats tend to keep relevant information only for themselves and their personal ambition; 2) bureaucrats will act based on their interest; 3) bureaucrats' response towards directions from their supervisors heavily depends upon how much advantage the directions bring for themselves; 4) individual goal will be determined by how much responsibility and risks they should take to get power.

Stoker (1995) argued that attitudes and behavior of the staffs are relevant to create service excellence culture through the entire process of public service in order 1) meet various demand and expectation of the public as the users, 2) prioritize proper implementation of the tasks, 3) consistently achieve established objectives in accordance with high, precise and efficient quality of the standardized public service. Based on the findings of the study, the staffs at the Civil Registry of Bima have had good attitude and behavior because the staffs have carried out population administration service that meets the standardized ethics. They are polite, fair and not discriminating, professional and serve based on the regulations. Therefore, attitude and behavior of the staffs are relevant component in the implementation of population administration service.

Internal and External Supervision

Supervision in the implementation of population administration services is performed internally by the direct supervisor of each of the staffs in their respective sectors performed continuously and periodically. The supervision is in the form of gradual coaching, giving motivation so that the staffs develop mind-set and culture-set. In addition, there is external supervisions from NGOs, mass media, student organization in the form of demonstration and hearings with the population administration services staffs.

The standardized public service as mentioned in the 2009 Decree number 25 about public service that position public service as the standard of public service in the implementation of population administration is relevant to Kieron Walsh (1994)'s "marketing in local government" theory that if regional government wants successful "Providing public goods and service," it is supposed to develop the core dimension of New Management. One of the dimensions is "Customer Controlled" where government gives opportunity for consumers, customers, and the public to supervise effectiveness and quality of service the government should provide to meet the demand of the public as the users.

In the implementation of population administration services, internal and external supervision is the component of population administration services that worked well and ran effectively due to involvement of the public. Therefore, all elements of the society have paid attention and care about the implementation of population administration services. These have given maximum contribution to improve the quality of population administration service so that internal and external supervision runs effectively in the implementation of population administration service at the Civil Registry of Bima.

Complaints

Handling of complaints is the complaint handling procedure and its follow-up. Complaint-handling is vital considering continuous improvement of service quality cannot be separated from customer input, which is usually in the form of complaints. Thus, staffs that are responsible for providing public service know exactly what public expectation is and work together with the public to establish well-qualified service. In order to turn complaints into source of service improvement, the user's complaints should be treated wisely. In dealing with the complaint, the procedures are determine the priorities of complaints, develop procedures, accept complaints for special cases, decide which staffs responsible to handle complaints and develop standardized waiting time for complain resolutions.

Osborne and Plastrik (1997) in "The standards of quality for service provided to the public shall be customer service equal to the best in business" is explained several components to ensure public service quality. The first is "customers complain system" that refers to checking and analyzing complaints from users,

giving appropriate and developing methods so that organizations/ institutions can improve service based on the complaints. The second is "Ombudsman" dimension that helps users solving their issues by giving standardized service or giving service and information the users actually need when the public does not feel satisfied with how organization/ institution handles their complaints.

Similar opinion is stated by Denhardt, (2003) in "The New Public Service" that "Recognized that accountability is not simple." It means public service staffs should pay more attention to the market, the laws and constitutions, values in the society, political norms, professional standards and citizen interests. It shows that complaint-handling in public service is one aspect the government should take into account in order to improve public service quality. When these theories are compared to the 2009 Decree number 25 about public service, complain-handling is vital to improve quality of service given to the society. Therefore, it is accurate that complaint-handling is also established as standardized dimension of service in the implementation of population administration service at the Civil Registry of Bima.

Based on the findings, complaint-handling in the population administration service has run effectively to improve quality of the population administration service by maximizing complaint-handling system and mechanism for instance complain mailbox, complaint through SMS, hearing with whoever that feel they have got unsatisfying population administration service. It is expected that the public is aware of the responsibilities of and current situations the population administration service staffs should encounter and eventually both can be on the same page.

Responsibility of the Staffs

Public service should emphasize on transparency and accountability, namely a) public service transparency that refers to easy access to policy, planning, implementation, supervision, control and other related relevant information for the public, b) public service accountability that refers to accountable implementation of public service for both the public or the heads of institutions based on the regulations. Keywords like implementation of public service accountability should meet the public service standard or public service certificate/ agreement that public service providers should be able to take open responsibility towards the service they give; whenever there is violation, immediate improvement should be made and compensation should be given to the users. The public can evaluate the implementation of public service periodically based on available mechanism and certain mechanism should be established if there is a miss in the implementation of public service.

Each complaint should have immediate response and follow-up. Attention should be given to service fee accountability, procedure and working mechanism, as well as the service given to the public.

Based on the concept of service excellence stated in *Men-PAN No. 83 tahun 1994* and Pollit (1990)'s principle of customer friendly public service, the principle of accountability for each type, product, process and quality of public service should eventually be accountable to the public because the basic duty of the government apparatus is to provide well-qualified public service. It is in line to It is in line with one of Denhardt (2003)'s concepts in "The New Public Service" (NPS) that is "Recognized that Accountability is not Simple." The concept stated that public service staffs should pay better attention to the market as well as using law and constitution, value in the community, political norms, professional standards and the interests of citizens as the guidance. Finally, Sinambela et al. (2006) explained that the dimension of accountability is one of the indicators of public services quality. Those theories are relevant to the statement that public service responsibility is internal component of public service in the implementation of population administration service.

CONCLUSION

Based on the findings and discussions, it can be concluded that important components in order to apply effective and efficient population administration service are 1) need analysis prior to determine types of service the public need, 2) legal bases for the service, 3) competent public service staffs, 4) internal and external supervision, 5) staffs attitude and behavior 6) complaint-handling, and 7) public service staff's responsibility. The current implementation of population administration service has yet been maximum; some improvement should be made in terms of 1) service requirements, 2) service procedures, 3) infrastructure and service, 4) waiting-time and service fee.

A number of experts developed theories about public service for example Carlson and Schwarz (1965:29) who developed theories about standardized public service. Empirical implementation of all of the

public service elements made the implementation of the service ineffective and less flexible since it did not overcome the issues during the implementation of population administration service. In order to improve quality of service and guarantee the user's satisfaction, the Civil Registry of Bima should develop the requirements, and procedures of the service, infrastructure and facilities as well as waiting time and service fee. Compared to Carlson and Schwarz (1965)'s concept of public service elements, the Civil Registry of Bima has yet been able to implement population administration service well. In comparison to Bernard Schaeffer (1984)'s public service theory, Denhardt (2003) described that standardized public service takes place when all of the elements of public service could be applied effectively during the implementation of population administration service. Carlson and Schwarz (1965)'s public service theory is in line with the 2009 Decree number 25 about public service. The current implementation of population administration service has not met the government decree. The service has not met the user's expectation and demand. As a conclusion, Carlson and Schwarz (1965)'s public service theory cannot be used as reference to either improve service quality or meet the public's expectation in the implementation of population administration service.

Based on the analysis of the findings, the public service theories developed by Carlson & Scharwarz (1965) and Bernard Schaeffer (1984) could not be implemented effectively during the implementation of population administration service. The theory is not relevant to the dimension of public service quality developed by Osborner & Geabler (1992) and Bloom (1981) that the quality of public service involves 1) non procedural, 2) distributed, 3) decentralized and 4) user-oriented. Therefore, Carlson & Scharwarz (1965) and Bernard Schaeffer (1984)'s theories should be combined with other theories so that the public service theories relevant for the implementation of the population administration service.

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