



EFFORTS TO IMPROVE THE QUALITY OF SERVICE IN BIRTH MAKING CERTIFICATES AT POPULATION AND CIVIL REGISTRY OFFICE IN NAGEKEO REGENCY NTT

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Abstract

One of the functions of the Department of Population and Civil Registry is providing services to issue birth certificate. Unfortunately, in the Nagekeo Regency, among 164.431 of total population inhabitants only, 19.71% have birth certificate. In addition, the number of birth certificates issued in a year are not comparable with the number of applicants who submitted. This is caused by less information in the society about procedure and the importance of birth certificates. This study attempts to answer why the quality of these services is still low and what actors that actually affect it. This study used a qualitative method with descriptive approach which the data is collected through interviews, observation and documentation techniques. The result shows that there is low quality of service in making a birth certificate at the Department of Population and Civil Registration Nagekeo Regency. It happened because of there are no dimensions of tangibles, reliability, responsiveness, assurance, and empathy in the ministry. Emergency service offices still, ministry means minimal, there is no information about the procedures, as well as any element of discrimination in the ministry. The low quality of these services for structures, systems, services, human resources, facilities and services are inadequate. Also found the influence of factors of leadership and implementation of cultural elements one against the figure of a "Mosalaki".

Keywords: *Quality of Services, Population of Civil Registry, Nagekeo Regency*

INTRODUCTION

Nagekeo Regency is one of the 21 regencies in East Nusa Tenggara Province. Through its bylaw No. 9 of 2009, the regency, which was bloomed based on Law No. 2 of 2007 of Ngada Regency, formed the Population and Civil Registration Service (hereinafter referred to as Disdukcapil). This service is the implementing element of the Local Government in the field of Population and Civil Registration led by a Head of Service who is under and responsible to the Regent through the Regional Secretary.

The existence of Disdukcapil, adequate regulations and various efforts to improve services that although newly implemented such as providing direct services to the Kelurahan / Village (Pick up the Ball), the division of handling of each Kelurahan / Village (Assisted Village) to each apparatus actually the quality of service, employee performance and service productivity in the field of civil registration in Nagekeo Regency can increase. However, this has less significant effect than the 164,431 total population of Nagekeo, only 19.71% have a Birth Certificate (Disdukcapil Kab. Nagekeo, 2015). In addition, there is the fact that the number of applications entered in

a given year is not capable of being issued entirely by the officer within the period in question. The birth certificate issued is still below the standard that should have been issued in the year in question, so the rest must be issued or completed in the following year. Such indications can be seen in the table below:

Table 1
Data on Issuance of Birth Certificates in Nagekeo District

No	Year	Incoming Applicants	Realization of Publishing	Percentage
1	2012	6472	3897	60%
2	2013	6950	4077	59 %
3	2014	7925	5774	73%
4	2015	6319	3770	60%

Source: Disdukcapil Nagekeo Regency

From table 1 above, it can be seen that every year there is always an application for the issuance of an unrealized Birth Certificate. For example, in 2014 there were 7925 applicants and only 5774 citations were realized or 73%. In addition, for the Year 2015, there were 6319 applicants who entered while only 3770 citations were realized, or 60%. It means that there are still 2549 citations or 40% of Birth Certificates that have not been issued and of course it becomes a burden in itself in the following year.

Various problems are believed to be the cause of the unrealized of the issuance and the low level of ownership of Birth Certificates in Nagekeo District both from the Disdukcapil itself and the applicant community. The local Daily Newspaper reported that almost all residents in Nagekeo District did not understand the mechanisms and procedures for handling Birth Certificates due to lack of information from the Disdukcapil and compounded by citizens' ignorance of the importance of birth certificate ownership (Savana Paradise, Agustus 2016). Most applications for making a Birth Certificate are based more on the interests or practical needs of the Birth Certificate alone, for example for school purposes, taking care of an ID card and applying for a job without realizing that the Birth Certificate is valid evidence of a person's birth status and event that must be owned from birth. So that if there is no interest in this practical function, the community is reluctant to take care of making a Birth Certificate.

