Model of Implementation of Population and Civil Registration Services in the Surabaya City Government Indonesia

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Abstract: - The Surabaya city government received the Award as the most innovative city in Indonesia at the 2021 Innovative Government Award in the delivery of public services. In 2018, the Department of Population and Civil Registration of Surabaya City Government also received a Public Service Innovation Award for six in one public service innovation, including the processing of birth certificates, deaths, marriages, divorces, letters of moving in and out online. The researchers were interested in conducting best practice research on how to model the implementation of population administration and civil registration services in the Surabaya city government. The aim of the research was to identify the model for implementing population administration and civil registration services in the Surabaya city government. The research method used a qualitative case study approach. The first step was to identify the process of providing public services at the population and civil registration office of Surabaya city government based on facts in the field using observational data mining techniques for all public service delivery activities; in-depth interviews with leaders, 11 employees and society; collecting and analyzing public service delivery documents; as well as conducting focus group discussions to triangulate the previously obtained data. The second step was coding with data reduction, data display, and conclusion. The third step was to formulate the findings of the analysis to obtain a model for implementing population administration services in the Surabaya city government. The research findings showed that in the process of implementing population administration and civil registration services in the Surabaya city government, the use of technology is to provide easy, fast and precise public services. The conclusion of the study is that the implementation of easy, fast and appropriate public services must include technology.

Key-Words: -Public Service, Population Administration, Civil Registration Administration

1 Introduction

Organizing organizations in the delivery of public services at least include the implementation of services, management of public complaints, management of information, internal control and outreach to the public. The city government of Surabaya is the most innovative city in Indonesia in 2021 in providing public services in the field of population administration. In 2018, the population and civil registration service of Surabaya city government also received a six in one public service innovation award for types of letter services for moving in, moving out, marriage, divorce, death certificates and birth certificates.

This also had an impact on the public satisfaction index for the public services of the population and civil registration service of Surabaya city government. In 2021, the Community Satisfaction Index value was 89.07 compared to the Community Satisfaction Index value in 2020 (83.93), an increase of 5.14. This also happened in 2018 and 2019 for the previous two years. In 2018, the Community Satisfaction Index value was 84.64 and there was an increase in the Community Satisfaction Index value in 2019 (87.23) of 2.59. The Community Satisfaction Index value is shown in Figure 1 below.

The implementation of quality public services that can satisfy the people is expected by the current Indonesian government. In his speech, President Joko Widodo said, "We must build new values in work and public policies of the current central government and local governments that are responsive, adaptive and innovative in giving visible meaning to the regional autonomy agenda which is still a challenge to realize."

Regarding previous research on the implementation of public services, this research can be grouped into two trends. First, research on public service motivation, in general, focuses on employee motivation in providing public services to the community, [5], [6], [7], [8], [9], [10], [11], [12]. Second, research that focuses on organizations in the process of providing public services, [13], [14], [15], [16].

Based on the community satisfaction index data and coverage in various media, the Surabaya city government received an Innovative Government Award in the term of One Gate System integrated public services between the Population and Civil Registration Service and the Religious Courts as well as the Surabaya District Court. In 2018, the Department of Population and Civil Registration of Surabaya City Government also received a Public Service Innovation Award for six in one public service innovation for types of letter services, including moving in, moving out, marriage, divorce, death certificates and birth certificates. The researchers were interested in conducting the best practice research on the model of implementing population administration services in the Surabaya city government. The purpose of this study was to identify a model for implementing population administration and civil registration services in the Surabaya city government.
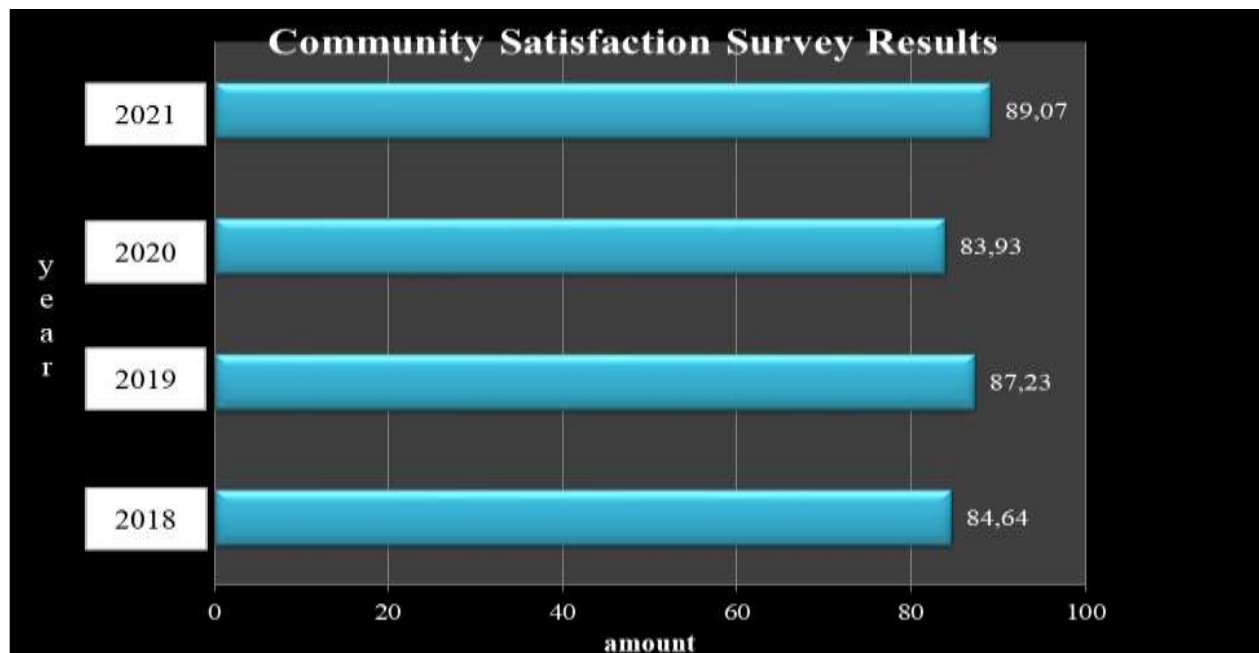

