

## Implementation of Bureaucratic Reform in Population Administration Services in the Digital Era

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### ABSTRACT

The key to improving public services, specifically for service provider agencies, is to apply bureaucratic reform. This research aims to: 1) determine the application of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Department of Population and Civil Registration, Minahasa Regency, 2) determine the supporting and inhibiting factors in implementing bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Department of Population and Civil Registration, Minahasa Regency. This research is descriptive qualitative research and the data are collected through observation, interviews and documentation. Furthermore, the informants of this research are the Head of Service, Head of Population Registration Services, and Head of Civil Registration Services, as well as the people who make use of the services of Population Administration. Generally, the results of this research are: 1) The application of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Department of Population and Civil Registration, Minahasa Regency, is still low. This is found according to the following data: (a) The Department of Population and Civil Registration of Minahasa Regency is not punctual and is considered slow in publishing population administration, (b) The Department of Population and Civil Registration of Minahasa Regency is deemed unfriendly and the employees still discriminate in providing services, (c) The employees do not have good communication skills with the community, therefore the socialization and counselling cannot run optimally. 2) There are 3 (three) supporting factors, which are: (a) Availability of "legal shelter" (b) Community support and (c) External parties' support. Meanwhile, the inhibiting factors are: a) the Limited number of employees, b) The level of supervision related to the service is still weak, and c) The SOP (Standard Operating Procedure) has not been applied yet.

**Keywords:** Reform, Bureaucracy and Administration

## INTRODUCTION

Policy Minister empowerment Established state apparatus and bureaucracy through regulation no 18 of 2021 stipulates Bureaucratic Reform Road Map (RMRB) 2020–2024 which explains that Roadmap is part of the grand 2010–2025 bureaucratic reform design targeting the establishment of a world-class bureaucracy in 2025 with the characteristics of effective and efficient governance and quality public services. Bureaucratic reform is an effort to ensure the achievement of good governance through arrangement, acceleration, and innovation in various areas. Concerning Vision Mission President and Vice President then The Ministry of Administrative and Bureaucratic Reform implements clean, effective and reliable government management, with a set description as follows: 1. Creating institutions and bureaucratic governance that are lean, agile, integrated and based on an electronic-digital bureaucracy; 2. Building adaptive, professional, competitive and global-minded human resources; 3. Develop a government agency performance management system transparent and accountable; 4. Creating a professional, independent and integrity supervisory system; 5. Realizing clean, accountable and serving public services; 6. Improving the quality of bureaucratic reform management. Regulation of the Minister of Administrative Reform and Bureaucratic Reform Number 25 of 2020 states that reform, bureaucracy is a requirement that needs to be met to ensure the creation of improved governance as the main prerequisite for national development because the quality of governance will greatly affect the implementation of national development programs.

The various efforts that have been made in implementing various Bureaucratic Reform programs include 1) Changes in Mindset and Performance Culture in the Organizational Environment In encouraging each ministry/institution/local government to internalize changes in mindset, it is necessary to change regulations to replace the old paradigm. 2) Policy deregulation by simplifying regulations. 3 ) Simplification of the Organization, 4) Improvement of Administration with an Electronic-Based Government System (SPBE), 5) Structuring of Human Resources for ASN Apparatuses, 6) Strengthening Budget Accountability and Efficiency, 7) Strengthening Oversight of the Acceleration of Bureaucratic Reform, 8) Improving the Quality of Public Services In framework enhancement quality public service then Law of the Republic of Indonesia Number 25 of 2009 concerning Public Services mandates that public service providers provide quality services as excellent service. Excellent service guarantees the fulfilment of the satisfaction and needs of the community as service users. This excellent service must be owned by all government agencies, districts Minahasa particularly the Department of Population and Records civil. In 2020 the Ombudsman of the Republic of Indonesia released the report Statistics Scope Sector based on report data society, with a total number of 7,204 reports and report data the most is in the sector Social, Education and Culture totalling 2,979 reports or 41% of the total reports