METHODS

This research uses qualitative research methods with a descriptive approach. Descriptive research method is a research procedure that produces descriptive data in the form of written or spoken words from people and behaviors that are observed (Bogdan and Taylor in Moleong, 2002:3). This research method is intended to carefully

measure certain social phenomena (Singarimbun, 1989:4) and as a problem-solving procedure investigated by describing and describing the state of the subject or object of study at the present time or moment and on the basis of the facts that appear or as they are (Nawawi, 2003:63). Therefore, the descriptive method intended in this study is a method that seeks to describe the facts encountered in the field to find out how the quality of service and what factors affect the quality of service in making birth certificates at the Nagekeo Regency Population and Civil Registry Service. Based on these findings, the authors are trying to test the data so that they can find solutions that are right on target.

RESULTS AND DISCUSSIONS

Quality of Service in Making Birth Certificates at the Population and Civil Registration Service of Nagekeo Regency

The main data of service quality is the assessment of service users, which in this case is the community. In addition, information from the servants is also needed, data from documents or archives in the office, as well as the results of observations in the field. Therefore from these data sources can be known the actual quality of service. The dimensions used to measure are as follows:

1. *Tangibles*

Tangibles are seen from the location and appearance of the office, its service facilities, and the physical appearance of its apparatus. The Nagekeo Regency Population and Civil Registration Office is located on Jalan Simpang Danga-Marapokot, Danga Village, Aesesa District, Nagekeo Regency, NTT Province. From the address, it can be said that the location of the office is strategic because it is in the middle of the capital of Nagekeo Regency however, it is difficult to reach by people from 6 other districts because the distance is quite far to the regency capital. For more details can be seen table 2 below:

Table 2
Distance and Travel Time from District Capital
Getting to the District Capital Nagekeo

No	District	Capital city	Mileage (Km)	Required Time (Second)
1	Aesesa	Danga	0	0
2	Nangaroro	Nangaroro	45	4080
3	Boawae	Boawae	57	5160
4	Mauponggo	Mauponggo	77	7740
5	Wolowae	Marilewa	42	2700
6	Keo Tengah	Maundai	64	5820
7	Aesesa Selatan	Jawakisa	17	1380

Source: Nagekeo Regency in number, 2015

From Table 2, it can be seen that the farthest distance and the most time required to arrive at the Nagekeo Regency Population and Civil Registration Office office is from Mauponggo District, which is 72 km away

and the required time is 129 seconds or 2 hours 9 minutes. Meanwhile, South Aesesa district has the closest distance of 17 km and the required time is 1380 seconds or 23 minutes. Therefore, it is not an easy thing for people from 6 sub-districts to take care of population documents at the Nagekeo Regency Population and Civil Registry Office. Where they have to sacrifice a lot of time and costs to get to the office, especially if they go back and forth to the office more than once. Therefore this becomes a problem for people who want to access there, where it must take a lot of time and cost to arrive at the Office of the Population and Civil Registration Office of Kabupeten Nagekeo.

The next indicator of the Tangibles dimension is the appearance of the office and its service facilities. The Nagekeo Regency Population and Civil Registration Office is designed in 2 offices, namely the Secretariat office and the Service office which is built on a land area of 70×50 m² as shown in the picture below:



Picture 1. Situation in the Disdukcapil Service Office of Nagekeo District

The next Tangible indicator is the appearance of the apparatus. Based on observations in the field, the dressed appearance of the employees is indeed good. The clothes worn are in accordance with existing regulations so that they look neat and uniform in accordance with the existing rules where Monday-Tuesday: PDH clothes, Wednesday: Black-and-White clothes, Thursday: NTT regional motif clothes, and Friday work clothes.



Picture 2. Employees in uniform are serving the petitioners

With the discovery of various existing realities that although the appearance of the office is still very emergency and the service facilities are also still very lacking but have slightly met the expectations of the community through the physical appearance of the apparatus and the location of the office that is already strategic. Therefore, there needs to be further improvement related to the procurement of service facilities and office renovations so that the service is truly totally satisfying the community through the fulfillment of its tangibles.

2. *Reliability*

Reliability is the ability to realize services as promised to the community. A service is said to be of high quality if its implementation is in accordance with what has been promised before, especially with regard to the timeliness of its completion. There are times when the service provided to customers is not in line with the expected desires, so there is a gap between expectations and reality.