Fig. 1: Community Satisfaction Survey Results in, 2018, 2019, 2020, & 2021
Source: Data processed by researchers based on, [1], [2], [3], [4].

2 Literature Review

Previous research on public services has been written by several researchers who focused on the areas of public service motivation, public service performance, and public service organizations. Wright, Hassan, Christensen, in 2017, [5], conducted a study entitled Job Choice and Performance: Revisiting Core Assumptions about Public Service Motivation. Based on the effect of Public Service Motivation on performance, it was found that Public Service Motivation of government employees did not predict employees' absences or superiors' assessment of their performance and extra roles, [5]. This is also in line with the research conducted by Kevin D. Ward, in 2019, [8], entitled Suited to Serve: The Antecedents and Perceptions of Public Service Motivation in National Service. The results showed that an employee had motivation in providing public services when they were initially placed, [8].

Liu, Perry, Tan, Zhou, in 2018, [6], conducted a study entitled A cross-level holistic model of public service motivation. The results of the study showed that the personality of proactive subordinates and leadership had a positive influence on the motivation of public service workers, [6]. The motivation for public service in Korea was written by Sangmook Kim, in 2018, [7], he conducted research entitled Public Service Motivation, Organizational Social Capital, and Knowledge Sharing in the Korean Public Sector. The results showed that the two dimensions of public service motivation (interest in public service and commitment to public values) and the trust component of organizational social capital are both positively related to knowledge sharing in the Korean public sector, [7].

Budiyanti, Yamin, Patiro, in 2019, [9], conducted a study entitled Public Service Motivation Measurement: A Test of Perry's Scale in Indonesia. The results showed that the data collected from civil servants drawn from various positions in five provinces confirmed the relevance and validity of a 10-item Public Service Motivation (PSM) four-dimensional scale as a reflection of the overall good face and the overall adequate construction, reliability, and discrimination, [9]. Culture and managerial in the delivery of public services were written by Sanna Tuurnas, in 2015, [13], the study entitled Learning to co-produce? The perspective of public service professionals. The results of the study showed that organizational, managerial and cultural support the development of public services, [13].

Martina Klierova, Jan Kutik, in 2017, [14], conducted research entitled One Stop Government – Strategy of Public Services for Citizens and Businesses in Slovakia. The results showed that the presence of information technology is very important, not only for the future of Slovakia, but also for Europe and the world as a global community, [14]. Marian Negoita, in 2018, [15], conducted research with the title Beyond Performance Management: A Networked Production Model of Public Service Delivery. The results showed that the use of performance management as a means of coordinating and monitoring the production of decentralized public services had difficulties in controlling opportunistic behavior, [15].

