

The Service Quality of Family Card Administration at the Office of Population and Civil Registration of Palu

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Abstract – This study was conducted at the Office of Population and Civil Registration of Palu, Central Sulawesi. The purpose of this study was to find out the service quality for family card administration at the Office of Population and Civil Registration of Palu. The theory applied in this study was Zethmal, Parasuraman, & Berry's theory, which consists of 5 indicators: tangibles, reliability, responsiveness, assurance, and empathy. The type of this study was descriptive qualitative. Furthermore, the number of informants in this study was 5 people selected purposively. Data used in this study consisted of 2 types: primary and secondary data. Primary data were obtained through interviews and direct observation in the field, while secondary data were obtained from documents, regulatory rules related to the problem studied, and research reports regarding the service quality of family card administration in qualitative research. The results showed that the service quality of family card administration at the Office of Population and Civil Registration of Palu was not in a good category. This can be seen from the five indicators of service quality: tangibles, reliability, responsiveness, assurance, and empathy. Although the indicators for reliability, assurance, and empathy received a good response from the community, the indicators for tangibles and responsiveness received a poor response from the community. Therefore, the officers in the Office of Population and Civil Registration of Palu need to pay more attention to improve their service quality in order to achieve excellent service quality.

Keywords – Quality, Card, Administration, Public.

I. INTRODUCTION

In the context of managing public services, the state is the first and foremost actor responsible for the fulfillment of people's rights (Nuriyanto, 2014). Likewise, in the reform process in the public service sector, the state must take a dominant role (Mulyawati, 2020). Public services are all forms of services, both in the form of public goods and public services, in which those services essentially are the responsibility and the reason for the presence of government agencies to meet the needs of the community and to implement the statutory provisions. Public services are very important in life within the framework of a state because it covers aspects of life. Therefore, the government has the function of providing various public services needed by the community so that people's needs can be met properly (Dwiyanto, 2015).

Public services are an important task of local government that should not be ignored because if the service component is stagnant, all sectors will have an impact. For this reason, there must be good planning. It even needs the formulation of service standards according to the provisions given by the central government (Iswahyuni, 2018). In theory, regional autonomy will be able to improve the quality of public services because regional autonomy can create equality between local governments as service providers and the community as service users (Hardianysah, 2018). If this is implemented as it should, it will have an impact on the productivity of society in the future. More than that, good public services may increase the standard of living of the community.

In the implementation of state administration, it is known that there are two main functions: the regulatory function and the service function (Manshuri, 2014). In the reality, the very prominent function in the state administration is the regulatory function. It means that general government activities are only measured by the ability to enforce applicable laws and regulations. Essentially, the regulatory function is the basis for the implementation of service functions.

Based on the explanation in the Regional Regulation of Palu No. 1/2009 concerning Amendments of the Regional Regulation of Palu No. 8/2004 concerning Population Administration, to provide protection, recognition, and determination of personal and legal status, every population event or event experienced by the population needs to regulate population administration, in which it can only be implemented if it is supported by proportional services and the increased population awareness.

Population administration services carried out by officers at the Office of Population and Civil Registration of Palu have not been optimal. In the field, public services related to family card administration are still complained by the community because the service has not been effective due to the inadequate existing facilities and infrastructure in the Office of Population and Civil Registration of Palu. For example, the waiting room for people is not wide enough so that the seats are arranged close to each other. Furthermore, some people have to stand while waiting because of the narrow space conditions. Some people even have to wait outside the office while waiting their turn. The absence of a flow board in the family card administration service causes people to have to ask the officers before going to the office. In addition, the ability of the officers to provide reliable services has not been maximized, causing people to wait for a long time. The low response of the officers in providing services quickly to the community causes services to be slow and exceeds the predetermined time. Moreover, it is also caused by the officers who are not responsive to fulfilling the wishes of people or consumers.

The success in increasing the effectiveness of public services is determined by the ability of the government to improve the discipline of the officers, especially in providing services at the Office of Population and Civil Registry of Palu. Therefore, to make this happen, qualified employees or officers are highly needed. They are employees who have the skills and abilities to complete the job assigned to them. They also have to be able to maintain and improve their skills and abilities regularly, while having clear objectives. It is because the activities and mobility of the community are currently increasing day by day. Furthermore, the community also expects tangible services, especially regarding population administration services.