The next indicator of reliability is the ability of the apparatus to use tools, which in this case is a computer. From observations in the field, it was found that there are several apparatuses, especially those who handle the manufacture of Birth Certificates, who are less able to operate computers. Most of them can only afford to be limited to the application while the rest cannot.

The inability of employees to issue Birth Certificates within 14 working days and the presence of employees who have not been able to operate computers, it can be said that the dimension of reliability of service quality in making Birth Certificates in Nagekeo Regency Disdukcapil is still not visible. Where there is a gap between the promises given by the authorities and the existing reality. Because basically a service is said to be of high quality if there is a compatibility between what the organizer promises and what the service user experiences.

3. *Responsiveness*

Responsiveness is measuring the quality of service in terms of the responsiveness of officers in serving the community. If there is a problem or complaint, the officer should be able to resolve it seriously so that the community feels that he or she is actually being served by the officer. Speed and earnestness are very important in handling complaints. Therefore, it is necessary to know whether there is a certain strategy used by the Nagekeo District Disdukcapil party in handling every complaint that comes in.

The absence of a special employee to accommodate each complaint and suggestion box illustrates that the Nagekeo District Disdukcapil does not provide an opportunity for the community to raise their complaints or concerns. Therefore it is not surprising that the follow-up to the complaint is also very slow and long-winded. It needs to be acknowledged that the dimension of Responsiveness in birth certificate services has indeed begun to appear, it's just that the handling strategy needs to be addressed again. The Nagekeo District Disdukcapil should provide special employees to accommodate each complaint before it is forwarded to their respective fields. In addition to the field of civil

registration that requires the preparation of Birth Certificates, it also provides special employees to resolve any complaints so that there is no need to point fingers at each other among employees and the problem is quickly resolved.

4. *Assurance*

Assurance is the existence of clarity and certainty about services, namely how procedures, requirements, time targets, and protection against the impact of service results such as errors in issuance. Because through clear information that will make it easier for the public as service users to use the services provided, the user can find out what are the rights and obligations that he must fulfill for the services he will receive later.

The results of observations related to information requirements have indeed been publicly informed to the public through brochures, official official websites, and socialization in each Kelurahan and Village but the procedure for issuing birth certificates and punctuality is not included. Even worse, information relating to fixed procedures is not displayed in the office. The next indicator of the assurance dimension is the guarantee or responsibility for a misprinted Birth Certificate, for example an error in the writing of the name and place of birth date. No matter how hard we are, there must also be a fallacy. From the results of observations in the field, basically, the Disdukcapil Nagekeo is responsible if there is a misprinted Birth Certificate. But the problem is that the process takes a long time because it is still being checked for the correctness of the data. The data is considered correct after there is a match between the applicant's will and other supporting documents such as bathing letters, bathing letters, birth certificates, and diplomas for those who already have them.

5. *Empathy*

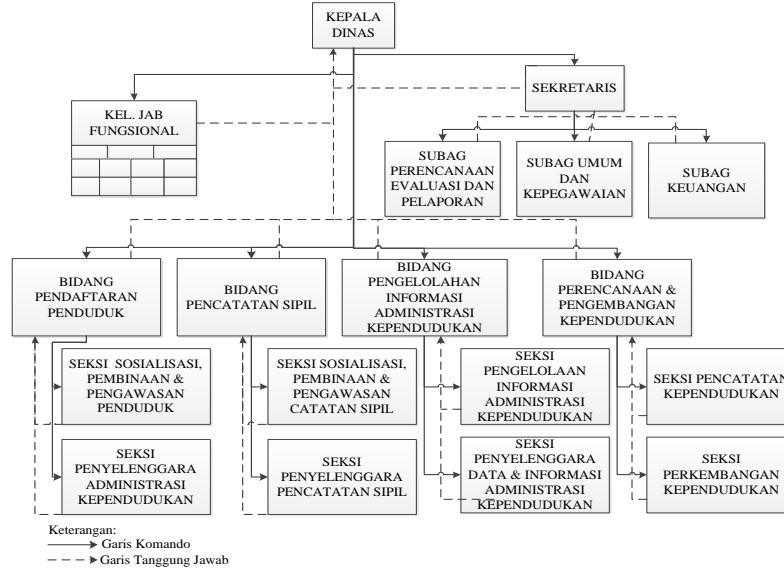
Empathy here it relates to the attention of the Civil Registration officer to the problems facing the applicant and feels himself in the same feelings as the petitioner shown by his friendly attitude, polite attitude, and non-discriminatory. The dominance of employees who do not care much about the problems faced by the applicant community and the existence of an element of discrimination in their services is clear that the empathy dimension of the birth certificate service at the Nagekeo District Population and Civil Registration Service is also still not there.

