

A Service Quality Assessment of Population Administration in Public Sector Governance

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Abstract

This study analyzes the quality of administrative population services. Data were collected through interviews and documentation, guided by seven dimensions of service quality: accessibility, responsiveness, competence, courtesy, credibility, communication, and mutual understanding. The findings reveal several obstacles hindering optimal service delivery, including limited infrastructure, understaffing, inadequate public awareness, and frequent service delays. Despite efforts to improve performance and communication, the implementation remains suboptimal due to a lack of human resources and public compliance with service procedures. The study recommends strengthening regulations, enhancing public awareness, increasing staff capacity, and upgrading facilities to ensure efficient and inclusive administrative services.

Keywords: Public Service Quality, Administrative Services.

Introduction

The goal achievement approach conceptualizes an organization as a deliberately established and rational entity, designed to pursue specific objectives (Lee & Seong, 2020). Consequently, the degree to which an organization successfully attains its goals is considered a key indicator of its effectiveness. However, for goal attainment to serve as a valid measure of organizational effectiveness, several conditions must be satisfied (Busuioc, 2021). First, the organization must define clear and specific end goals. Second, these goals should be articulated and communicated effectively to ensure mutual understanding among stakeholders. Third, the number of goals should be limited to facilitate efficient management. Fourth, there must be a broad consensus or shared agreement regarding the established objectives. Finally, progress toward these goals must be measurable, with service quality serving as one of the key indicators of such progress (Kagama & Irungu, 2018).

The effectiveness of public services can be observed when citizens are able to access services easily, at an affordable cost, promptly, and with a high level of satisfaction (Ramona, 2020). Achieving such effective service delivery is strongly influenced by the improvement of work discipline among government officials, which has become a key focus of governmental efforts (Cantele *et al.*, 2018). Nevertheless, public service implementation in Indonesia is still considered suboptimal. This inadequacy is often attributed to the lack of consistency and seriousness among public officials in carrying out their responsibilities (Porumbescu *et al.*, 2020). This issue is reflected in ongoing public complaints regarding administrative service processes, particularly delays in the issuance of essential civil documents such as Identity Cards, Birth Certificates, Family Cards, and other administrative records.

Another issue observed at the Office of Population and Civil Registration of Central Lampung Regency is the tendency of several employees to leave work before the scheduled time. This results in a shortage of staff during critical service hours, leading to delays or inadequate handling of population administration services for visiting citizens. Such inefficiencies indicate the need for structural improvements in service delivery (Trischler *et al.*, 2019). To ensure a smoother and more reliable administrative process, the Central Lampung Disdukcapil Office must address these operational weaknesses effectively. Furthermore, special attention should be given to residents living in remote rural areas, as the location of the Disdukcapil office is relatively far from these communities. Consequently, many rural citizens remain unreached by the local government's public services. This lack of accessibility often leads to disinterest or neglect in administrative matters, resulting in unregistered families or incomplete personal data in the local civil records.

Similarly, in matters related to population administration, it is essential to provide services that ensure public satisfaction (Matheus *et al.*, 2020). In addition to quality, the community also requires access to basic administrative public services, which are the responsibility of the government (Dencik *et al.*, 2018). Unlike sectors such as health and education, population administrative services offer no alternative mechanisms or providers; thus, the government holds full authority and responsibility in this domain (Miao *et al.*, 2018). Therefore, a comprehensive analysis

is necessary to evaluate the performance of population administrative services at the office of population and civil registration of Central Lampung Regency.

Literature Review

a. Service

The improvement of public service delivery is highly dependent on employee performance in carrying out their duties and responsibilities (Dodds & Hess, 2021). This performance is, in turn, directly influenced by the leadership process and the leadership style exhibited by structural officials or those directly involved in public service activities (Foster, 2020). Essentially, leadership operates within the context of human interaction, where its influence is manifested through direct engagement between leaders and their subordinates (Chen *et al.*, 2021). Consequently, leadership style plays a crucial role in shaping employee performance and ultimately determines the quality of services provided to the public (Sanny *et al.*, 2020).