II. LITERATURE REVIEW

A service can be considered to be of quality or satisfactory if its benefits can be felt by the community. Conversely, if it cannot be felt, then the service needs to be improved so that it can meet the needs and expectations of the community (Mulyawan, 2016). However, if the community is not satisfied with a service provided, then the service can be ascertained as having a not good quality or being inefficient. Therefore, the service quality must always focus on the satisfaction of service recipients, in this case, those are the community. The service quality provided by an organization is very important to know because it can give benefits for the organization concerned. If this is done, the organization or agency, at least, may have a "concern" with its customers. According to Zethaml-Parasuraman & Berry (1988: 17), to determine the quality of service perceived by the community, it can be seen from 5 dimensions, namely as follows.

1. *Tangibles*: service quality in the form of physical office facilities, computerized administration, waiting rooms, parking areas, etc.
2. *Reliability*: the ability to provide reliable service.
3. *Responsiveness*: the ability to help and provide services quickly and consistently and being responsive to consumer desires.
4. *Assurance*: the attitude shown by the officers in providing services to consumers.
5. *Empathy*: firmness and attention given by the officers in providing services to consumers.

III. METHODS

This study applied qualitative methods with a qualitative-descriptive approach. Primary and secondary data were collected through interviews using guidelines arranged from the data and indexes at the institution. Prospective informants were categorized based on their capabilities and current positions in which the researcher believed that they can provide in-depth information. All data were analyzed using qualitative analysis through the stages of verification, reduction, and display. After that, conclusions were drawn from the result of the analysis to make it complete and comprehensive.

IV. RESULTS

Concerning the five dimensions aforementioned, it is explained below based on the results of the research that has been carried out.

1. Tangibles

In principle, to see quality service, the most important aspect that needs to be considered is tangibles. People use the sense of sight to measure whether the service is good or not. Physical facilities greatly influence people's perceptions in providing an assessment of the services provided. The officers in the Office of Population and Civil Registration of Palu need to pay attention to supporting facilities and infrastructure in providing services to people so that they may feel comfortable. In this study, tangibles are one of the aspects that can be seen directly by the community who are administering their family card at the Office of Population and Civil Registration of Palu, such as the availability of facilities and infrastructure used in providing services to the community and the character of the officials in serving the community. The aspect of tangibles in the Office of Population and Civil Registration of Palu can be seen from the availability of parking areas, toilets, waiting rooms, and the appearance of officers in providing services to the community.

Based on the results of interviews conducted by the researcher with several informants, it can be concluded that the facilities and infrastructure possessed by the Office of Population and Civil Registration of Palu are in a sufficient category. To serve people who are carrying out various administration processes, the thing that needs to be considered is the condition of the waiting room which needs to be expanded and added with more chairs, toilets, and parking areas so that it can make it easier for people who are carrying out administration processes at the office.

Public service is considered to be of quality if the service is able to provide satisfaction to the customers (Nurdin, 2019) because the customers always expect to get the best service. Therefore, officers must show a good service attitude or how to serve customers well and satisfactorily. If associated with this study, a service can be categorized to be satisfactory if the service can meet the expectations of the applicants so that it becomes the duty of the officers. Because of this, the officers of the Office of Population and Civil Registration of Palu are demanded to be able to meet the expectations of the community as their customers.

2. Reliability

Reliability is the ability to provide promised services carefully. In this study, reliability refers to the capabilities and expertise of the officers of the Office of Population and Civil Registration of Palu. According to Parasuraman, reliability is the ability of service providers to present services based on what is promised accurately and reliably. Therefore, the services provided must be following the expectations of the community, which means the same timeliness and service for all people without mistakes and with high accuracy. Fulfillment of promises in service will reflect the reliability of the service provider. The aspect of reliability in this study is determined by the ability or reliability of officers in providing services based on service standards with clear standard operating procedures. This also refers to the ability of officers to use tools in the service process.

