

The Improvement of the Quality of Documentary Services At Civil Registration Office of Tulungagung Regency, East Java Province of Indonesia

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Abstract: *Managerial approach can be used to measure the work of public organization in order to understand the extent to which the quality of service provided by the organization will meet the demand of community as the customer of the service. Based on the statement above, the objective of research is not only to recognize the quality of the supporting factors but also to acknowledge the constraining factors and the strategies of service quality improvement in arranging official document service. The location of research is Civil Registration Office of Tulungagung Regency. Method of research is qualitative approach. Data are collected using interview and observation techniques. The source of data is the bivalence (two) of issues at Civil Registration Office of Tulungagung Regency, and both issues are the procedure of official document administration and the community who applies for official document. The examination of primary and secondary data is using qualitative descriptive approach, and the examination is supported by SWOT (Strength, Weakness, Agreement, and Threat). The analysis facilitates the designing of strategy to improve organizational work through the quality of public service. Data are analyzed by arranging, ordering, grouping, and codifying as well as categorizing the data. Result of research indicates that in general, the quality of service for official document administration in Civil Department has been successfully measured in term of access, improvement and representation of education, and all of them have met the demand of community. The improvement of service quality is important because the community must be given option, improvement, and social information that will keep them easier to arrange official document service. The result of SWOT analysis indicates that personnel success cannot escape from the improvement of intensity quality which the realization is supported by new facility. The improvement of service quality needs a balance between civil department as the provider and community as the user.*

Keywords: *Public Service, Quality, Civil Registration Office*

I. Introduction

One of duties and discretions of Civil Registration Office, or hereafter called as Civil Registration, is providing the service of documents. Peoples Consultative Assembly has determined that the duty of Civil Registration is to serve the community. Indeed, Civil Registration is obligated to provide the best as possible documentary services based on the principles of public service as stated in The Decree of Minister of National Officer Empowerment No. 81/1993 [1] about Public Service, and one of such public service is documentary services. The principles of public service are simplification, certainty clarity, security, openness, efficiency, economic, evenly distributed justice, and punctuality.

The government has released several regulations about documentary services. Among other includes The Decree of President No. 12/1983 about The Arrangement and Improvement of Civil Registration Extension and Implementation [2], The Decree of Minister of Internal Affairs No. 131/1997 about Civil Registration Implementation based on The Framework of Information System of Demographic Management [3], and The Decree of Minister of Internal Affairs No. 132/1997 about The Management of Document Register Blanks and Civil Registration Document Quote [4]. The arrangement for the levy against community for Civil Registration documents is still in pursuance of The Decree of the Minister of Internal Affairs No. 117/1992 about Civil Registration Service Cost [5]. The arrangement of Civil Registration is also provided within Civic Code, First Book, Title II, from Section 4 to Section 16.

All documents released by Civil Registration Agencies are authentic data which represent a genuine truth, that is legally strong and certain, without considering it as a fake before verification of public court, and that cannot be manipulated, revoked or renewed without the permission of public court. Such documents are functional to understand the existence and development occurred within community.

Although ideal regulation has been made, but, however, the reality of service climate (in the environment of local government) is still below the expectation. Administrators, who are public servants and who also act as service providers and facilitators, are still incapacity to deliver their function as good as

possible. Bureaucracies or administrators are showing themselves as “single agent” and “big superior” in public service (Zauhar, 1994) [6]. In the most abstract term, the user of public service is interested toward good service, but in daily reality, due to the diversity of interests, the optimum public service is still absent.

One current problem is the game of “additional funds”. Public service that is generally provided, including the administration of Driving License, Personal Identity Card, Certificate and others, is not smoothly governed if the interested parties are not able or willing to provide “additional funds” as “the smoother” of the business. The provided service is correlated positively to the ability to give incentive. Corruption has been infectious from higher to lower echelons (Noorsyamsa, 1994) [7].