Public service delivery by local governments represents a manifestation of the role of state apparatus as servants of the public, in addition to their function as servants of the state (Ciobanu *et al.*, 2019). The objective of public services at the local level is to promote the welfare of citizens, in line with the principles of a welfare state (Maulana *et al.*, 2022). The provision of these services emphasizes the service delivery system, referring to how the bureaucracy delivers services to the public. The effectiveness of local government service strategies is largely determined by the quality of services offered, which is assessed through service performance how services are perceived by the public and consumer expectations what the public expects from those services (Astuti *et al.*, 2024). While the government holds core responsibilities in public service, this does not imply that it must act as the sole provider. Certain functions may be delegated to private entities or implemented through public-private partnerships, allowing for shared responsibility in the provision of essential services (Qomari, 2023).

According to Lanin & Hermanto (2019), the emphasis on service quality lies in the government's obligation to deliver public services as a form of public dividend that must be distributed to citizens with increasing efficiency, timeliness, accessibility, and fairness. The focus on speed, accuracy, ease, and equity in public

service delivery is closely linked to the monopolistic nature of such services, where citizens have no alternative providers beyond the government. Furthermore, the implementation of public services in this study refers to the theoretical framework proposed by Teshome *et al.*, (2020) which includes seven key dimensions: (1) ease of access, (2) responsiveness, (3) competence, (4) courtesy, (5) credibility, (6) communication, and (7) mutual understanding. Therefore, quality service is characterized by excellence in speed, accuracy, friendliness, and comfort.

b. Service Quality

According to Sulistya *et al.*, (2019) service quality refers to the provision of services to customers based on key principles such as affordability, efficiency, speed, accuracy, reliability, friendliness, and alignment with customer expectations. Service quality can also be understood as the act of delivering services whether by individuals, organizations, or government and private institutions in accordance with prevailing laws and regulations (Ramakrishnan *et al.*, 2022). In the context of the public sector, quality service implies satisfying public needs in line with established service standards and the principles of public service delivery. Therefore, service quality can be characterized by excellence in timeliness, precision, courtesy, and comfort. A service is considered high in quality when recipients perceive these qualities, and providers consistently implement an optimal service system that meets the organizational standards in place (Barak & Sharma, 2024).

Based on various fundamental definitions of quality, it is evident that the concept of quality is inherently customer-oriented. Accordingly, both products and services are designed, developed, and delivered with the primary goal of fulfilling customer needs and expectations (Aryani *et al.*, 2023). Since quality encompasses all aspects that contribute to customer satisfaction, a product or service can only be considered of high quality if it aligns with customer perceptions, desires, and demands, and if it can be effectively utilized to meet their needs (River *et al.*, 2023).

c. Administration

Administration is a fundamental function that plays a crucial role in ensuring the smooth execution of activities and operations within an organization or company (Boselie *et al.*, 2021). In this sense, administration can be regarded as the lifeblood of

an organization, as it provides essential facts and information necessary for detailed planning (Eckersley *et al.*, 2024). This includes maintaining accurate records, preparing forms, and generating reports that fall within the scope of administrative tasks. A proper understanding of the role of administration in modern life depends largely on the definition adopted as a conceptual framework (Ingrams, 2020). Administration is often defined as the entire process of cooperation between two or more individuals, based on specific rational principles, aimed at achieving predetermined objectives through the efficient and effective use of available resources and infrastructure (Jacobsen & Johnsen, 2020).

Fundamentally, administration serves to define organizational goals and formulate general policies, while management is responsible for executing the necessary activities to achieve those goals within the framework of the established policies (Roziqin *et al.*, 2021). This implies that both administration and management do not directly perform operational tasks; instead, such tasks are delegated to implementing units or operational personnel (Ricucci, 2021). When interpreted narrowly, administration is often perceived merely as clerical work such as writing, recording, duplicating, filing, and dispatching documents related to the core functions of an organization. This limited view contributes to a misleading understanding of the broader role of administration (Young *et al.*, 2019). Under such a narrow interpretation, administration is reduced to a physical space filled with desks and chairs, where personnel are preoccupied with stacks of papers, folders, books, certificates, official letters, stamps, and other formal documents thereby overlooking its strategic and managerial significance (Medaglia *et al.*, 2023).