Therefore, with the standard service flow, it is expected that all types of services at the Office of Population and Civil Registration of Palu can be executed properly. According to the researcher, the flow or service mechanism used as the basis for providing services to the community has met the expectation of the community. It is because there have been no complaints made by the community since the time for administering the family card listed on the service flow board has been in line with the reality that happened. Meanwhile, according to the researcher, the ability of the officers to operate assistive devices, such as computers and typewriters, indicates that those officers have been highly proficient at operating the tools used to support services provided to the community.

3. Responsiveness

Responsiveness is the willingness and awareness to respond to any applicant who submits complaints related to the services provided by the officers at the Office of Population and Civil Registration of Palu. In addition, it refers to the responsiveness of officials in serving the community or applicants and being willing to help the community solve problems and provide appropriate solutions. In other words, there must be a willingness by the officers to be responsive in assisting the applicants and to provide fast and precise services accompanied by the delivery of clear information. In this study, the aspect of responsiveness refers to the response of officials in serving family card administration quickly. Furthermore, the response of officers to complaints submitted by the community must be addressed as quickly as possible.

The response of officers in the Office of Population and Civil Registration of Palu can be categorized in a good category in carrying out the printing process. The researcher saw that public services provided by government officials in a government bureaucracy had become an open secret that its quality was still very low. However, this should not be the main reason for being pessimistic. The perspective that always places the government officers in a special position needs to be changed for the better. In essence, the government officers should serve the community, and not the other way around, where the community serves the government.

The bureaucrat is a public servant who must always put the interests of society first by providing the best service. Service orientation is not to abort duty and obligations. It is a form of responsibility as a public servant. Therefore, to be able to achieve this level of service, public servants or government officers are required not only to master service techniques but also to have high emotional awareness and response in order to achieve satisfying and wholehearted service based on quality service standards. On the other hand, service users, such as the public, often complain about the unfulfilled fast service due to the slow process of processing applicant files that come to the Office of Population and Civil Registration of Palu. In addition, the number of applicant files does not match with the number of officers who carried out the printing process. According to the researcher, there should be an effort or alternative that must be conducted so that delays in processing the family cards do not occur or at least can be minimized.

In conclusion, the services provided by officers at the Office of Population and Civil Registration of Palu are not in line with the applicable procedures, meaning that slowing down the process of family card administration from a predetermined time is conducted on purpose. In addition, what the officers of the Office of Population and Civil Registration of Palu do is not following the principles of service when considered from the aspect of responsiveness, including coordinating with the community by accepting all forms of complaints from the applicant. Moreover, the results of the researcher's observations indicate that the Office of Population and Civil Registration of Palu receive the applicants' file and the printing process was carried out at the Office of Population and Civil Registration of Palu.

Therefore, it demands a quick response from service providers through effective coordination. In fact, coordination is often considered an exclusive act. Coordination is easy to say, but difficult to implement. Several related agencies have the same program, but the coordination between them is not good. As a result, proper communication between those organizations needs to be carried out before the program is planned so that the program does not overlap.

Besides that, the needed time in completing family card administration has not been fully maximized. It can be seen from the number of complaints from the public regarding the completion time of the family card.

According to the researcher, it is caused by no certainty given to the public as the applicants due to the lack of response from the officers of the Office of Population and Civil Registration of Palu to incoming complaints. Therefore, intensive coordination between the public and the officers of the government agency is highly required because the coordination of those two parties is like glue, alignment, and integration in order to achieve predetermined goals. In addition, through coordination, various problems and obstacles in providing family card administration services can be resolved properly. From what was conveyed by the informants aforementioned, the service quality provided by the officers of the Office of Population and Civil Registration of Palu was not fully maximized. It is because there are still many complaints from applicants or the public. In addition, the slow process of family card administration carried out by officers at the Office of Population and Civil Registration of Palu has resulted in the applicants complaining and tending to wait quite a long time without any certainty.