Pesti, Randma-Liiv, in 2018, [16], conducted research with the title Towards a Managerial Public Service Bargain: The Estonian Civil Service Reform. The results showed that staffing reform brings changes in three components of the public service offer: rewards, competence, and loyalty even though agency-type bargaining is maintained, [16]. Piatak, Romzek, LeRoux, Johnston, in 2018, [17], conducted research with the title Managing Goal Conflict in Public Service Delivery Networks: Does Accountability Move Up and Down, or Side to Side? The results showed that the power of informal accountability plays a bigger role than formal authority in preventing and reducing conflicting goals. Conflict of goals appears to be the weakest when the network administration organization is responsible for vertical network management and direct service delivery, [17].

3 Research Methodology

The research used a qualitative research case study design. This is based on the explanation, [18], if naturalistic inquiry or qualitative research is a research method used to understand evidence, social reality, and assumptions of existing people. This also refers to the thoughts for, [19], if qualitative research or naturalistic research tries to find real events in the research field that are "natural" or natural as they are, without any manipulation and regulated through experimentation. This approach is appropriate because the main question of this study relates to how to model the implementation of population administration services in the Surabaya city government. The first step was to identify the process

Table 1. Stages of Research on the Implementation of Population Administration Services

Research focus	Stage 1	Stage 2	Stage 3
Model of Implementation of Population Administration Services in Surabaya City Government.	• Exploring research data through in-depth interviews with leaders and employees. • Collecting and analyzing related documents. • Conducting Focus Group Discussion for data triangulation.	Performing coding with data reduction, data display, and conclusion.	Formulating the findings of the analysis to obtain a model for the implementation of population administration services in the Surabaya city government.

of organizing public services at the Population and Civil Registry Service of Surabaya City Government based on facts in the field using observational data mining techniques for all public service delivery activities; in-depth interviews with leaders, 11 employees and society; collecting and analyzing public service administrative documents; as well as conducting focus group discussions to triangulate the previously obtained data. The second step was coding with data reduction, data display, and conclusion. The third step was to formulate the findings of the analysis to obtain a model for implementing population administration services in the Surabaya city government. The research stages are shown in table 1.

4 Research Results

4.1 Model of Implementation of Population Administration and Civil Registration Services

Every public service delivery organization is obliged to organize and establish public service standards, including requirements; methods; service duration; fees; service products; executor competencies; implementer attitudes; tools and infrastructure; and handling complaints, suggestions and input.

4.1.1 Public Service Standard

To find out the implementation of public services in the field of population administration, the Population and Civil Registration Office has set public service standards, as stated by the Secretariat Staff of the Population and Civil Registration Office:

"In the process of providing public services, the Department of Population and Civil Registration of the Surabaya City Government has made and determined service standards, starting with requirements needed to process population administration documents; service mechanisms/procedures; service time; service fees (free); service products, namely Identity Cards, Family Cards, Birth Certificates, Death Certificates, and others. Service facilities and infrastructure are also in accordance with needs. A mechanism for complaints, suggestions and input from the public has also been established. The public can make complaints or ask questions through the call center, Instagram, or Twitter of the Office of Population and Civil Registration."

This is also in line with what was conveyed by the Head of the General Affairs and Personnel Section of the Population and Civil Registration Service, as follows:

"The Population and Civil Registration Service has set public service standards for all service products organized by the Population and Civil Registration Service. Public service standards have also been socialized to the public. The whole community can view and download these standards on the website of the Population and Civil Registration Office."

After obtaining information from the Head of the General Affairs and Personnel Section, the researchers conducted a search on the website of the Population and Civil Registration Office with a web link : http://dispendukcapil.surabaya.go.id/ and found:

Table 2. Public Service Standard Documents

Mechanism	Requirements/ Blank	Time
Applicant	1. Photocopy of Family Card; 2. Photocopy of Marriage Certificate (for residents who are not yet 17 years old, but are already married); 3. Photocopy of Birth Certificate; 4. A certificate of arrival from abroad issued by the implementation agency for Indonesian citizens who come from abroad due to moving;	
Rukun Tetangga (Neighborhood Association) and *Rukun Warga* (Community Association)	1. *Rukun Tetangga* and *Rukun Warga* make cover letters for making Resident Identity Cards;	
Urban village	1. Residents fill out and sign form F-1.21. (Application Form for Indonesian Citizen Identity Card); 2. The registration officer records the Population Events and Important Events in the diary; 3. The registration officer verifies and validates the data; 4. Urban village head signs the Identity Card Application Form; 5. The registrar submits the Identity Card application form to residents to report to the sub-district head;	
Sub-district	1. The registration officer verifies and validates the population data; 2. The sub-district head issues an identity card.	At least 7 working days
Retribution	0 IDR	
Reporting Delay Period	- Working days	
Administrative Fines (Late Report)	0 IDR	