Following the development of social demands for public service is a complex and immediate task, especially for documentary services, and therefore, efficient and effective exit of the problem shall be provided. The improvement of the quality of documentary services is a strategic way that must be developed based on sustainable plan.

For the improvement of public service provided by the officers of Civil Registration Office, especially who have been assigned to handle documentary services for the future, thus, empirical data of public service is needed. These data are used as guide to do the next strategic steps.

Referring to above overview, specific and deep attentions must be given to the quality of service provided by governmental organization, which in this paper, represented by Civil Registration Office (hereafter called as Civil Registration). Some documentary services are provided such as documents related to birth, death, divorce, child admission and verification, and marriage.

II. Method Of Research

Research uses qualitative approach. This approach emphasizes on the specific signification of a phenomenon in relative with the development of knowledge.

Type of research is descriptive which means that the research attempts to illustrate research objects based on the existing facts. To improve the weight of the result of research, it is then this research attempting to identify dimensions with relevant influence.

Research is not only giving more explicit expressions but also elaborating the significance within the expression. This research also explains thoughts or views of informants. Comprehensive and deep definition and explanation about research subjects and a holistic description of result are expected to obtain.

Focus of Research

Public services in relative with documentary services at Civil Registration Office of Tulungagung Regency are explained from several aspects such as opportunity to obtain equal service, timing of document issuance, provision of information, and service supporting facilities. The improvement of public service quality for documentary services at Civil Registration Office of Tulungagung Regency is therefore very important. Factors supporting and constraining the improvement of public service quality for documentary services at Civil Registration Office of Tulungagung Regency include internal and external factors. The impact of the improvement of service quality for documentary services at Civil Registration is also considered.

Sources and Techniques of Data Collection

Data sources include three components, such as informants, events and documents. To understand comprehensively the documentary services given by Civil Registration Office of Tulungagung Regency, interview is conducted with some informants. For the first source, Head of Civil Registration Office is given with several questions. General data about document administration, including governmental policy to arrange this administration, are obtained from Head of Civil Registration Office. The determination of informants is based on the guide of previous informant, and this guide is used until informants are saturated (Denzin, NK and Lincoln, Y.S., 1994) [8].

Secondly, data are also obtained from occurrences or events in the field, either by direct or indirect observation to the problems or by focusing the research onto related phenomena. For direct events, the informants include the community or the requester of documentary services. Third source of data is documents that are relevant with problems and focuses of research.

Data collection techniques include three methods. First is depth interview with informants. Second is observation onto activities such as observation of community who arrange their documents at Civil Registration Office. Third is the registration of various documents to strengthen data analysis.

Data Analysis

Data that are analyzed are those compiled in several forms such as transcriptions, interviews and documents. Data analysis involves arranging, ordering, grouping, codifying and categorizing the data (Moleong, 2008) [9].

SWOT Analysis is used to identify strengths, weaknesses, opportunities and threats that are experienced by Civil Registration in providing the best service to community. Specifically, strengths, weaknesses, opportunities and threats are considered as important clues. SWOT Analysis then compares between external factors, including opportunities and threats, and internal factors, involving strengths and weaknesses (Certo, 2010) [10].

III. Result And Discussion

Civil Registration Documentary Services

Opportunity to Obtain Equal Service

Based on the data analyzed, public service for documentary services in Tulungagung Regency has been pursuant to Local Regulation of Tulungagung Regency No.2/2001. The regulation has mentioned that documentary services must be provided by Civil Registration Office of Tulungagung Regency. Historically, documentary services have been administered by Civil Registration for 50 years. Throughout this period, the community may be subjected to the fact that Civil Registration Office is the only institution that serves and administers the documents of civil matters. Being the implementer, Civil Registration Office of Tulungagung Regency has a documentary unit called as Documentary Service Officer.

