The Influence Of Population Administrative Policy Implementation On The Quality Of Id Card Service

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Abstract. The research aims to analyze the influence of population administrative policy implementation on the quality of ID card service in South Minahasa District. The variables used are policy standards and objectives, policy resources, inter-organizational communication, the characteristics of the implementation agencies, the economic, social and political environment, and response of the implementers. The result shows that the implementation of population administrative policy is very much determined by the communication factor. One of the factors causing the inefficiency of ID card service is the inadequate role of society in the implementation of population administrative policy. The implementation agencies from the Office of Population and Civil Administration must ceaselessly build both vertical and horizontal communications with South Minahasa people.

Keywords: population administrative policy implementation, id card service quality, south minahasa

INTRODUCTION

The organization and management of population administration has not been done optimally and professionally, started from population data entry and database up to administrative service problems, mostly caused by inefficient service quality. Complaints from people are directly uttered or spoken by mass media. People often complain on the unprofessional performance of the operational service agencies, the limited infrastructures, the difficult access to service location, and the expensive service fee, not in accordance with the provision. Government has anticipated such problems by conducting institutional re-organization, providing employee education and trainings, setting aside some budgets, and designing policy to make service easier with better quality.

In South Minahasa District, the local government has issued the Regional Regulation (RR) No. 27/2006 on the Population Registry and Civil Record Service Implementation and Its Retribution. The policy is issued to improve the service quality; for example, to overcome the problem of location, ID card service, besides available in the Department of Population and Civil Administration, can also be found in the Sub-District Office (Article 6). In terms of service and budgeting, the Head of the District may cooperate with third party (Article 37 paragraph 4)

In addition, in order to provide Guide to Basic Tasks and Functions, and to understand the Goals and Targets of the Regional Regulation, the policy is further detailed into certain Standard Operational Procedure such District Head Regulation (Article 37 paragraph 5). The policy also regulated that District Head has the authority and responsibility for the monitoring (Article 46) and give retribution cutback, as well as waivers for the poor.

However in reality, the service is still not optimum. The indicator is people still complain on the performance of the operational agencies, the infrastructures, the fee, the service comfort and quality, as well as service extent. People mostly choose the service in the Office of Population and Civil Administration, since the service in the Sub-district Office is worse. Furthermore, government
does not make any cooperation with private institution to support the implementation; there is also no policy derivative as the technical guide of the implementation of the Regional Regulation (RR). Social monitoring is very rare, and the limited budget obstructs the implementation. The coordination on bureaucracy level is also not optimum.

A set of observations and pre-research show that the inefficiency of the service is among others due to the fact that the quality of Human Resource does not support the Goals and Targets of RR: the operational agents often limitedly comprehend the Goals and Targets due to the lack of socialization and coordination. Limited budget and scarce social monitoring also contribute to the inefficiency of the implementation of RR.

Based on the background, the research identifies the problems in the following statement: The population administrative policy implementation is not optimum, thus affecting the ID card Service Quality.

Based on the above problem statement, the question of the research is as follow:

*How significant is the influence of population administrative policy implementation on the ID card service quality in South Minahasa District, North Sulawesi Province?*

The policy implementation theory used is from Van Meter and Van Horn (1975). They introduced six components that affect policy implementation, i.e.: policy standards and objectives, the resources and incentives, the quality of inter-organizational relationship, the characteristics of the implementation agencies, the economic, social and political environment, and response of the implementers.

For the Public Service Quality, this research uses the theory of Zeithaml, et.al. (1990) that simplifies the service quality into five dimensions, i.e. tangibility, reliability, responsiveness, assurance and empathy.

Based on the background and theoretical framework above, the hypothesis proposed is “the influence of population administrative policy implementation on the ID card service quality in South Minahasa District is determined by the components of policy standards and objectives, the resources and incentives, the quality of inter-organizational relationship, the characteristics of the implementation agencies, the economic, social and political environment, and response of the implementers.

The approach used is descriptive and verificative. Both function to describe the phenomena occurred, then hypothesis is test through data collection. The method used is survey research, i.e. explaining and analyzing the influence of x on y through path coefficient analysis. The data collection techniques used are questionnaire, interviews, literary study and observation. The population is the entire employees in the Office of Population and Civil Administration in South Minahasa District and the employees in the Sub-District Office.

**RESEARCH METHODS**

This research was done at the South Minahasa District, North Sulawesi, Indonesia. This research used a case study method on the South Minahasa District, which is a research method designed to know the implementation of population administrative policy on the quality of ID card service.

The variables used are policy standards and objectives, policy resources, inter-organizational communication, the characteristics of the implementation agencies, the economic, social and political environment, and response of the implementers.

**RESULT AND DISCUSSION**

The measurement result of the dimensions’ correlation on the variable of population administrative policy implementation on the ID card service quality is portrayed in Table 1.

The path coefficient of population administrative policy implementation on the ID card service quality is as follows:

$$\text{Service Quality} = 0.196X1 + 0.212X2 + 0.339X3 + 0.330X4 + 0.201X5 + 0.232X6$$

For each increase in the variable of population administrative policy implementation on the ID card service quality is seen in the following table: Based on the measurement of determination coefficient from path analysis, the influence of population administrative policy implementation on the ID card service quality is 67.2%, while other factor is 33.8%.

Simultaneous hypothesis is accepted because $F_{\text{hitu}} > F_{\text{table}}$ based on the research result and statistical test, the population administrative policy implementation shows a positive and significant influence on the increase of ID card service quality, both partially and simultaneously.