4.1.2 Implementer Attitude

Regarding the behavior of the service implementers of the Population and Civil Registration Service delivered by the staff of the Population and Civil Registration Office as the Receptionist stating that: *"We always serve the community well, friendly and polite. Every time the community enters our door, we always ask 'how can we help you?' We ask them to sit down first, then provide services according to their intention and purpose."* This is in line with what was stated by the Secretariat Staff of the Office of Population and Civil Registration: *"Work is part of worship, especially in serving the community. We always try to provide good service to the whole community although sometimes there are also people who are a bit difficult to explain."*

Regarding the public opinion on the behavior of executors in providing services, Yohana stated as follows: *"In my opinion, the officers were good in serving. I went to the Population and Civil Registration Service to legalize birth certificates. At first, I went to the sub-district, but from the sub-district to legalize it, I was directed directly to the Population and Civil Registration Service."* Budi S. Gandi as a resident of the city of Surabaya and also a lawyer who performs services at the Population and Civil Registration Service stated: *"The service provided by the officers is good. I have been here three times to deal with my client because the name on the diploma was different from the birth certificate. So, I consulted with the Population and Civil Registration Service, and in my opinion, the service is good."*

Regarding the competence of executors in providing services to the community, the Head of General Affairs and Personnel stated: *"In my opinion, the employees of the Population and Civil Registration Office have competence in accordance with their main duties and functions. This is because all employees have new rules or matters, so all*

employees will be given training regarding knowledge of new rules as the basis for administrative services." This is also aligned as stated by the planning staff, as follows: *"The competence of the employees of the Department of Population and Civil Registration is in accordance with the Job Description. So, all employees have competence. Recently, there has also been development for employees regarding new regulations, as well as service training for employees. There was also training to create interesting and understandable outreach content related to administration population management to the community collaborating with Radio Suara Surabaya."* Then, the researchers were shown a picture of training on knowledge of new regulations and public service training which had also been published on the Instagram account of the Population and Civil Registration Service (Fig. 2).

4.1.3 Service Facilities and Infrastructure

Regarding the service facilities and infrastructure of the Population and Civil Registration Service, the Secretariat Staff of the Population and Civil Registration Service stated: *"Services to the community, including making family cards, birth certificates, death certificates, marriage certificates, etc., are carried out on the 1st floor at the Public Service Mall in the Siola Tunjungan Building. When people experience problems, they can just come to the office directly, but when there is no problem, it is usually finished at the service on the 1st floor."*

The informant also explained the service process at the Population and Civil Registration Office: *"Before 2018, the service was still offline. Many people came to the Public Service Mall. Sometimes some people did not get a seat while waiting. Since 2018, services could be carried out online with the E-Lampid application. There have been fewer public services, even in 2021 and until now in 2022, along with the Covid-19 pandemic. All people carry out services online. When they have problems related to the requirements file or missing information, they come directly to the Population and Civil Registration Office. It can be said that the facilities and infrastructure, such as waiting rooms, waiting chairs, etc. are all sufficient, right? because now, the services are online using technology."*

Researchers developed deeper questions to dig up information related to online services with the E-Lampid application, the informant explained: *"E-Lampid is a service innovation for the Population and Civil Registration Service, where services can be carried out online through the E-Lampid application. In the E-Lampid application, services can be carried out for the management of 6 (six) services, namely services for managing birth certificates, death certificates, marriage certificates, divorce certificates, letters of moving in and moving out which are known as 6 in 1 services."*

Fig. 2 : Employees Training for Population and Civil Registration Service

Based on the Announcement of the Top 99 of the minister of State Apparatus Utilization and Bureaucratic Reform, 6 in 1 service innovations through the E-Lampid application are included in the public service innovation program for the Population and Civil Registration Service. 6 in 1 innovations are sparked to break down the queue volume for public service requests at the Population and Civil Registration Office, brokers who open extortion, and cut the processing time for files. The people can process them without coming to the Population and Civil Registration Office. By using the E-Lampid application, the community can directly carry out public services in the administrative field, including the processing of certificates of birth, death, marriage, divorce, letters of moving in and moving out.