Documentary services from the beginning until the issuance involve two activities at certain period. These two activities are those conducted by the Official of Demographic and Civil Registration, especially at rural and district levels, and those carried out by the community as the user of documentary services at the levels of village office, district office and district office of religion affair. Several detail activities of these entities may involve the preparation of registration blank, the legislation of the copy of marriage certificate, and the verification of other documents signed by the Head of Village, the Head of District, or the Head of District Office of Religion Affair. If all requirements are met, the requester may submit the application documents to the Official of Demographic and Civil Registration of Tulungagung Regency. For the issuance of birth certificate, the requester must follow the following procedures: (1) Requester: Filling the application blank of birth certificate and enclosing the required documents at service counter; (2) Service Counter Officer: a. Accepting and examining the application blank of birth certificate and the required documents at service counter; b. Submitting the application blank of birth certificate and the required documents to Head of Service Division; (3) Head of Service Division: a. Accepting and examining the application blank of birth certificate and the required documents from Service Counter Officer; b. Giving the guidance and forwarding the documents to Head of Birth Sub-Division; (4) Head of Birth Sub-Division: a. Accepting the guidance and examining the documents of birth registration from Head of Service Division; b. Processing birth registration; c. Printing the draft and quote of birth certificate; d. Extending the draft and quote of birth certificate, along with the application documents, to Head of Service Division; (5) Head of Service Division: a. Accepting and examining the draft and quote of birth certificate, and also the application documents, from Head of Birth Sub-Division; b. Bestowing the draft and quote of birth certificate, and also the application documents, to Service Counter Officer to obtain the signature of requester and witnesses; (6) Service Counter Officer: a. Accepting the draft and quote of birth certificate and also the application documents from Head of Service Division; b. Asking for signatures from requester and witnesses for the draft and quote of birth certificate; and c. Submitting the draft and quote of birth certificate, and also the application documents, to Head of The Local Official of Demographic and Civil Registration through its Head of Administrative Division; (7) Head of The Local Official of Demographic and Civil Registration: a. Accepting and examining the draft and quote of birth certificate and also the application documents from Head of Administrative Division; b. Giving signature to the draft and quote of birth certificate; c. Extending the draft and quote of birth certificate and also the application documents to Head of Service Division through Head of Administrative Division; (8) Head of Service Division: a. Accepting and examining the draft and quote of birth certificate and also the application documents from Head of Administrative Division; b. Submitting application documents and birth certificate to Head of Administrative Division; c. Handing over the quote of birth certificate to the service counter officer; (9) Service Counter Officer: a. Accepting the draft and quote of birth certificate from Head of Service Division; b. Accepting the payment for the cost of issuing birth certificate to the applicant; c. Conferring the quote of birth certificate to the applicant with payment receipt; d. Making the receive token for the conferral of the quote of birth certificate; (10) Applicant: a. Giving signature of the token in the conferral of the quote of birth certificate; and b. Accepting the quote of birth certificate and payment token from service counter officer.

The order of conduct shown by the management in the Local Official of Demographic and Civil Registration is remaining in pursuance of the Decree of the Minister of Internal Affair No.131/1997 about The Implementation of Civil Registration based on Demographic Management Information System (SIMDUK) [3]. The reason is the presence of The Local Regulation of Tulungagung Regency No.2/2001 about Organizational Structure and Work Order of Local Officials, which is applied also to the Organizational Structure of The Official of Demographic and Civil Registration of Tulungagung Regency [11] that is not still followed up by

The Decree of Tulungagung Regent as the regulation which arranges the work order and procedure of certificate issuance.

The requester of certificate has complied with service procedure by passing through the queue from first counter until fifth counter. The community has been given equal opportunity to use certificate documentary services. This conclusion is supported by Ms. Lilik Supandati as the coordinator of The Officers of Documentary Services at Civil Registration Office of Tulungagung Regency. Such statement is also validated by Mr. Ferriansyah as the requester of certificate who admits that has been obtaining equal treatment and service during certificate administration.