**Table 1. The Correlation Between the Implementation of Population Policy Implementation Administration to Service Quality Identity Card**

<table>
<thead>
<tr>
<th>Dimension</th>
<th>Correlation</th>
<th>Explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Policy standards and objectives (X1)</td>
<td>0.55</td>
<td>Quite Closely</td>
</tr>
<tr>
<td>2. Policy resources (X2)</td>
<td>0.35</td>
<td>Low</td>
</tr>
<tr>
<td>3. Inter-organizational communication (X3)</td>
<td>0.49</td>
<td>Quite Closely</td>
</tr>
<tr>
<td>4. The characteristics of the implementation agencies (X4)</td>
<td>0.53</td>
<td>Quite Closely</td>
</tr>
<tr>
<td>5. The economic, social, and political environment (X5)</td>
<td>0.34</td>
<td>Low</td>
</tr>
<tr>
<td>6. Response of the implementers (X6)</td>
<td>0.36</td>
<td>Low</td>
</tr>
</tbody>
</table>
LIANDO, THE INFLUENCE OF POPULATION ADMINISTRATIVE POLICY IMPLEMENTATION

Thus it can be concluded that the proposed hypothesis is tested and can be accepted scientifically.

Based on the research result, there is a significant influence of the implementation of the policy on the ID card service quality in South Minahasa District, based on the dimensions of the policy standards and objectives, policy resources, inter-organizational communication, the characteristics of the implementation agencies, the economic, social, and political environment, and the response of the implementers. Therefore, the public service can be implemented effectively. The more the government is close to people, the more it can perceive the need of people in reality, thus it can provide the best service for its people.

Therefore, the relation between variables in the research is proven through a statistical process where the population administrative policy implementation based on the dimensions of policy standards and objectives, policy resources, inter-organizational communication, the characteristics of the implementation agencies, the economic, social, and political environment, and the response of the implementers affect the ID card service quality in South Minahasa District. The service quality will become the standard of the efficiency of population administrative policy implementation. The service quality performed by the government, hence, affects the process of excellent public services, according to people’s needs.

**CONCLUSION**

The research shows that the influence of population administrative policy implementation on the ID card service quality in South Minahasa District is determined by the dimension of policy standards and objectives, policy resources, inter-organizational communication, the characteristics of the implementation agencies, the economic, social, and political environment, and the response of the implementers.

Among the six dimensions tested, the dimension of communication best affects the population administrative policy implementation. The stronger the communication dimension affects the population administrative policy implementation, the better the ID card service quality in South Minahasa District. The dimension that least affects the population administrative policy implementation is the dimension of economic, social, and political environment.

Based on the result, the research proposes a new concept that the population administrative policy implementation is more influenced by communication, or in other words, communication plays a significant role in public policy.

The research is expected to enrich the theory on policy implementation and the theory on public service quality. The set of research shows that the theory stated by Van Horn and Van Matter on the public policy implementation is still relevant, particularly in its relation to regional public service quality. The findings of the research show that while the theory states that the dimension of social and political environment is influential for policy implementation, the dimension has insignificant influence on the ID card service quality. Thus the government still needs to develop the policy so that the dimension has a strong influence on its implementation. If the political, social, and economic environment is improved, it will positively affect the implementation of public policy.

The research shows that the Public Administration Science has a significant role in overcoming problems of the public. It supports the idea that Public Administration Science can provide answers on the getting develop and dynamic problems of society. The research also shows that one way to improve the service quality is by designing a policy and implementing it effectively. Therefore, the role of public administration must be improved both quantitatively and qualitatively for the benefit of the society.

The research shows that there are other dimensions that influence ID card service quality. To develop and enrich Public Administration Science there should be further researches to study those new dimensions.

One of the factors that causes the inefficiency of ID
card service quality is the insignificant role of society in population administrative policy implementation. A technical guide on the procedure of people participation in each stage of policy implementation is required. The provision on public involvement in government’s policy is stipulated in Law No. 10/2004 on the Legal Law Formation. Law No. 32/2004 on the Regional Government must be derived into the order of DPRD (Regional People’s House of Representative) in South Minahasa District or else derived into Regional Regulation on the Procedure and Mechanism of People Participation on each stage of policy implementation.

Effective communication is incessantly required for the policy implementers in the Office of Population and Civil Administration in South Minahasa District both vertically and horizontally. Communication is useful for equalizing the understanding between superintendents and their subordinates or among employees in order to overcome conflicts and strengthen coordination and monitoring.

Equalizing of perception between the Head of the Office of Population and Civil Administration and his subordinates in the policy implementation is required, in the form of Working Guide to achieve institutional objectives. The equal perception is on how the policy should be implemented, and what objectives are expected.

Budget must be designed according to the need to improve the facilities, infrastructures, such as proper rooms, adequate logistics, as well as non physical activities that support policy implementation such as education and trainings, additional funding for incentives, and policy socialization.

Employee professionalism very much influence public service quality, therefore some strategies to produce professional employees is required, starting from recruitment, positioning based on skills and expertise, moral and ethical development, budgeting for regular employee education and trainings, incentives for employees with high achievement, sanctions for underachievers, up to workshops not only for employee’s promotion but also for employee’s skill improvement.

Local government should form a team of Local Government Employees’ Competence under the coordination of the regional secretary of South Minahasa District. This team evaluates and tests the competence of the employees and suit it with their position to get the right man in the right place. One of the factors of employees’ dissatisfaction is the unsuitable position with their competence.

The success measurement of policy implementation is determined by the satisfaction level of service receivers. The consumers will be satisfied if they receive services according to what they need and expect. Hence, the Office of Population and Civil Administration in South Minahasa District needs to conduct a regular survey of people’s satisfaction index. To support it, Regional Regulation is required to technically account for the Minister of State Apparatus Empowerment’s Regulation (Kepmen PAN) No. 63/2003 on the General Guide of Public Service Implementation that further elaborates the Law No. 25/2010 on Public Service.

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