Department of Population and Civil Registration Agency Minahasa arranged through Minahasa Regent Regulation Number 69 Year 201 6 Regarding Position, Composition Organization, Duties and Functions and Working Procedures of the Population and Registration Office civil. With Duty doing affairs government area based on principle autonomy, duty assistance becomes authority areas assigned by the Central Government to the Regional Government in the field of Population and Registration Civil, covers service registration population, record civil engineering, data utilization and reporting, as well as doing preparation and implementation policy area. Services provided by the Department of Population and Civil Registration of the Minahasa Agency concerning population administration include making Identity Cards (KTP), Child

Identity Cards (KIA), Family Cards (KK), Birth Certificates, Death Certificates, Deeds of Legalization of Child Recognition, Deeds Marriage, Divorce Certificate, Transfer Letter and so on.

Based on the author's observations and interviews with several users of population administration services on June 21, 2021, the results obtained were that the services provided by the Disdukcapil of Minahasa Regency were indicated to still not meet the service standards following those mandated by bureaucratic reform, for example: Service not yet according to SOP: still found officer waitress who doesn't work according to the operating hours that have been determined. Discriminatory treatment: service that should be based on the queue number, but in practice or the fact the public or the community gets unfair (discriminatory) treatment, there is a fast process for people who have acquaintance person officials, while people who follow the procedure have to wait in line and done for a long time, it could be days or even weeks. The behaviour of the apparatus was not friendly: there were still officers from the Minahasa Regency Population and Civil Registration Service who were not good at providing services when interacting with the community, being indifferent, indifferent and lacking empathy for the public. Convoluted service procedures: the public or service users of the Minahasa Regency Population and Civil Registration Service are sometimes complicated by convoluted procedures. (Source: FW resident interview results Subdistrict East Tombariri and YN residents Subdistrict West Tondano, June 21, 2021)

Several service findings regarding population administration at the Minahasa Regency Population and Civil Registration Office as data obtained from the initial observations above are strengthened by documentation of community reports through the network society the place complaint Public Regency Minahasa RRRD Call Center. The above phenomenon indirectly illustrates that the implementation of bureaucratic reform is like working professionally, sourcing power humans who have competition, as well as efficiency in giving service not enough effectively held in the service process administration population, that is behaviour bureaucracy in giving services at the Department of Population and Civil Registration of Minahasa Regency, are not running according to the implementation of bureaucratic reform. Starting from the facts and reality above, the authors are interested in conducting research at the Minahasa Regency Population and Civil Registration Service to analyze in depth with an emphasis on implementing bureaucratic reform in the administrative making population.

## METHOD

### Approach Study

The type of research used in this study is descriptive qualitative by analyzing the results of research on the behaviour of ASN phenomena at the Population and Civil Registry Office of Minahasa Regency with tools as well the determination.

### Research focus

Focus study i.e. in an aspect of the behaviour of ASN population administration services at the Minahasa Regency Population and Civil Registration Service which can be described in detail in table 1.

**Tabel 1.** Research focus

Indicator	Dimensions	Sub-Dimensions ( Focus Research )
Enhancement Public Service	Reliability	a. Professionalism, knowledge, skills, and skills of employees in the field of work b. Consistency employees in doing profession

(Behavior bureaucracy)	Power responsiveness	a.	Speed employees, responsiveness employees in giving service
		b.	Speed employee in repair error service
	Guarantee ( <i>assurance</i> )	a.	Employees behave friendly and politely, behave fair, and no discriminatory
		b.	Employees transparent in give information about requirements, fees administration population
	Empathy	a.	Employees maintain good communication with the public
		b.	Employees provide socialization, and counselling related to the administration population

## Resources

Informant sources in this study were selected *purposively* namely determining the informants to be interviewed on research objects related to the problem or research focus. The reason researchers use *purposive* aims is to take informants objectively, with the assumption that the informants taken are representative of the researcher so that direct data collection at the source of the data can be carried out proportionally for the sake of research accuracy. The sources of information or informants who are considered to represent and relate to the problems of this research are as follows, see table 2.