Timing of Document Issuance

Based on the result of observation, the timing needed to finalize the administration of civil registration documents, started from the activities outside the Local Official of Demographic and Civil Registration, until the processing with Civil Registration Office of Tulungagung Regency, may require more or less 15 (fifteen) days. As reported by one of Sub-Division Heads at the Local Official of Demographic and Civil Registration, Gunawan Didik, SH, the minimal duration to administer the issuance of certificate from The Official of Demographic and Civil Registration of Tulungagung Regency. If the prerequisites are completed with smooth activity, these may need not more than 7 (seven) days. However, community's complaints are quite obvious. Certificate administration takes longer time. Result of interview has shown that administration may need between 3 and 30 days as displayed in the following table:

Table 1: The Duration of Administration for Civil Registration Certificate

No.	Duration	Informant	%
1	3 days	1	3.3
2	6 days	8	26.7
3	15 days	15	50
4	20 days	3	10
5	30 days	3	10
	Total	30	--

Source: Primary Data of Result of Interview

The above table shows that the administration of civil registration certificate may need quite long timing. The percentage of short duration as reported by Head of Sub-Division of Civil Registration is relatively smaller (only 3.3 %). Informants claim that the administration of certificate needs longer duration. The reason is that the requester is not by personal going to the Official of Demographic and Civil Registration of Tulungagung Regency, but only entrusting the administration with certain officers at sub-district/village level or even the midwife who helps the laboring process. Besides, almost all communities do not understand and/or are still ignorant if civil registration certificate can be self-administered at The Official of Demographic and Civil Registration. Village tradition, however, still keeps villagers to administer civil registration certificate from village level.

Provision of Information

Based on observation and result of interview, information has been provided. The existing structure is only written information posted on announcement board, mainly about office layout, certificate administration procedure, and cost and prerequisite for certificate administration. Verbal explanation is still not optimum. The volume of requester is increasing which makes verbal information hardly conferred. The officers find difficulty to provide information that is expected by the community.

Civil Registration Office is not utilizing other information dissemination system, for instance through media mass, either printed or electronic, such that the community will only know from information of others or also of announcement board at Civil Registration Office.

Service Supporting Facilities

Documentary Services Unit has several supporting facilities such as: 1. Civil Registration Office which remains also under authority of The Official of Civil Registration; 2. All furnishings owned by The Official of Civil Registration; and 3. All typewriters and computers, and production equipments owned by The Official of Civil Registration.

However, the facility for admission/registration is not reliable such that the applicants are quite crowded before the counter. The location of Civil Registration Office is quite distant from any domiciles of the applicants. Long distance may influence of interest of applicants in economic way. The applicants must commute for once or even twice a day and shall afford the journey more or less 3 hours only to obtain documentary services.

The Improvement Of Documentary Services Service Alternative

A problem concerned by Civil Registration Office of Tulungagung Regency is that there is no yet branch office to provide documentary services. Dealing with this problem, Civil Registration Office is planning to open new branch office. However, the lack of equipment from provincial government is still constraining. As stated by Sri Hartatik S, the coordinator of documentary services, "Considering community claim, the opening of new office is already planned. However, the structure from the central for documentary services at new office remains absent because all provisions are still depending on provincial level. Therefore, documentary services are still centralized at the existing Civil Registration Office". (Personal interview on 15 March 2014)

Performance Improvement

Civil Registration Office of Tulungagung Regency attempts to improve the performance by increasing service quality. One way to realize this goal is by asking inputs from community, including certificate requester.

Factors Supporting And Constraining The Improvement Of Service Quality

Internal Factors

(a) Strengths. It is about the capital for the improvement of documentary services at Civil Registration Office, which is the cooperation between officers. Documentary Services Unit has several supporting facilities such as: 1. Civil Registration Office remains under authority of The Official of Civil Registration; 2. All furnishings are owned by The Official of Civil Registration; and 3. All typewriters and computers, and production equipments are owned by The Official of Civil Registration;

(b) Weaknesses. (1) the site of documentary services is too narrow and thus, it appears lack of order; and (2) the persons with the task of documentary services are not positioned based on their education and therefore, their ability to conduct documentary services is not optimum.