The E-Lampid application is currently also being developed into the E-Klampid application. In the E-Lampid application, there are 6 (six) types of "6 in 1" services, while in the E-Klampid application, there will be 44 (forty four) types of "all in one" services as stated by the Planning Staff as follows: *"We, the Department of Population and Civil Registration, always think of providing quality services for the whole community, fast, precise and easy services for the community, with a population of the city of Surabaya that is not small, around two million and nine hundred. To be able to provide fast, precise and easy services, we always take advantage of technology. We developed the E-Klampid application for online services so that the people can carry out services independently by registering for an E-Klampid account, going through the Village, or going through the District.* Regarding how to use the E-Klampid application, the informant explained: *"To submit services independently, the people must first create an E-Klampid account via the link:* https://wargaklampid-dispendukcapil.surabaya.go.id/daftar. *After the people have an E-Klampid account, they can carry out and get services independently through the E-Klampid application by logging in to the link:* https://klampid-dispendukcapil.surabaya.go.id./*".* The most data for managing population administration services through the E-Klampid application in 2021 are described as follows.
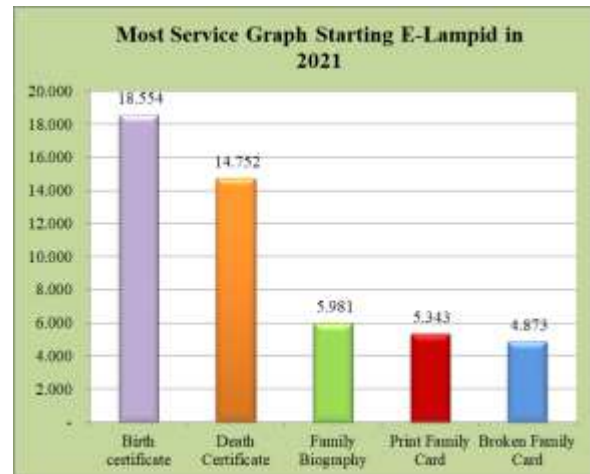

Fig. 3 : Most Services through E-Klampid in 2021
Source: Data processed by researchers based on, [20].

Figure 3 shows that the largest number of population administration services through the E-Klampid application amounted to 49,503, with details of processing 18,554 birth certificates, 14,752 death certificates, 5,981 family biography, 5,343 family cards and 4,873 broken family cards. This shows that the community is very enthusiastic about carrying out population administration services independently through the E-Klampid application. By using the E-Klampid application, services can also be carried out anywhere due to online services. The link image on the web for registering an E-Klampid account and performing services on E-Klampid is shown as follows (Fig. 4).

The Planning Staff conveyed*: "So, the hope of the Surabaya city government is that the people can carry out it independently through online arrangements, except for making new Electronic Identity Cards because the data must be recorded first. However, not all people can process their own needs online. If some people cannot process their own online, they can come directly to the domicile village to be assisted in getting the services needed. If the people come to the sub-district, they will be assisted by the sub-district officer. Filling in the application to the E-Klampid website along with scans of supporting documents will be carried out by the registration officer at the sub-district. Then, the applicant will be given an e-Kitir (electronic kitir) that has a QR Code to check the progress and the authenticity of the e-Kitir document. Next, the applicant just waits for the verification and validation process of the application data by the officers at the Population and Civil Registration*

Service. The product will be received in the form of a pdf file with TTE (Electronic Signature) by the village registration officer and can be printed at the village office, so no need to wait for long."