**Table 2.** Number of Research Informants

No	Informant Position	The number of informants interviewed
1	Communities who use Population Administration services	5 people
2.	Head Field Service Recording Civil	1 person
3.	Head Field Service Registration Occupation	1 person
4.	Head of the Department of Population and Civil Registration	1 Person
<b>Amount</b>		<b>8 people</b>

## Data collection technique

### 1. Observation

Observation, namely conducting direct research by observing internal ASN behaviour To do services at the Department of Population and Civil Registration of Minahasa Regency for situations, conditions, and service activities at the Office of Population and Civil Registration of Minahasa Regency

### 2. Interview Deep (*In-depth-Interview*)

Interview in depth (*In-depth-Interview*) with the used semi-structured interview guide.

### 3. Documentation

Documentation in the form of policies, SOPs, complaint data community on the network social RRRD Call Center, Organizational structure of the Minahasa Regency Population and Civil Registration Service as well as equipped Documentation photos at the time of the research.

## Data Analysis Techniques

Data analysis is very stage important because the data collected still must be processed especially first, so could is known useful meaning in solving the problem in research. technical data analysis according to Miles and HUBERMANYANG already modified ie activity in qualitative data

analysis conducted in a manner interactive and ongoing manner continuously until complete, so the data already fed up through several stages namely :

#### 1. *Data Reduction*

Obtained data from the field the amount many, so need to be noted in a manner thorough and detailed. The longer the researcher to the field, the more amount of data will be the more many, complex and intricate. For that need quick conducted data analysis through data reduction. Reducing meaningful data summarize, choosing important things, focusing on the important things searching for themes and patterns and discarding those that are not necessary. Thus the data that has been reduced will give picture clear and easy research to do further data collection and look for it when required.

#### 2. *Data Display* (Data Presentation)

In the study of qualitative government, the presentation of *display* data is no easy illustration given because the phenomenon of social characteristics is complex and dynamic so what was found at the time entered the field and after going on long enough in the field will experience data development or if narrated alone will be a biased or different meaning. So from it, a researcher must test what has been found at the time enter still field \_ characteristic hypothetical just now develop or no. If already enter the field it turns out the hypothesis is always supported by the data, then hypothesis the proven and developed to become a *grounded* theory.

#### 3. *Conclusion Drawing/Verification*

The third step in qualitative data analysis according to Miles and Huberman is the withdrawal of data conclusion and verification. Initial conclusions put forward are still a characteristic while and will change when no found strong evidence supporting the stage next data collection. But if the conclusions put forward at the stage beginning supported by valid and consistent evidence, then the moment the researcher return to the field to collect data, conclusions are put forward credible conclusion.

## RESULTS AND DISCUSSION

### **Research Results of the Implementation of Bureaucratic Reform from Bureaucratic Behavior Aspects.**

implementation of bureaucratic reform from the aspect of bureaucratic behavior in population administration services at the Department of Population and Civil Registration of Minahasa Regency is measured using indicators as stated Hariyoso (2017), namely: 1) Reliability: how far employee agency service has put appropriate employee with discipline knowledge possessed , work professionally , have the knowledge , skills , skills of employees in the field of work , 2) Power responsiveness (*responsiveness*): to what extent employee agency service more fast, deep responsive give service as well as speed employee in repair error service , 3) Guarantee (*assurance*): to what extent employee agency service behave friendly and polite, behave fair, no discriminatory as well as transparent in give information about requirements , fees administration , 4) Empathy: to what extent employee agency service has establish good communication with the community, as well as provide socialization, educational counseling related to the services provided. The research results for each of these aspects can be described as follows:

#### **Aspect Research Results Reliability**

Aspect Reliability as a reference for the focus of this research is to find out to what extent the Department of Population and Civil Registration has paid more attention to the *reliability* of employees in carrying out work, for example placing employees according to their scientific

disciplines, placing employees who know, are professional in their field of work, p employees have high work skills and can complete the work of one working day, employees consistently provide services even though there are other interests. The results of the author's interview with Meidy Rengkuan, Head of Population and Civil Registration Service Minahasa Regency state that: We are fully aware that one of the successes of an organization in achieving its goals is determined by human resources, therefore in carrying out the duties and functions of both the Civil Registry and Population Affairs the Minahasa Regency Population and Civil Registry Office has tried to place competent employees. Likewise, to increase the knowledge and skills of employees in carrying out work, the Office also actively involves employees in training and seminars related to population administration. Employees also actively coordinate and conduct comparative studies with the Department of Population and Civil Registry in other districts in North Sulawesi Province to equalize perceptions or simply share experiences, all of which are carried out to improve the quality of human resources so that the services provided to the public become of a higher quality, (Interview November 8, 2022).

The above statement is justified by Veybe Manampiring as the Head of the Population Registration Services Division at the Population and Civil Registration Office Minahasa Regency states: For the process of making population administration, especially in making KTP, KK and Deeds starting from the registration counter, collection counter, we from the Department of Population and Civil Registry have put the officer in a manner professional, officers the already enough Experienced already \_ provided training which enough so that could be said already qualified in his field, great hope us, with put officer which professional expected service which received by Public specifically in the process making population administration can served with maximum, prime, so raises satisfaction for the public/ users services at the Department of Population and Civil Registry (Interview November 9, 2022). The same thing was expressed by the informant Johannes Tombuku as Head Field Service Recording Civil at the Department of Population and Registration Civil Regency Minahasa says: Organizations will not run optimally if they are not supported by quality human resources. Realizing this, the Department of Population and Civil Registry of the Minahasa Regency has tried to place employees who are experienced and have sufficient knowledge in carrying out work, the Office has also tried to improve skills, skills employees in carrying out work, namely by sending employees in training, especially for operators and admins. This training is in collaboration with the Provincial Population and Civil Registry Service as well as with the Central Adminduk. (Interview November 9, 2022).

Likewise, Olga Suparman as a service user community at the Department of Population and Civil Registration Minahasa Regency states: Population and Civil Registration Service Employees Minahasa Regency in terms of knowledge, experience in carrying out work is no longer in doubt, for example when we service users asked about the *online* population administration service system for employees of the Population and Civil Registration Service Minahasa Regency was able to explain. Coincidence also exists in employee acquaintance I who already worked for quite a long time at the Department of Population and Civil Registry, ever very I ask for help to print a new KK but the employee concerned currently has no place, while the Foreign Service follow training, (Interview November 7, 2022).

The next type of human resource development at the Office of Population and Registration Civil Regency Minahasa can be described as the following, see table 3.

**Table 3.** Type Development of human resources at the Department of Population and Registration Civil Regency Minahasa

No	Type	Amount	Information
1	Mechanisms and Procedures for preparing population profiles and Civil Registration	3 people	SPT Number: 132//0/SPRINT/II.04/MHS/2021
2	Bimtek Management of Population and Civil Registration in realizing fast and precise population administration services	5 people	SPT Number: 144/800/SPRINT/II.04/MHS/2021
3	Seminar on Increasing the Professionalism of Population Data Information Technical Personnel	4 people	SPT Number: 151/800/SPRINT/II.04/MHS/2020
4	Population Technical Training in Population Application Information Systems (SIAM)	6 people	SPT Number: 17/800/SPRINT/II.04/MHS/2022
5	Training on Procedures for Registration of Population Registration and Civil Registration Through E-Services	4 people	SPT Number: 25/800/SPRINT/II.04/MHS/2022
6	Education and Training for Increasing Ownership of Population Administration Through Go Digital and TTE and Child Identity Cards (KIA)	3 people	SPT Number: 33/800/SPRINT/II.04/MHS/2022

Placing qualified and professional employees starting from the registration counter, to the population administration collection counter is very important in improving services to the public, officers the most Experienced, must already provide training enough so that could say must have in their field, put officer which professionally expected service received by the Public specifically in the process making administration population could be served to the max, so raises satisfaction for user service making administration population at the Department of Population and Civil Registration Minahasa Regency.