External Factors

In external environment, there are opportunities which support service quality and also threats that constrain service quality. (a) Opportunities. It is known after understanding internal factors of strengths and weaknesses: (1) The existence of demand for documentary services and the increasing number of population will give greater opportunities for Documentary Services Unit at The Official of Civil Registration of Tulungagung Regency to provide massive documentary services by appointing on Civil Registration Office as the coordinator. A claim from certificate requester shall be followed up immediately. The timing of documentary services must be elongated or even shortened on the behalf of punctuality. However, community's claim cannot be restrained easily (Interview on 27 April 2014). Based on this statement, service officers are already understood and responsive to community's claim. But the community itself is hardly enlightened with the existing regulation. In other hand, service timing seems requiring more serious attentions and responds.

The Impact Of Service Quality Improvement

Impact on Community

Public service has been improved but the community as the service user is still not feeling the direct benefit of the improvement. In Tulungagung Regency, most informants show such feeling. They do not feel the improvement of service quality in significant way. As said by one informant, Mr. WGM (49 years old), documentary services are not different from the past. Traditionally, birth certificate is self-administered from village to regency levels. Now, the administration of birth certificate is given to midwife, and the requester only waits to the result. However, self-administration is always complex and elongated. (Interview on 28 March 2014).

Impact on Efficiency and Effectiveness

As shown by observation, the pattern of documentary services is progressive. One indicator is that there is socialization through intensive counseling about procedure and cost of documentary services at all districts in Tulungagung Regency and then, it is continued by the implementation of ball-pick-up system. All certificate requesters are gathered at District Office to accommodate their application documents for certificate issuance. The documents are brought to Civil Registration Office of Tulungagung Regency for further processing. After the process finishes, the requesters can take their documents from similar Office. Such policy may facilitate the community to understand that governmental officers truly care for community interest.

The Local Official of Demographic and Civil Registration also disseminates brochures to community which inform about procedure of documentary services. These brochures are also posted on the board of

District/Sub-District Officers. The community shall see the information directly. Socialization through brochures, however, is partially successful. The indication of progress for documentary services remains static.

Impact on Officer Supervision

Result of observation and interview with informants from the employment at The Official of Demographic and Civil Registration of Tulungagung Regency, has indicated that recent management has implemented strict supervision and the result is quite good. Head of Sub-Division of The Official and Head of Administrative Division are also supervising their staffs. One of interview result that indicates strict supervision is reported by Head of Sub-Division at The Official of Demographic and Civil Registration of Tulungagung Regency, who admits that the administration of civil certificates is quite form, and almost every day, the principal is always asking about the process. Certificates must be prepared on the desk. Employees are fostered once in a month. Structural officers, if necessary, are required to attend coordination meeting which will not wait until a month. If any officers commit deviation, sanction will be given based on the stipulations. (Interview on 29 March 2014)

The Head of The Official of Demographic and Civil Registration of Tulungagung Regency, Drs. Eko Sugiono, MM, has said that the accomplishment of civil certificates is based on principle of not delay the task. The quality and result of service are given high priority to ensure the satisfaction of service user. Eko Sugiono always comes home at 16 pm. It is a benefiting habit because it helps him to finish previous tasks. (Interview on 29 January 2014).

Impact on The Demand of Quality of Officer Resource

Three main factors, known as 3M (men, material and money), are those supporting the managerial success of public organization. As shown by observation, human resource quality is becoming a main problematic factor at The Official of Demographic and Civil Registration of Tulungagung Regency, either in quantitative or qualitative manners. Human resource quality is closely related to the knowledge and skill, and represents the prerequisite toward officer professionalism.

Education background of the officers at The Official of Demographic and Civil Registration of Tulungagung Regency is mostly from diploma toward, but the professionalism is still far away from the expectation. Staffs are not coming from the background of demographic science. There are staffs with graduate status but their scientific discipline is not matched with the job they handle. The demand for professionalism is beyond although human resource quality is already good. (Interview on 2 April 2014).