This is also implied in the Elucidation of Indonesia's Law No. 25/2009 concerning Public Services, in which the second paragraph states that the implementation of public services still needs improvement. The community needs proof that public services

must be prioritized so that people's rights are fulfilled. Furthermore, discrimination in the administration process needs to be left behind. In addition, the principle of justice in public services must be the number one.

4. Assurance

One of the criteria for quality public service is that the service can guarantee a sense of justice. In addition, it also gives the same treatment to individuals or in any circumstances. Therefore, every public service provider must have a commitment to guarantee the presence of certainty. For the provider, it is in the implementation of their duties and functions. Meanwhile, for the users, it is a standardized measure in the provision of services. In this study, assurance is the ability of officers of the Office of Population and Civil Registration of Palu in providing guarantees, namely fast services, and fees or tariffs for family card administration that is in line with the ability of the community.

According to the researcher, assurance is not only seen from how quickly the family card administration process is completed, but it can also be seen from the sense of security when the applicant receives services from government officers. Services provided by the officers of the Office of Population and Civil Registration of Palu must make the applicant feel comfortable and safe. With the safe service received, the applicants will feel protected in carrying out their activities. Therefore, officers who provide services must be knowledgeable, well-trained, and reliable so that there is no doubt about errors in service delivery. The presence of security certainty refers to certainty of officers, clarity of service information, and guaranteed timeliness of services. The availability of assurance will make the community feel comfortable.

Meanwhile, regarding the certainty of the service fees for making family cards at the Office of Population and Civil Registration of Palu, it has been in line with the stipulated provisions. Furthermore, the community considers that the fees set by the government are still within reach of the community and are quite satisfying.

In essence, the assurance will greatly affect the satisfaction of the public. Meanwhile, according to the researcher, the presence of assurance, in the form of a fast process in completing the family card administration, is caused by good awareness and coordination between the officers and the community. In addition, assurance has a positive effect on the success of service quality.

The better the public perception of the assurance provided by an agency is, the higher the value of quality service will be. Conversely, if the public perception of the assurance provided by an agency is poor, then public satisfaction will also be lower.

The main principle in public service is to provide quality and guaranteed services to consumers by considering the citizen influence – a measure of the extent to which citizens can influence the quality of services they receive from the government. As stated by Denhardt & Denhardt in Pasolong (2007: 36), citizens are placed as those who have the right to get quality and guaranteed public services from the state.

In addition, citizens as applicants also have the right to receive protection of their rights, the right to complain about services that are not optimal, and the right to be respected. Every citizen has also the right to assess the quality of the service and to complain if what is received is not appropriate. Regarding the fast process of service, the public as the applicant feels quite satisfied with the services provided. It is because the services do not exceed the predetermined time. The timeliness of completing the family card administration process is considered very important for customers.

In essence, the quality of government service to the community reflects the level of efficiency, effectiveness, and productivity from the system of institutional capacity, staffing, and management in encouraging, improving, and providing protection for public initiatives and fulfilling the needs for the implementation of community rights and obligations. Service assurance that is expected and becomes the demands of the community is services that lead to more professional, effective, efficient, responsive, transparent, and accountable public services.

5. Empathy

Essentially, everyone deserves equal attention and opportunity in obtaining services. This needs to be carried out by the officers of the Office of Population and Civil Registration of Palu in providing services to every customer because good service is the desired service. Therefore, the public certainly wants the services provided following what they need because a public service will be useless if it does not meet public expectations.

According to Moenir (2006: 41), as long as in the same conditions, whoever uses the service cannot be made as an excuse for any service discrimination. Meanwhile, in statutory regulations, it is explained that providing services without discrimination is also an obligation of service providers. Article 34 in Indonesia's Law No. 25/2009 concerning Public Services mandates that the attitude of public service officers must be fair and not discriminatory.

To provide services, empathy is needed as high as possible. Therefore, the community as the applicant can experience the services provided directly. Furthermore, empathy also refers to the attention given to the applicant. Willingness to prioritize the interests of the customers is an example that services provided by the officers are not discriminatory. In addition, they also show a friendly and polite attitude to the public.