Factors Affecting the Quality of Public Services in Making Birth Certificates at the Nagekeo District Population and Civil Registration Service

The quality of service has certain criteria that are actually constantly changing and everyone can judge with different criteria. Where basically quality is a dynamic condition related to products, services, people and the environment that meets or exceeds expectations. This is the case in this study which in the previous section has tried to look at the quality of service from five dimensions as revealed by Zeithaml et al. That measure is not the only one, where the success of an organization is also influenced by the factors that surround it. There are also factors that affect the quality of services in making Birth Certificates at the Population and Civil Registration Service, namely organizational structure, service system, human resources, and service facilities and infrastructure.

1. Organizational structure

The organizational structure in the Nagekeo Regency Disdukcapil was formed based on Nagekeo Regency Bylaw Number 7 of 2009, with the following structure chart:



Picture 3. Organizational Structure of the Population and Recording Service Nagekeo County Civil

The organizational structure of Disdukcapil Nagekeo above is an organizational structure with a "line and staff" model or pyramid consisting of six levels of structure, namely the structure of leaders, sections, subdivisions, fields, sections, and staff. The line and staff model structure is the most popular model in the Indonesian bureaucratic environment where in addition to grouping the duties and functions of the organization to each section then there is an implementing apparatus known as staff. The delegation of authority in this organization takes place vertically from one top of the leadership below. In managing the organization a leader is assisted by his staff. The task of the staff is to help provide thoughts, advice or suggestions, data, information and services to the leader as a consideration in making decisions and policies. However, with the line and staff structure model, is there a clear division of main tasks and functions, a good relationship between superiors and subordinates, and the delegation of authority to the Nageko Disdukcapil. Thus, related to the dimensions of this organizational structure will be examined from the three indicators below:

- a. The degree of division of the main tasks and functions

The organizational structure of the Nagekeo District Disdukcapil is a "line and staff" model where the actual division of main tasks and functions is clear. However, this is still not clear in the disdukcapil environment of Kabupateb Nagekeo where many employees work concurrently. For example, the employees who handle the service of making their Birth Certificates are also the ones who handle the making of

other Civil Registry Deeds such as Marriage Certificates, Divorce Deeds, Mathematical Deeds, and Child Recognition/Endorsement Deeds. In the absence of a clear division of tasks, there is an overlap between one task and another, it is difficult to control, point fingers at each other and throw responsibility at each other.

Thus, based on the information obtained from the employees, the society of birth certificate applicants, and the author's observations in the field, it can be said that the level of division of duties and functions in the Population and Civil Registration Service is still unclear so that it needs to be corrected. Each employee should have their own duties and functions, there is clarity between their duties and functions, not overlapping so that they have implications for the implementation of tasks responsibly and have a positive impact on achieving organizational goals.

b. The degree of relationship between superiors and subordinates

As far as the author's observations in the field, the level of relationship between superiors and subordinates is still strongly influenced by the Nagekeo "Mosalaki" culture where a superior is seen as a person who must be respected and served by his subordinates while subordinates are seen as a tool to carry out superior orders. This kind of situation is also better known as the culture of paternalism which views the superior as a party that must be respected and served by his subordinates. This kind of situation certainly makes subordinates feel dependent and dare not make decisions even if it is only related to technical matters or very urgent situations.