Research Framework

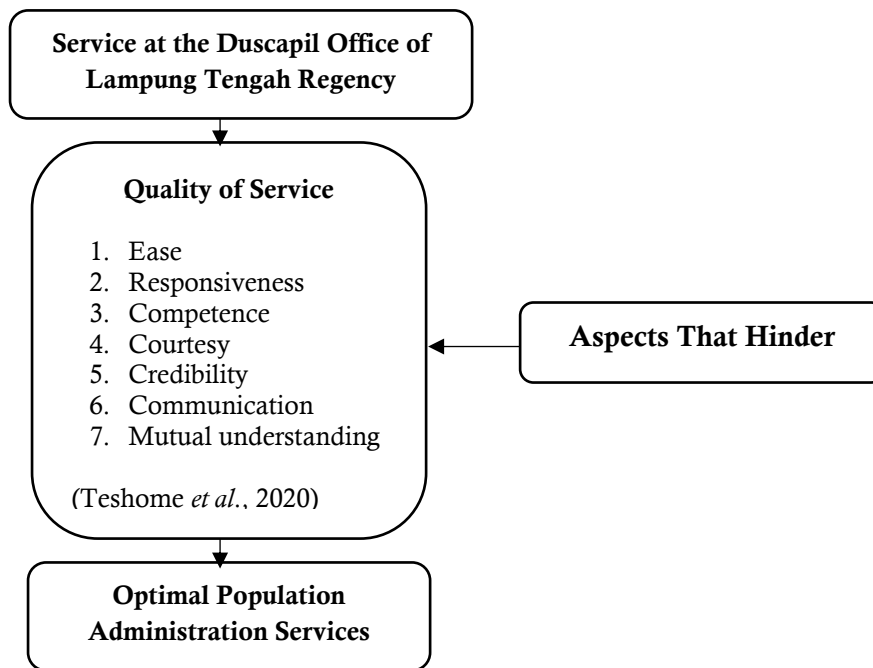


Figure 1. Framework

Methodology

The research design employed in this study is qualitative in nature, utilizing a descriptive analysis method. This approach is used to examine and describe qualitatively the quality of population administrative services at the Office of Population and Civil Registration (Disdukcapil) of Central Lampung Regency. To obtain relevant data, the researcher engaged directly with research subjects, allowing for a more in-depth exploration and extraction of information (Barusman, 2024). The informants in this study include key stakeholders involved in the delivery of population administrative services and those experiencing the duration of service processes. Specifically, the selected informants consist of: (1) the Secretary of the Office, (2) the Head of the Service Division, (3) one administrative staff member, and (4) two members of the public who were in the process of handling their identity card and other administrative documents during the research period.

The data required in this study consist of both primary and secondary sources. Primary data were obtained directly from the field through interviews with informants, focusing on issues related to the duration of population administration services, particularly in the processing of Identity Cards. Secondary data were

collected through document analysis, including records from relevant government offices, official institutions, research journals, magazines, newspapers, and textbooks. Data collection techniques involved interviews and document studies. According to Lochmiller (2021), qualitative research involves three main components in the data analysis process: (1) data reduction, (2) data display, and (3) conclusion drawing or verification. These components are interrelated and play a crucial role in shaping the final outcomes of the analysis. Additionally, this study incorporates other techniques to reinforce its qualitative nature, such as prolonged observation, triangulation, and peer discussions. The research was conducted at the Office of Population and Civil Registration of Central Lampung Regency, chosen based on the consideration of existing phenomena related to the quality of population administrative services in that office.

Result And Discussion

Analysis of the Quality of Population Administration Services at the Office of the Population and Civil Registration Service in Central Lampung Regency

In analyzing the quality of population administrative services at the Office of Population and Civil Registration of Central Lampung Regency, this study adopts the theoretical framework proposed by (Teshome *et al.*, 2020). The assessment of public service delivery is based on seven key dimensions: (1) accessibility, (2) responsiveness, (3) competence, (4) courtesy, (5) credibility, (6) communication, and (7) mutual understanding. These dimensions serve as the analytical lens through which the observed service phenomena are interpreted and evaluated. The research findings in relation to these dimensions are presented as follows:

1. Accessibility

Based on the research findings, it is evident that employees recognize the lack of public understanding regarding the procedures and service model of population administration at the Office of Population and Civil Registration in Central Lampung Regency. Many citizens expect fast service but are often unaware of the proper steps required to process documents such as the Identity Card. Furthermore, some individuals attempt to bypass official procedures in order to receive expedited service, which in turn can disrupt and delay the processing of other administrative requests.