The following is description of officer resource at The Official of Demographic and Civil Registration of Tulungagung Regency.

Table 2: Number of Officers Based on Formal Education Background

No.	Head of Division/Sub-Division	Number (Persons)
1	Elementary School / Junior High School	1
2	Senior High School	16
3	D1, D2, D3	1
4	S1	45
5	S2	2
	TOTAL	65

Source: The Official of Demographic and Civil Registration of Tulungagung Regency

Staffs are required to have formal education, because career and also technical and functional jobs are always becoming important considerations recalling higher complexity of task and responsibility of The Official of Demographic and Civil Registration of Tulungagung Regency which involve administrative, demographic and civil registration fields.

IV. Conclusion And Suggestion

Conclusion

Result of research and field observation about service public quality at The Official of Demographic and Civil Registration of Tulungagung Regency has produced several conclusions. First, the quality of documentary services at The Official of Demographic and Civil Registration of Tulungagung Regency is quite good. Some matters are still needed for improvement, such as the timing of certificate issuance that must be shortened for immediate interest, the number of service checkpoints must be increased to increase the affordability of community to the service, and the information must be given in optimum way.

Second, the quality of documentary services provided by Documentary Services Unit is measured by timing, access and information, and the result is less satisfying. The opportunity to have equal service has been favorable.

Third, factors to be dealt to improve the quality of documentary services may include strengths, weaknesses, opportunities and threats, which are supported by the responsibility and responsiveness. However, all of these are still not enough to satisfy service users.

Fourth, the officers of documentary services have attempted to improve service quality. Concerning with service location and service activeness, many service users are ignorant and lack of understanding about documentary services. Negative response is still found from service users who do not satisfy with the service from the counter officer at The Official of Demographic and Civil Registration of Tulungagung Regency, especially when the queue is so crowded due to the lack of counter officer. It is consistent to Potter (1988) [12] who describes that the community demands for affordable service, and therefore, service options shall be given with adequate information in favor of improvement.

Fifth, the impact of public service improvement on documentary services is that timing of documentary services will be shortened and simple and that strict supervision is implemented effectively. The improvement of quality of documentary services will also influence the reliability and quality of human resources and also their professionalism. Local Genuine Income (PAD) may give financial contribution because the payment of the cost of documentary services can be the revenue of local cash.

Suggestion

Taking account the conclusions above, there are suggestions or recommendations that can be used as the guidance to improve public service quality, especially in relative with documentary services at The Official of Demographic and Civil Registration of Tulungagung Regency. At policy level, "service decentralization" shall be considered because service performance in high quality is determined by the performance of management as implementer unit. Several benefits of service decentralization are cost retrenchment, the increase of service efficiency and effectiveness, and the facilitation of service organization. Some technical recommendations are present and shall be attended by service officers. First, education background, either formal or informal, shall be improved among staffs. The Official of Demographic and Civil Registration of Tulungagung Regency needs to provide opportunities to the staffs to obtain higher education background (such as from college) by condition that this education will not disturb the service routines. If necessary, staffs who attend for higher education can be assisted with the finance. Besides, officers must be enrolled or participated into important trainings.

Second, the quality of documentary services shall be improved to better by respecting public-oriented service. It shall not be only satisfied by the existing service because it is possible that community is not satisfied yet.

Third, aligned with the demand of service users (customers) for nearby service site and extensive service counter, and for few numbers of middlemen in documentary services, it is suggested that civil registration must consider the interest of requesters by adding the branch office in nearby location of service users. It must be useful to improve the quality of documentary services, and to increase the accountability and responsibility to the community as customers.

Fourth, equipments are still lacking and therefore, it needs additions such as computer and other technical devices.

Fifth, the cost of documentary services must be transparent and certain. The officers, including midwife, physician, village officer, formal education agencies, and other institutions, shall be given incentives to avoid the charge of "additional cost" against requesters. Local regulation must arrange properly the cost of issuance of civil documents.

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