The data on the number of birth certificates and death certificates that have been issued by the Surabaya City Population and Civil Registration Service from January to July 2021 are shown as follows (Fig. 5 and Fig. 6).
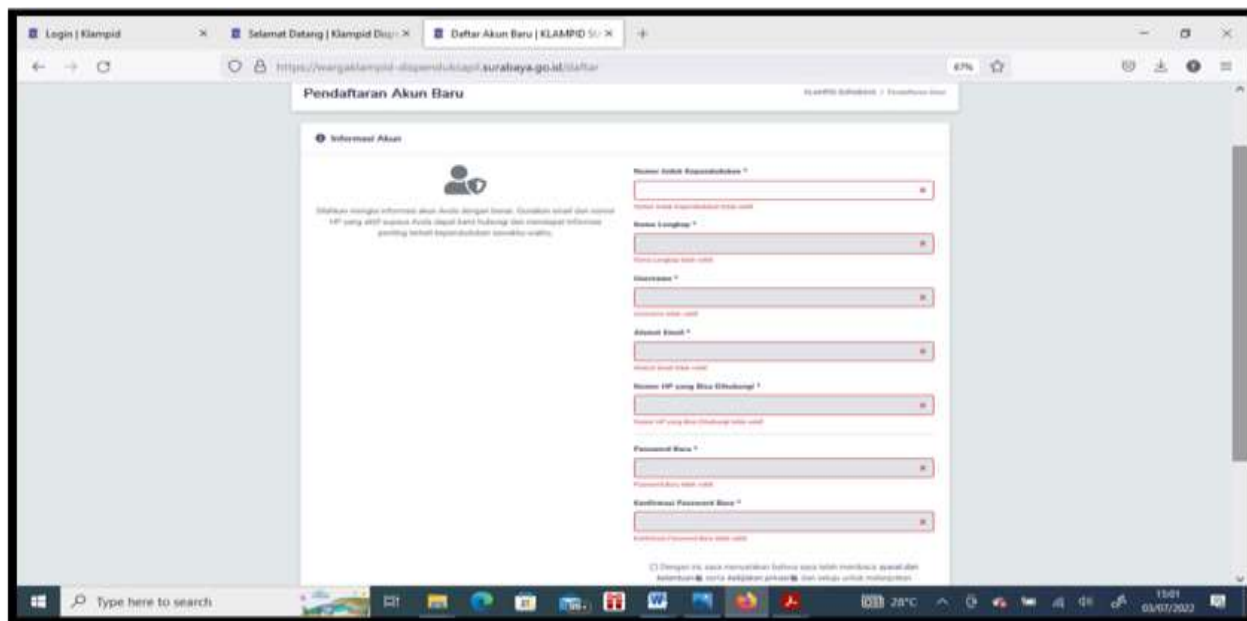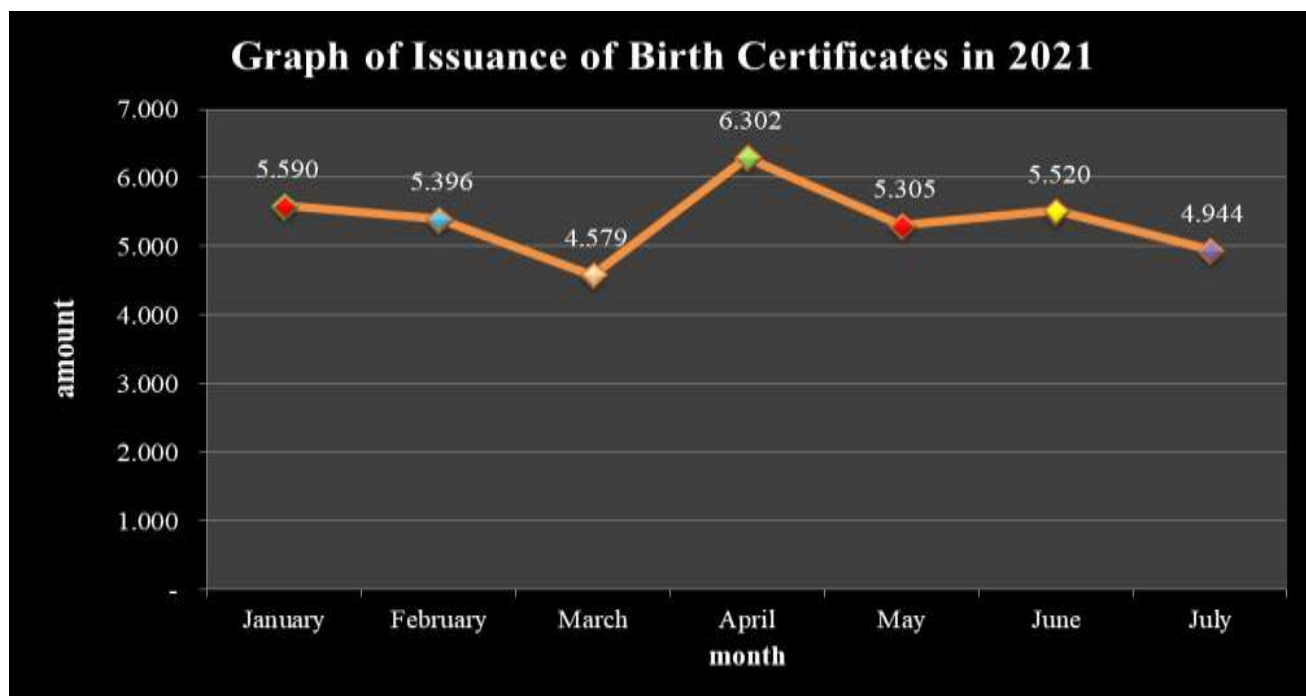