Based on interviews with the Secretary and Head of Services at the Office of Population and Civil Registration of Central Lampung Regency, it was conveyed that efforts have been made to simplify the process of obtaining Identity Cards for the public. Applicants who have incomplete administrative requirements are still given the opportunity to submit the missing documents at a later time, while the initial processing of the Identity Cards continues. However, delays often occur because many applicants postpone completing the necessary requirements, resulting in a backlog of pending applications. The officials also emphasized that staff members are continuously reminded to maintain service quality in accordance with established regulations, ensuring that the service process remains smooth and efficient without compromising the administrative requirements for issuing identity cards.

Based on the researcher's observations, the process of managing Identity Card services at the Office of Population and Civil Registration of Central Lampung Regency still encounters several obstacles that require prompt attention from the government, particularly the responsible agency. One of the main concerns is the quality of service, especially the need for field officers to convey information transparently regarding each stage of the service process. This transparency is essential to help the public clearly understand the procedures and to foster a more positive perception of the service. However, this also requires the office to adequately prepare and allocate the necessary resources, especially human resources, to ensure that public outreach and socialization efforts reach all areas of Central Lampung. A commonly raised issue by the community is the lack of field officers actively educating the public about the importance of properly managing Identity Card related administrative processes at the local registration office.

2. Responsiveness

To enhance the quality of public service delivery, employees at the Office of Population and Civil Registration of Central Lampung Regency must continuously adapt and improve their performance in line with evolving service demands. In this regard, the institution is expected to provide wholehearted and responsive service, particularly in addressing community needs and complaints related to the processing of Identity Cards. Commitment to continuous improvement and proactive engagement with the public is essential to achieving optimal service quality.

Based on the results of interviews conducted at the Office of Population and Civil Registration of Central Lampung Regency, it was revealed that the staff consistently strive to serve the needs of residents applying for Identity Cards in accordance with the established administrative requirements. However, there are still members of the public who seek services despite not fulfilling the required documentation, and some even insist on being served without meeting the prerequisites. Leadership within the office has instructed staff to remain responsive in handling public services related to Identity Cards processing, while also emphasizing the importance of adhering to service standards to prevent administrative errors. From the public's perspective, employees have generally responded promptly to requests. Nevertheless, due to the limited number of personnel and the high volume of tasks, applicants often have to wait in queues to obtain their Identity Cards.

Based on the findings of this study and supported by (Hasbullah & Combe, 2018), the core function of government is to serve the public and to create an environment that enables every citizen to develop their potential and creativity in pursuit of collective goals. In line with efforts to enhance service quality, the government has established various regulations governing public service delivery, tailored to each type of service. Consequently, every civil servant involved in public service delivery is required to comply with these regulations. To support this, the government has also provided facilities for civil servants through education and training programs aimed at increasing their understanding of their respective duties and functions. This ensures that service delivery can be aligned with the specific type of service being provided to the public.

3. Competence

Etymologically, competence refers to the ability required to perform a task or job, which is grounded in a combination of knowledge, skills, and work attitude. Thus, competence can be defined as an observable capability of an individual that encompasses knowledge, practical skills, and professional behavior in completing a task or job in accordance with established performance standards. The level of competence an individual possesses reflects the quality of human resources, which serves as a vital asset in carrying out their professional duties.

Based on interview results, it was revealed that each employee must possess certain personal attributes that enable them to achieve superior performance. These attributes include character traits, motivations, value systems, attitudes, knowledge, and skills. Competence influences an individual's behavior, which in turn determines their performance outcomes. Therefore, employee competence can be observed through the level of skill demonstrated in performing tasks accurately and efficiently, as well as through the consistency of their work with minimal errors.