Results interview above could be known that the implementation reform bureaucracy seen from the aspect of reliability has walk effective employees had reliability in doing services at the Department of Population and Civil Registration Minahasa Regency, this can be seen from the Department of Population and Civil Registration Minahasa Regency has placed staff (HR) who are professional enough experienced in their field of work, employees have knowledge, skills, in their field of work, employees have also attended seminars, training according to their field of work.

### Aspect Research Results Power Responsiveness

Aspect power Responsiveness as a reference for the focus of this research is to find out to what extent the Minahasa Regency Population and Civil Registration Office employees are more *responsive* in providing services to the public, civil servants alert and quick to fix mistakes in service, employees respond and respond every complaint community and employees accept every critics and suggestion from the public and follow up. Terms and mechanisms set in the maintenance service administration population of course will impact to time for complete administrative processes required residence society. Period time referred to here, the ie time needed for complete administration population starts from registration and completion/fulfilment requirements technical and or requirements administrative until with he finished a service process. The results of the author's interview with Jeremy Rukait as a service user community at the Department of Population and Civil Registration Minahasa Regency states: Viewed from aspect responsiveness/power responsive officer Department of Population and Civil Registration Minahasa Regency in doing service administration population still not enough satisfying especially from facet

accuracy time, got said still far from which expected by the public, the article discipline time employee in giving service still low, employee sometimes come to the office too late, besides that still there is an employee which rests outside of office hours apply, more carry on service which is given by Department of Population and Civil Registration Minahasa Regency considered slow, for example, for managing the making of population administration (KTP, KK and Deeds) it can take a long time with reason exists disturbance technical (Interview November 7, 2022).

The above statement was justified by Franky Mea as a community user of services at the Population and Civil Registration Service Minahasa Regency states: During this level of discipline time our service feels great there is person employee come, rest, go home, outside the applicable office hours, besides that system procedure publishing making administration population not yet following applicable law, fact in the field still there is user disappointed service because for publishing making administration population eat time more from 1 to 2 days work (Interview November 7, 2022). In line with the opinion of Olga Suparman a service user at the Department of Population and Civil Registration Minahasa Regency state that Power responsive employee Department of Population and Civil Registration Minahasa Regency in doing service administration population must improve, this wrong one factor that complained by user service is still there is employee late in giving service administration population because employee comes too late, more ironically again sometimes employee already rest or go home on during service hours. Plus again slow service administration population given by the Department of Population and Civil Registration Minahasa Regency to the public, the speed of employees in correcting errors in services must also be further improved (Interview November 7, 2022).

In response to the problem above Meidy Rengkuan, as Head of Population and Civil Registration Service Minahasa Regency states that: In principle, we from the Department of Population and Civil Registry of Minahasa Regency have tried our best to provide extra services to the public. We have also made every effort to improve employee discipline, especially regarding the waiting time so that the services provided to the public can be faster and more precise. One of the breakthroughs we have made is by implementing JEBOL ( Pick Up the Ball) services in the districts every day so you can make it easy for society. However, it cannot be denied that in making population administration, often occur constraints like the server network being *offline* / experiencing disruptions, blank stock running out, and other unexpected problems. Therefore, I appeal to the people of Minahasa Regency, for those who need urgent population administration, should report, and a statement will be made that the population administration is in the process of being made (Interview November 8, 2022).

The above statement is justified by Veybe Manampiring as Head of Service for Occupation Registration at the Office of Population and Civil Registration Minahasa Regency state: Department of Population and Civil Registration Minahasa Regency on basically have tried to provide maximum service to the community as users of population administration services, especially in terms of service time, responsiveness of officers in completing work, but the delay in issuing the population administration letter was not due to intentional factors but due to many factors including the number of service users who were not compensated with adequate facilities or work facilities and limited operators working on them, furthermore there are also external factor constraints as it is known that the issuance of current population administration, especially technology-based or *online* KTP and KK, *the* process is tiered requiring verification starting from the service level to the center, because it is based technology that uses an internet server network, the process of making population administration sometimes experiences interference namely the *offline network*, this of



course has an impact on delays in the issuance of population administration (Interview November 9, 2022).