Based on the above statements and observations in the field, it can be said that the relationship between superiors and subordinates in Nagekeo District Disdukcapil is still not close and it seems that there is still a distance. Thus, it is necessary to change the perspective of all existing apparatuses, both as superiors and subordinates, that they are equally as public services that must support each other without discriminating between one another.

c. Delegation of authority

The existence of a distance between superiors and subordinates is almost certain that there is no delegation of authority to subordinates. This is indeed proven when the Head of Service is not in place or has an exit duty then the service is eliminated because based on direct observation he is the "motor" of the organization. Almost everything had to be consulted with him and he was the one who took his decision without any delegation of authority. Moreover, with regard to the signing of the Birth Certificate, so far only he has the authority to do so. So it is not surprising that if he is not in place, the ministry is abolished. The absence of a Head of Service is certainly a stumbling block for the petitioner community and a happiness for the apparatus because they do not have to go to the trouble of serving the community and it is only enough to say that the Head of Service does not exist and the service is abolished.

Thus, based on the statements and facts on the ground, it can be said that the delegation of authority to the Nagekeo District Population and Civil Registration Service has not been very visible. All decisions still depend on the boss. Thus this becomes a separate task for superiors to give their subordinates more opportunities to dare to make decisions and delegate authority to him. Because with the delegation of authority, it is believed that there will be various breakthroughs or innovations to improve the quality of service.

2. Service System

In order to provide the best service for the community, the Nagekeo District Disdukcapil must pay attention to the clarity of information about the services provided, the comfort of the place of service, and protection against the impact of service results seen below:

a. Clarity of information about the services provided

One of the indicators of service quality is where the suit operator informs publicly various things about the services that will be provided to service users. Because with clear information, service users can find out what their rights and obligations are when using these services. In connection with this study, clarity of information related to the extent to which the Nagekeo District Disdukcapil informs the public about the procedures/procedures, requirements, and completion time for making a Birth Certificate.

Based on the findings in the field, basically the Population and Civil Registration Service of Nagekeo Regency informs the public about the service, but it has not been done in total because the information contained both through the official website of the service, brochures, it is more on the profile of the Service, the types of services, and the conditions that must be met to take care of Population documents while information relating to the procedures and time required to issue a Birth Certificate is not generally informed to the public. Let alone through the website and brochures, in the Office alone there is no information related to these things. The information board alone does not exist let alone the information. Thus it is not surprising that the petitioner's society is confused by the procedure for making a Birth Certificate. About who the clerk is they should meet first, which counter they should stop by first and once again the author says the procedure is confusing.

b. Convenience related to the location of the place of service

Good service is certainly able to create comfort for its service users where the service environment is clean, there is a room equipped with TV, air conditioning, parking lots, and toilets. However, this is not found in the Nagekeo District Population and Civil Registration Service. In addition to the office which is so narrow which only measures $9 \times 7 \text{ m}^2$, the office is also walled with weathered bamboo so it is not surprising that dust is flying more and more here which is definitely interfering with the service process.

Here and there are garbage and piles of files that are simply abandoned because of the lack of cabinets.

3. Human Resources

Whether an organization succeeds or not depends on Human Resources (HR) or people in the bureaucratic environment because they are the "motor" of the organization. Thus, every organization needs to have adequate human resources both in terms of quantity and quality..

As an element of local government management and in order to achieve quality services, the Nagekeo Regency Disdukcapil certainly also needs adequate human resources both in terms of quantity and quality which can be measured by the number of employees, level of education, and work experience. Because often these things are believed to be the cause of the low quality of service. For this reason, related to the dimensions of HR, it will be examined from the three indicators.

a. Number of Employees

The number of employees in the Civil Registration Division is 11 people as in table 3 below:

Table 3
Composition of Civil Registration Employees
By Gender

No	Gender	Number of Employees (Person)	Percentage
1	Laki-laki	3	27%
2	Perempuan	8	73%
	Total	11	100%

Source: Disdukcapil Nagekeo Regency, 2015

From the table above, it can be explained that the number of employees in the Civil Registration Division is 11 people or 22.44% of the total number of employees in the Nagekeo District Disdukcapil. Of the 11 people, 3 male employees or 27% and 8 female employees or 73%. In addition, of these, 3 people have the status of civil servants with positions as Kabid and 2 Kasi, while the other 8 people are honorary employees or THL (Freelance Daily Workers) who are staff / operators.

b. Level of Education

Quality services, of course, require people who are highly educated and there is a compatibility between the education department and its field of duty. The following is the composition of employees of the Population and Civil Registration Sector based on their level of education.