Fig. 4 : E-Klampid account registration page

Fig. 5 : Issuance of Birth Certificate in 2021
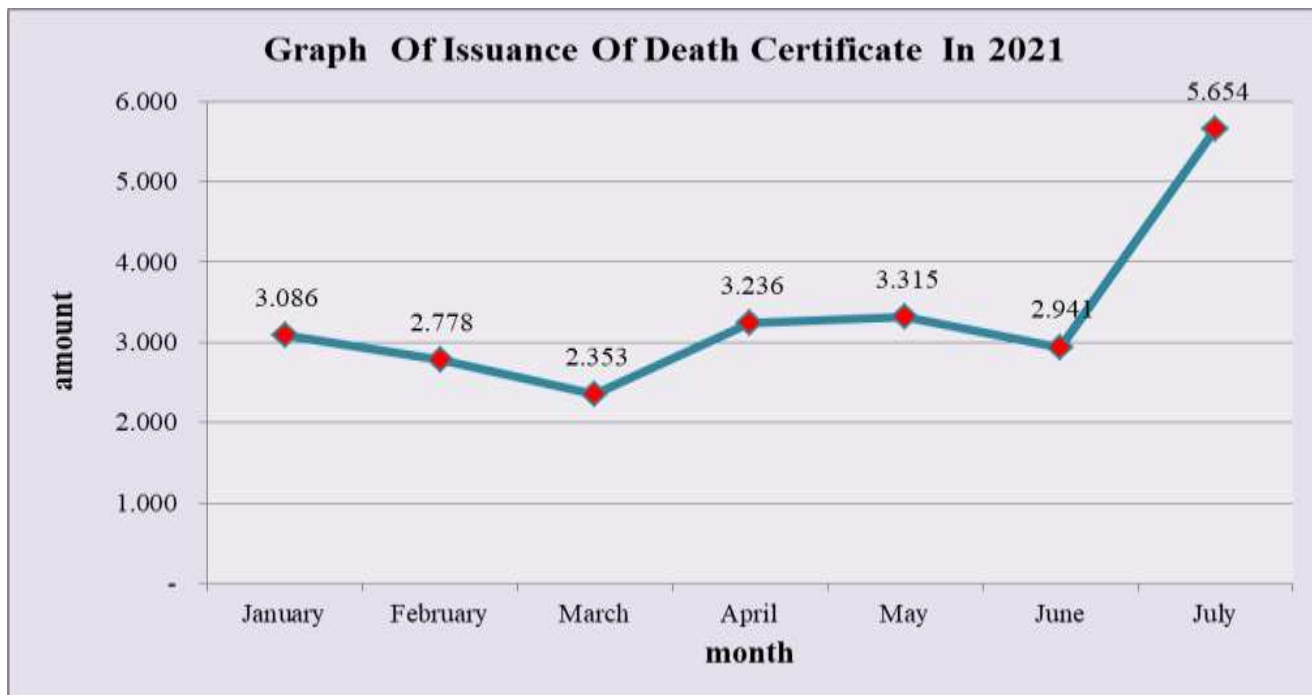*Source: Data processed by researchers based on, [20].*

Fig. 6 : Issuance of Death Certificate in 2021
Source: Data processed by researchers based on, [20].

Based on the data above, from January to July 2021, the Surabaya City Population and Civil Registration Office has issued 37,636 birth certificates and 23,363 death certificates. This shows that the Surabaya City Population and Civil Registration Office in 2021 in the condition of the Covid-19 pandemic provided online services to the community with the E-Klampid application. This means that the residents could carry out services independently or through the domicile village.

Regarding the facilities and infrastructure in the form of space and furniture for service areas at the Population and Civil Registration Office, the Secretariat Staff stated as follows: *"At the Population and Civil Registration Office, the service room for the community is made as comfortable as possible. It is in the front lobby, and there is the work space for all employees of the Population and Civil Registration Service behind it. The service room consists of a reception desk, tables and sofas for service applicants. The atmosphere of the room is made the same as in cafes, I hope that the applicants will not get bored while waiting."*

This is also in line with what was stated by Yohana as the service applicant as follows: "I am currently processing the legalization of birth certificates. In my opinion, the waiting room is comfortable. The atmosphere is good like in a cafe. The place is also clean."

Based on the researchers' observations about the space and furniture of the service area at the Population and Civil Registration Office, it can be described as follows: *"The service area is made into a concept like a cafe. It is named 'Cafe Pelayanan Adminduk.' After the entrance, there is a receptionist table to ask for service. The receptionist always greets first, asks what can be helped and invites to have a seat. Sofa chairs are arranged in a circle with one table in the middle which makes it easy to communicate and have a discussion. The lighting and the color of the wallpaper are also very comfortable to feel. There is also an interior to place an award plaque, or from external parties who visit the Population and Civil Registration Service of Surabaya City Government.*

The researchers also documented the results of observations of the service room at the Population and Civil Registration Office in the form of photographs. Some of the service activities of the service officers provided to the community were also a concern of the researchers in doing the observations. The picture documentation of the space and activities in providing services to the community are presented in the following.