John said the same thing Tombuku as Head Field Service Recording Civil at the Department of Population and Registration Civil Registry Minahasa says: The process of making Population Administration at the Department of Population and Registration Civil Registry Minahasa is now based on SIAK or *online*, so the process requires verification from the district level to the centre. But frequent obstacles are found in the internet server network system which can experience interference at any time, and this is not a deliberate factor or *human error* (Interview November 9, 2022). The sharp focus on the performance of employees in providing public services has recently become an actual discourse. This is due to the low performance of employees in providing services to the public. The low quality of service in government organizations is no longer a secret, it is not uncommon for the public to be disappointed by the poor performance of public service providers, the performance of public employees is still marked by services that are difficult to access and the service completion time takes a long time, therefore it should Department of Population and Civil Registration Minahasa Regency more increase service administration population, especially from facet power responsive and timely service.

The results of the interview above could be known that the implementation of bureaucratic reform, from the aspect of power responsiveness, not enough walk maximum, p the seen still there is disciplined employee work low specifically from time service, still, some employees come, rest and go home outside of the applicable office hours, the Department of Population and Registration Civil Registry Minahasa also often experience problem server network that causes service Becomes hampered. caused because The issuance of population administration is now technology-based or *online*, the process is tiered requiring verification starting from the service level (regency) to the centre, because it is technology-based that uses an internet server network, the process of making population administration sometimes experiences problems, namely the *offline network*. Furthermore, it is seen from the aspect of facilities work and facilities service, not enough adequate good in a manner quality nor quantity Thing the seen computers, printers whose capacities are inadequate in addition to the limited number of operators making population administration so that it has an impact on delays in the process of making population administration.

#### **Aspect Research Results Guarantee (*Assurance*)**

Aspect guarantee (*assurance*) as a reference the focus of this research is to find out how far the employees of the Population and Civil Registration Office of Minahasa Regency behave friendly and polite, behave fair, no discriminatory, as well as employees transparent, give information about requirements cost administration service. The results of the author's interview with Olga Suparman as a service user community at the Population and Civil Registration Service Minahasa Regency state: The Department of Population and Civil Registration of Minahasa Regency is still in providing services based on proximity, prioritizing familiar service users, for example, family or close friends, if you know the employee, the service will be fast, but vice versa, if there is no closeness factor with the officer, the service provided must be based on queue (Interview date November 7, 2022). The above statement was justified by Jeremy Rukait as a service user community at the Population and Civil Registration Service Minahasa Regency states: Officers from the Minahasa Regency Population and Civil Registration Service who provide population administration services are not friendly and not friendly when providing services, generally they rarely want to smile, especially if the service user asks many times or maybe they are tired or there is a problem (Interview November 7, 2022).

Likewise with transparency, said Franky Mea a community user of services at the Department of Population and Civil Registration Minahasa Regency states: During I use service in Department of Population and Civil Registration Minahasa Regency, which I score possible the officer not enough smile, and speak justice possible I still see there are 1-2 communities which go out enter the past door behind the office without must take number queue (Interview November 7, 2022). The results of the author's interview with Meidy Rengkuan, as Head of Population and Civil Registration Service Minahasa Regency state that: In order to provide excellent service to the community, I always invite every officer who works at the Department of Population and Civil Registration Minahasa Regency work total, no discriminatory, work oriented to customer, must behave friendly, as well apply 3S aspect (Smile, Greeting, Who) so case related with transparency cost service, as stakeholders policy no unceasingly appeal good to officer nor to the public that that cost administration population is "free" however everything that still return to individual officers in the field moment give service, because I no possible supervise one one by one personnel on moment give service in the field for that I hope to Public user service making administration population, order report and make complaints at the RR-RD *Call Center*, if get service which not enough satisfying from officer us (Interview November 8, 2022).