Table 4
Composition of Civil Registration Employees Based on Education Level

No	Education Level	Number of Employees (Person)	Percentage
1	SMA	0	0
2	D3	1	9%
3	S1	10	91%
4	S 2	0	0
	Total	11	100%

Source: Disdukcapil Nagekeo Regency, 2015

From table 4 above it can be seen that the dominant civil registration staff are S1, namely 10 people or 91%, and 1 person or 9% has a D3 education. This situation is indeed good, but can the existing level of education create quality services because from the existing data these employees come from various educational majors. For more details, see Table 5 below:

Table 5
Composition of Civil Registration Employees
According to the Department of Education

No	Department of Education	Number of Employees (person)	Percentage
1	Ilmus Sosial dan Politik	2	18,18%
2	Pertanian	4	36,36%
3	Perikanan	2	18,18%
4	Sistem Komputer	1	9,09%
5	Perpajakan	1	9,09%
6	Teknik Pengairan	1	9,09%
	Total	11	100%

Source: Disdukcapil Nagekeo Regency, 2015

From Table 5 above, it can be seen that of the total employees who serve the creation of Birth Certificates, the dominant is those from the Education department which is much different from their field of duty,

namely 8 people or 72.72%. Meanwhile, those who have a relationship with their field of duty are only 3 people or 27.27%, namely in the Department of Social and Political Sciences and Computer Systems. With more dominant employees with different backgrounds of knowledge from their field of duty, it is not surprising that their work is less than optimal. A lot of work time is wasted because they will always consult with superiors or fellow employees who are considered capable.

c. Length of work

In addition to the number of personnel, the level of education as previously disclosed, the work experience of employees also has a great influence on the quality of service. There is a belief that the longer a person works in their field, the more courageous it is to solve every problem faced in their work. Conversely, if a new employee is either newly appointed or mutated from a certain agency then he or she needs at least a long time to adjust to the field of duty he has just assumed. Thus, it is necessary to examine the extent of the work experience of the employees who serve the creation of Birth Certificates in the Nagekeo District Disdukcapil.

Table 6
Composition of Civil Registration Employees
Jumlah pegawai According to Length of Work

No	Length of work	Number of Employees	Percentage
1	0-1 Tahun	-	-
2	1-2 Tahun	7	63,64%
3	2-3 Tahun	2	18,18%
4	3-4 Tahun		-
5	4-5 Tahun	-	-
6	5 Tahun ke atas	2	18,18%
Total		11	100%

Source: Disdukcapil Nagekeo Regency, 2015

From table 6 above, it can be seen that the employees in the Civil Registration Field are predominantly those who have only worked for 1-2 years, namely 7 people or 63.64% who are all THL, then those who work over 2-3 years are 2 people or 18.18%, namely in the Head of Civil Registration and the newly mutated Civil Registration Operator Kasi from the Finance Office, furthermore, those who have worked for 5 years and over 2 people or 18.18% are in the Head of Socialization of Civil Registration Development and Supervision and an operator who started working since the Population and Civil Registration Service was formed.

The above circumstances where 63.64% of new employees work 1-2 years will certainly greatly affect the quality of Birth Certificate services.

4. Interpretation of Relationships between Variables

After examining the descriptions above, it can be said that the low quality of service in making Birth Certificates in Nagekeo Regency Disdukcapil is because there are no dimensions of tangibles, reliability, responsiveness, assurance, and empathy in these services. The low quality of service is due to factors such as organizational structure, service system, human resources and inadequate facilities and infrastructure. The relationship between these variables can be understood in the following description.

1. The relationship between organizational structure and service quality

The distance between superiors and subordinates in the Nagekeo Regency Disdukcapil is almost certain that there is no delegation of authority to subordinates. This is indeed proven where when the Head of Service is not in place or has an exit duty again, the service is eliminated. This really shows that all decisions can only be taken by the Head of Service without any delegation of authority. The absence of delegation of authority can of course cripple the service process. How can not subordinates or operators are those who almost every second deal with society so that they are the ones who know very well the needs of the applicant society. Thus they can also make decisions if their superiors are not present or in urgent situations. The absence of delegation of authority only kills the service process. It is useless to have passed various stages of service if in the end also the Birth Certificate cannot be paraphrased by the Head because he is not in place. Even worse, if the absence is for a long time, the service process does not run and leads to the non-realization of quality service. For this reason, there needs to be a delegation of authority to subordinates so that the service process will continue even though the leader is not in place. So that people's expectations of fast, guaranteed service can be fulfilled.