Fig. 7 : Picture documentation at the population administration service room

5 Discussion

The Department of Population and Civil Registration of Surabaya City Government has made and determined public service standards for all types of services, namely requirements, procedures, duration, costs and service products. In total, there are 54 types of service standards. The behavior of service providers at the Population and Civil Registration Office is good in providing services with a friendly, polite, and responsive attitude to all applicants. The population and civil registration service always adheres to provide fast, precise and easy services and has a value that the work of serving is also part of worship.

This is in line with the findings, [8], [6], [7], that an employee has motivation in providing public services since she/he starts working. All employees at the Population and Civil Registration Service have competence in accordance with the main tasks of their respective functions. The Population and Civil Registration Service always upgrades by providing training on changes or new regulations related to population administration and services to the community. It also provides training in creating information about population administration as interesting and understandable content by the community.

The implementation of population administration services at the Population and Civil Registration Office of Surabaya City Government is carried out online through the application E-Klampid so that people can process it independently, except for making new Electronic Identity Cards because the data must be recorded first. This is in line with the findings, [14], showing that the presence of information technology is very important, not only for the future of Slovakia, but also for Europe and the world as a global community in order to provide fast, accurate and quality public services to the people.

If some people cannot process their own online, they can come directly to the domicile sub-district to get the services they need. People who come to the village office will be assisted by the village officer to fill in the application on the E-Klampid website along with scans of supporting documents. Then, the applicant will be given an e-Kitir (electronic kitir) that has a QR Code to check the progress of the application and the authenticity of the e-Kitir document. Next, the applicant just waits for the verification and validation process of the application data by the Population and Civil Registration Service officers. The product will be received in the form of a pdf file with TTE (Electronic Signature) by the sub-district registration officer and can be printed at the sub-district office. Service facilities and infrastructure at the Department of Population and Civil Registration are good. The service room is comfortable and clean with a space concept like a cafe named '*Cafe Pelayanan Adminduk.*' Sofa chairs are arranged in a circle with a table in the middle

which makes it easy to communicate and discuss. The lighting and the color of the wallpaper are also comfortable to feel. There is also an interior to place various information and award plaques from external parties.

6 Conclusion

The model for the implementation of population administration and civil registration services at the Population and Civil Registration Service of Surabaya City Government is in accordance with Law Number 25 of 2009 concerning the administration of public services. The services also emphasize on the use of technology to provide fast, precise and easy services. In the process of providing services, the Department of Population and Civil Registration has established public service standards as a reference in the process of providing public services to the community. The behavior of service providers at the Population and Civil Registration Office is good in providing services with a friendly, polite, and responsive attitude to all applicants. The population and civil registration service always adheres to provide fast, precise and easy services, and has a value that the work of serving is also part of worship. The ability of the organization to respond is fast on unexpected changes in fulfilling the demands and needs of an increasingly changing community. The Population and Civil Registration Service of Surabaya City Government has a responsive behavior in providing services to the community based on the community's demands for better services.

In addition, all employees at the Population and Civil Registration Office have competence in accordance with the main tasks of their respective functions. The Population and Civil Registration Office always upgrades by providing training on changes or new regulations related to population administration and services to the community, as well as providing training in creating interesting and understandable information about population administration by the community. The implementation of population administration services at the Population and Civil Registration Office of Surabaya City Government is carried out online through the E-Klampid application so that the people can process it independently, except for making new e-Identity Cards because the data must be recorded first. The Department of Population and Civil Registration always uses technology to provide easy and fast services. A technological approach must be taken in carrying out agile governance. Easy, fast and precise services will be realized by utilizing technological developments as carried out by the Department of Population and Civil Registration.

If the people cannot process their own online, they can come directly to the domicile sub-district to get the services they need. People who come to the urban village will be assisted by urban village officers to fill in the application on the E-Klampid website along with scans of supporting documents. Then, the applicant will be given an e-Kitir with a QR Code to check the progress of the application and the authenticity of the e-Kitir document. Next, the applicant only needs to wait for the verification and validation process of the application data by the Population and Civil Registration Service officer. The product will be received in the form of an Electronic Signature pdf file by the sub-district registration officer and can be printed at the sub-district office. Service facilities and infrastructure at the Department of Population and Civil Registration are good. The service room is comfortable and clean with a space concept like a cafe named 'Cafe Pelayanan Adminduk.' Sofa chairs are arranged in a circle with one table in the middle which makes it easy to communicate and discuss. The lighting and the color of the wallpaper are also very comfortable to feel. There is also an interior to place various service information that can be accessed easily by the community.

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