Based on the results of the interviews, a fair, polite, and friendly attitude is an absolute necessity to be implemented so that the public trust in employees in providing services becomes more reliable. Fairness in this study refers to that the services provided to the community must be treated equally to all people. The execution of fairness in the public and private sectors is certainly different. Services in the private sector have preferential treatment for potential customers (customers who provide benefits), while services in the public sector must provide equal and fair treatment. Therefore, in carrying out their duties, the officers of the Office of Population and Civil Registration of Palu must maintain an attitude of neutrality, meaning not to be discriminating.

Besides empathy, another thing that is highly appreciated by people who are administering their family cards at the Office of Population and Civil Registration of Palu is the presence of a friendly and polite attitude from the officers. It is because if every service shows politeness and friendliness of the officers, it will certainly make people feel pleasant and happy in administering all forms of service. Based on what the researchers witnessed, the friendly and polite attitude shown by officers is a way to make people who need service at the Office of Population and Civil Registration of Palu feel happy undergoing the process. Because of it, the community may not feel discriminated against the services provided by the officers if they receive polite and friendly services. Discrimination will not be felt by people or customers if the officers do not differentiate between one person and others. This attitude highly needs to be implemented in all public services provided so that the public will feel treated the same regardless of social status. Meanwhile, based on what the researcher has witnessed, the service for family card administration process provided by the officers of the Office of Population and Civil Registration of Palu does not apply a discriminatory system. The officers even always try to be fair to every people.

The results of observations carried out by researchers show that the attention given by the officers is indeed not discriminatory. The fact indicates that all officers of the Office of Population and Civil Registration of Palu are willing to provide services to the public indiscriminately. In addition, these officers also serve with a friendly and polite atmosphere. They also try to find out what those people want so that people feel appreciated and respected.

According to Tjiptono (2005: 43), the service quality from the aspect of empathy includes the simplicity of making relationships, good communication, personal attention, and understanding customer needs. In this case, a friendly and polite attitude is highly important to show. Quality service must also be seen from the words, attitudes, and behavior of officers. Information related to the requirements for obtaining a family card must be very easy. If this is carried out properly by the officers of the Office of Population and Civil Registration of Palu, it will make the services provided to be quite good based on what the public needs. Furthermore, the community will also not feel discriminated against with the services they get from the officers of the Office of Population and Civil Registration of Palu.

V. CONCLUSION

Based on the results of the study, it can be concluded that the service quality for family card administration at the Office of Population and Civil Registration of Palu is not optimal. The followings are the conclusion from all aspects under study.

The aspect of tangibles indicates inadequate facilities and infrastructure, such as the insufficient area of the waiting room and the lack of seats provided for people. In addition, toilets for the public are also limited. The parking lot is still narrow and vehicles are parked irregularly. Furthermore, the appearance of the officers is not in a good category.

The aspect of reliability indicates that the ability of officers to use assistive devices is good and the services provided have fully referred to the service flow mechanism and standard operating procedures.

The aspect of responsiveness aspect indicates that the response of officers who serve the applicants' complaint is not in a good category. The time for the family card administration process is not maximal referring to the applicable regulations.

The aspect of assurance indicates that the assurance provided by the officers to the community is punctuality. The process of issuing a new family card or changing the family card that is applied has been following the applicable regulations.

The aspect of empathy indicates that the services provided are not discriminatory and the officers always show a polite and friendly attitude. Therefore, from the five aspects of service quality above, there is still one aspect that needs to be addressed for maximizing the quality of service provided.

RECOMMENDATIONS

Based on the results of the research and the conclusions above, the researcher provides recommendations for improving the service quality for family card administration at the Office of Population and Civil Registration of Palu. Those are as follows.

1. The Head of the Office of Population and Civil Registration of Palu is expected to be able to provide more adequate facilities and infrastructure based on the needs of the community, such as a wider waiting room, additional chairs and toilets, and a parking lot that can support the provision of services to the community.
2. The waiting time given to the community concerning the completion of family card administration is expected to be maintained, which always refers to the service mechanism so that the process is completed based on the predetermined time.
3. The officers of the Office of Population and Civil Registration of Palu are expected to be able to maintain more effective communication among officers and between officers and the public, especially related to the process of family card administration.

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