2. The relationship between the service system and the quality of service.

The good or bad of a service also depends on the service system. The low quality of service in Nagekeo District Disdukcapik is due to the unclear service system. There are various components that make up the server system that are still not processed properly. Among other things, there is no disclosure of information related to the mechanism/procedure for making a Birth Certificate. Thus it is no wonder that his ministry became chaotic irregularly and crowded together. Because everyone wants to be the previous to be served, the non-halal method is used, namely by using "facilitating payments" and "insider". If there is openness related to fixed service procedures, it is certain that the service will be regular, not jostling and easy to control. Thus there will be no more potential discrimination in its service. Because in principle the

service is quality if the users of its services are treated fairly without any difference.

3. The relationship between human resources and service quality

Another factor that is also closely related to service quality is human resources. The low quality of service in making Birth Certificates in Nagekeo Regency Disdukcapil is due to its human resources. How can the service be of high quality if human resources alone are still minimal, both in terms of quantity, quality, and work experience. There are only 11 employees with details of 8 operators, 2 Kasi, and the Head of Civil Registration. While their workload is very high i.e. having to serve all matters relating to Civil Registry Deeds including the Birth Certificate itself. 8 staff/operators are honorary, while 3 of his superiors are civil servants. 91% of them are S1 education but from various education majors that are very much different from their field of duty. Only 3 people whose education majors are slightly related to the field of assignments carried out, namely 2 people from the Social and Political Sciences department and 1 person from the Computer System. In addition, they are also rarely included in various courses and training.

By listening to the situation of human resources above, it is not surprising that the quality of Birth Certificate services at the Nagekeo Regency Disdukcapil is still very low. Service will be fast and on target if the number of employees is proportional to the workload carried out. Specifically serving the creation of Birth Certificates, data was obtained that there were 11 officers, of which 8 people were operators / staff and 3 people were their superiors, namely 1 Kabid and 2 cashiers. With such an amount how can the service be fast while they must also serve the issuance of other Civil Registry Deeds. It is not an easy job with 8 staff and must serve all matters relating to the Civil Registry Deeds. From the number of existing employees, of course, it cannot support the creation of quality of service, be it from the dimensions of realibility, responsiveness, assurance, and emphaty. With a staff of 8 people, of course, they are not able to issue a Birth Certificate in accordance with the existing target time. In addition, with a high workload, of course, they are slow in responding to every applicant's complaint, sometimes rude and disrespectful, so it is not surprising that in providing services, sometimes the priority is people who have a special affinity with them and who are berduit. If the number of existing employees is proportional to the workload carried, it is certain that the service will be fast, the Birth Certificate will be issued in accordance with the existing time target, there is a guarantee of timeliness of issuance, and the potential for KKN elements is very small.

In addition, of the 11 employees who handle the creation of Birth Certificates, 91% have S1 education. With more dominant S1 educated employees, it is actually good when compared to the demands for the

implementation of duties and functions carried out and the demands for public service needs quickly and precisely. In addition, they are also rarely included in various courses and training. Thus it is not surprising that their work is less than optimal. A lot of work time is wasted because they will always consult with superiors or fellow employees who are considered capable as what some service users complain about as described earlier. If the background of knowledge is in accordance with their field of duty and is included in various courses and trainings that are clear, surely they are very professional in their work and service will become faster and of higher quality.

In relation to the work experience of 11 employees in charge of Birth Certificate services, 63.64% have only worked for 1-2 years. Meanwhile, those who have worked for 5 years and above are only 18.18%. The dominance of new employees, of course, takes a long time to adjust to the new work environment and the impact on service will be slow and long-winded. Because the longer a person works in their field, the more they will naturally have the courage to solve the problems encountered in their routine tasks. Problems will be solved professionally and as a result the community will feel more satisfied. Because in principle the service is of high quality if it can satisfy its service users.