4. Courtesy

Every employee is expected to adhere to established work procedures in carrying out their duties. In essence, politeness and proper conduct are integral aspects of organizational culture, requiring all staff members to comply with the norms and work protocols set by the organization. Within an organizational structure, clear guidelines and regulations serve as a framework for employee behavior and performance, and these must be followed consistently by all personnel.

Based on interview results, it was revealed that every employee involved in providing services to the public should dress appropriately and wear official office attributes. This not only ensures a professional appearance but also helps the public identify service personnel easily. In addition, service officers are expected to demonstrate friendliness and effective communication in their interactions with the public. Such behavior enhances the overall satisfaction of citizens who are processing their Identity Cards at the Office of Population and Civil Registration of Central Lampung Regency. A positive service experience may encourage citizens to share their experiences with others, thereby promoting greater public awareness of the importance of Identity Cards registration. This reflects a growing sense of civic responsibility in supporting accurate labor and population data collection by the local government through the Office of Population and Civil Registration.

5. Credibility

Public service is defined as the provision of goods and services by the government to fulfill the needs and rights of the community. The success of such services is demonstrated when the government delivers optimal and satisfactory service to the public. High-quality public service is generally evaluated through specific indicators such as timeliness, accessibility, responsiveness, and fairness.

These indicators serve as benchmarks for assessing the extent to which services meet public expectations. Thus, the effectiveness of public service delivery depends not only on the adequacy of available resources but also on the government's commitment to professionalism, transparency, and continuous improvement.

Based on the interview results, it was found that the service officers assigned to the field generally possess a satisfactory level of credibility, as they had undergone prior education and training programs before assuming their duties. This preparation enables them to respond promptly to public complaints and to demonstrate sensitivity toward issues arising during service delivery. However, a portion of the community still demands preferential treatment outside the established procedures, which often creates difficulties for officers in handling such requests, as these demands conflict with the existing regulations. Evaluating whether the quality of public service is good or otherwise remains a complex task, as it is not the service providers but the service users who determine this through their perceptions and assessments. Furthermore, service providers face ongoing challenges in interpreting public dissatisfaction, as feedback typically manifests as complaints without clearly articulated expectations. Therefore, service providers must continuously strive to understand the quality of the services they deliver and to align those services more closely with the actual needs of the public.

6. Communication

Formal communication refers to the structured transmission of information within an organization through officially designated channels. This communication typically flows either downward from superiors to subordinates in the form of directives, instructions, and clarifications or upward, such as through reports and feedback submitted by employees to higher levels of authority. These formal pathways are governed by established organizational procedures and are clearly illustrated in the organizational structure. The messages transmitted via these channels are generally procedural, policy-related, or task-specific in nature. In contrast, informal communication occurs outside the formal system and follows unofficial routes. A prevalent example of this is the informal communication chain, which facilitates the rapid and widespread sharing of information. Although not formally recognized, this type of communication often plays a crucial role in

disseminating messages quickly and effectively across various levels of the organization.

Based on the interview findings, it was revealed that in delivering public services related to the issuance of identity cards at the Office of Population and Civil Registration in Central Lampung Regency, officers consistently provide clear and thorough explanations to the public. This ensures that citizens are well-informed and able to complete any missing administrative requirements in their application. Such an approach aligns with directives from the leadership, which emphasize the importance of effective communication with the community in managing identity card applications. The communication employed in this context is primarily formal in nature, serving as a means to prevent potential misconduct or misinterpretation in the service delivery process.

The interview findings highlight the critical role of formal communication within organizational settings. This form of communication typically involves the transmission of directives from superiors to subordinates, with the expectation that these directives will be executed and accounted for accordingly. Such interactions reflect a structured chain of command that adheres to officially designated communication channels. Specifically, at the Office of Population and Civil Registration in Central Lampung Regency, interdepartmental communication is conducted through formal pathways. This structured approach ensures that the core duties and responsibilities of each unit are implemented consistently, in alignment with the organization's established procedures and operational mechanisms.