4. The relationship between facilities and infrastructure with service quality

The low quality of service in making Birth Certificates is also caused by the lack of service facilities. From the field, it is reported that in the service office there are only 3 units of computers, 2 units of printers, 2 cabinets and other general equipment such as tables and chairs. This existing facility is certainly still very minimal because it is not comparable to the workload and the number of existing employees. How can service be faster and more effective if it is not supported by existing advice. Because with adequate facilities, it can create quality of service, both from the dimensions of realibility, responsiveness, assurance, and emphaty. With adequate facilities, of course, employees are able to issue Birth Certificates within 14 working days and there is a guarantee of timeliness. They are able to respond to community complaints quickly without having to take turns using computers or other means with their employees. In addition, with the speed and accuracy in service, of course, every community no longer needs to use "facilitating payments" and "insiders" as collateral to get services.

The findings on other factors that also affect the low quality of service in making Birth Certificates in Nagekeo Regency are:

1. Leadership Factors

From the results of interviews and observations in the field, it turns out that there is a new finding that is actually beyond the expectations of this study, namely the figure of a leader who in this case

is the Head of the Population and Civil Registration Service of Nagekeo Regency. The low quality of service in making Birth Certificates at Disdukcapil Nagekeo is also because the entire service process is so dependent on Head of departmentnya that it seems "Head of department centric". It is evident that if there are problems, both easy and complicated, it all depends on his decision. Even more extreme if the caddie is out then the ministry is eliminated. This circumstance is of course detrimental to the petitioner's society. Where do you want to go if the service is like this.

2. Incorrect application of culture

Nagekeo Mosalaki culture also affects the quality of service. Mosalaki is the name for the head of the traditional institutions in Nagekeo Regency who are charismatic and have magical powers. It is he who regulates the customary life of its citizens. Every sentence uttered by Mosalaki is seen as "sacred and occult". Therefore every citizen must carry it out and otherwise it will bring disaster and catastrophe to the entire village. This cultural element that researchers think is very inherent in Head of department Disdukcapil and there is a wrong application there. Head of department, who is none other than the descendants of mosalaki in his traditional village, also applies the mosalaki-style leadership spirit in Disdukcapil, Nagekeo Regency. This situation is also further reinforced by the behavior of subordinates who view Head of department as a figure who must be respected and served and not as a colleagues.

CONCLUSIONS

The low quality of service in making Birth Certificates at the Nagekeo Regency Population and Civil Registration Service because it has not met or contains some of the dimensions below:

1. Tangibles Dimension, although the location of the office is strategic and the appearance of the apparatus is good, it needs further improvement related to the procurement of service facilities and needs to be rebuilt a more permanent office.
2. Dimension of Reliability, it was found that existing employees were unable to issue birth certificates within 14 working days and there were also employees who were not able to operate computers.
3. Responsiveness dimension, it has begun to appear, it's just that there needs to be a special employee who handles every problem / complaint so that it can be resolved quickly and precisely.
4. Assurance Dimension, it's good enough, it's just that there needs to be information disclosure related to the procedure / fixed mechanism for issuing birth certificates so that services become regular and there are no elements of corruption.
5. Emphaty dimension, it is found that the existing apparatus is less friendly and there is still an element of "insider" and "facilitating payments" in the service.

The low quality of service is caused by several factors below, namely:



1. Organizational structure: The level of division of the main tasks and functions is still unclear, many employees have multiple duties. The relationship between superiors and subordinates is more influenced by Nagekeo's culture towards the figure of a "Mosalaki" so that superiors are seen as people who must be respected and served. While subordinates are only a tool to serve superiors. In addition, there is no delegation of authority from superiors to subordinates.
2. Service system: Absence of information disclosure related to fixed procedures/mechanisms for making Birth Certificates and no convenience related to the place of service.
3. HR: Existing employees are still very lacking and more dominated by inexperienced honorees (THL). Dominantly they come from a variety of scientific backgrounds different from their field of duty. In addition, they are rarely included in various trainings and courses.
4. Service facilities: The condition of the service office is still very emergency. The waiting room is uncomfortable, and the service facilities are still very minimal.
5. There are findings in the field that have a considerable effect on the low service in Nagekeo District Disdukcapil, namely: leadership factors that seem to "Head of department centric".

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