7. Mutual Understanding

At the Office of Population and Civil Registration in Central Lampung Regency, service delivery is consistently carried out in accordance with established regulations. The implementation of organizational policies is fundamental, as it directly supports the achievement of institutional goals. An essential component of effective public service delivery is the establishment of mutual understanding between service personnel and the community. Officers are required to deliver services in alignment with existing procedures, while the public is expected to comply with these regulatory frameworks. Challenges often arise when citizens request services such as the issuance of identity cards without meeting the necessary administrative

requirements, resulting in conflict or misunderstanding. Therefore, fostering mutual understanding between service providers and the public is critical to ensuring that the delivery of public services is smooth, efficient, and in accordance with the law.

Interviews with residents applying for Identity Cards at the Office of Population and Civil Registration in Central Lampung Regency revealed that, overall, the service was perceived as satisfactory. Respondents reported receiving clear and comprehensive information regarding application requirements, which enabled them to prepare the necessary documents and complete the process in accordance with established procedures. Additionally, the absence of unofficial charges contributed positively to their satisfaction. Nevertheless, delays in processing often stemmed from a lack of public awareness about the required documentation. Although evaluating service quality remains a complex task, several general indicators can be employed to assess the performance of public service institutions. In practice, the delivery of public services is frequently challenged by the diverse backgrounds and expectations of citizens. Consequently, the government must implement policies that streamline service delivery without compromising regulatory compliance. This highlights the essential role of public officials in effectively communicating administrative procedures to ensure both equity and efficiency in public service provision.

Aspects That Hinder Service Quality

The research findings indicate several significant challenges in the delivery of Identity Card services at the Office of Population and Civil Registration in Central Lampung Regency. A primary concern is the inadequacy of office infrastructure, particularly the limited number of computers and printers, which leads to long queues and delays in administrative processing. This issue is further compounded by the frequent failure of applicants to provide the necessary documentation, thereby impeding the efficiency of the service. Moreover, recurring and prolonged power outages significantly reduce staff productivity by limiting their working hours. Another contributing factor to service disruption is the low level of public awareness regarding the importance of obtaining a Identity Card. Many individuals of productive age remain without ID cards, primarily due to insufficient public education and outreach. Additionally, the office suffers from a shortage of trained

personnel, especially those with expertise in biometric data collection. The combination of a high workload and limited human resources often necessitates that staff work beyond regular hours, while field assignments further hinder the timely completion of office-based administrative tasks.

Conclusion and Implication

Conclusion

The research findings and analysis indicate that while the measurement of administrative service quality at the Office of Population and Civil Registration in Central Lampung Regency has been carried out, the implementation remains suboptimal. This suboptimal performance is primarily due to several interrelated factors. One of the main issues is the insufficient number of personnel assigned to supervise and promote the procedures for obtaining Identity Cards, which results in limited public outreach and inadequate dissemination of information. Furthermore, a considerable portion of the population still lacks awareness of the importance of possessing a Identity Cards, leading to a high number of individuals without this essential identification document. Service delivery is further hampered by the lack of adequate office infrastructure, particularly in terms of computers and printers, which are not sufficient to support the administrative workload. The limited availability of skilled staff exacerbates these challenges, as employees are frequently required to work beyond regular hours to meet service demands. Collectively, these issues contribute to the overall inefficiency in the delivery of population administration services.

Implication

Based on the research findings, several recommendations are proposed. First, the enforcement of regulations regarding the use of Identity Cards for various administrative and civil purposes should be strengthened in accordance with existing legal provisions. This is expected to foster greater public awareness about the necessity of obtaining a Identity Cards as a prerequisite for accessing various services, thereby ensuring that all residents are properly registered with the Office of Population and Civil Registration in Central Lampung Regency. Moreover, it is important to raise awareness among individuals who have reached the age of 17 about their obligation to apply for a Identity Cards promptly. Second, efforts should

be made to improve employee competencies through targeted education and training programs. This will enhance their ability to deliver services effectively and professionally. Additionally, increasing the number of personnel is essential to optimize service delivery and reduce the burden on existing staff. Lastly, upgrading office facilities, including the provision of adequate equipment and infrastructure, is necessary to improve the overall quality of administrative services

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