The above statement is justified by Veybe Manampiring as Head of Service for Occupation Registration at the Office of Population and Civil Registration Minahasa Regency state: Almost all service public, no close possibility in the Department of Population and Civil Registration Minahasa Regency, have the same symptoms that is appraised employee behave not enough friendly and polite when giving service, appraised employees behave no fair and discriminatory as well as employee which behaves no transparent and open related with cost replacement administration population. Our hope future, hopefully, problem sort of this does not occur again, because basically user service is king, and the agency government is the waiter society, so already Becomes an obligation absolute agency government including the Department of Population and Civil Registration Minahasa Regency gave excellent service to the public as user services (Interview November 9, 2022). John said the same thing \_ Tombuku as Head Field Service Recording Civil at the Department of Population and Registration Civil Regency Minahasa says: The low behaviour bureaucracy like behaving employees not enough friendly and polite when giving service, employees behave not fair and discriminatory in meaning give service more attach importance factor proximity already Becomes confidential general, by therefore we are from the Department of Population and Civil Registration Minahasa Regency is trying for always clean up yourself, and ask Support society to together supervise implementation services in the Department of Population and Civil Registration Minahasa Regency, so excellent service and quality could materialize following what is expected (Interview November 9, 2022)

The results interview above could be known that the implementation of reform bureaucracy from the aspect of guarantee (*assurance*) does not yet walk effective, that is seen Population and Civil Registry Office employees Minahasa district assessed still behave not enough friendly and are less transparent in terms of financing service. More carry-on employees rated behave discriminatory in giving service administration population towards the public. The above facts reflect the services provided by Didukcapil personnel who tend to show unfair treatment in providing services, there is a fast process and special treatment for people who have closeness, acquaintances, and kinship with Didukcapil employees. The bad service bureaucracy is unfair, and discriminatory This creates the impression that fast and good service is only provided by the Department of Population and Civil Registration Minahasa Regency to people who have closeness.

### Aspect Research Results Empathy

The empathy aspect as a reference for the focus of this research is to find out to what extent the employees of the Minahasa Regency Population and Civil Registration Office establish good communication with the community, provide outreach, and counselling related to objectives, benefits in making population administration, providing socialization about types of services, requirements, costs in making population administration and to what extent the Minahasa Regency Population and Civil Registration Office employees respond to problems and provide solutions faced by the public regarding population administration issues at the complaint centre. The results of the author's interview with Meidy Rengkuan, as Head of Population and Civil Registration Service Minahasa Regency state, that: the Department of Population and Civil Registration Minahasa Regency has attempted to communicate, outreach/educate the public about the purpose, benefits of making population administration, providing socialization about types of services, requirements. However, it must be admitted that direct (face-to-face) communication, counselling/socialization has not run optimally, this is due to the limited number of employees, especially the number of working areas of the Population and Civil Registration Office. Minahasa Regency includes 25 Districts. In addition, to establish good communication with the community Government Regency Minahasa through the Office of Communication and Informatics Regency Minahasa has formed service complaint given community (*command centre*). name Reaction Typical Regional Relief Response called RR-RD *Call Center*. RR-RD *Call Center* Policy this is made in social media form, app or *website* official District Government Minahasa, which is one means for society (public) to interact with government area, as means public to convey aspirations, complaints, suggestions and criticism nor consult related problem development infrastructure, education, health, and problems other related interest public including Public can convey criticism, suggestions and consults related services at the Department of Population and Civil Registration, (Interview November 8, 2022).

The above statement is justified by Veybe Manampiring as Head of Service for Occupation Registration at the Office of Population and Civil Registration Minahasa Regency state: Department of Population and Civil Registration Minahasa Regency several times carried out outreach and socialization related to the problem of objectives, benefits in making population administration, providing socialization about types of services, requirements, costs in making population administration, but sadly enthusiasm, enthusiasm, community participation in participating in counselling or outreach activities can be said to be non-participatory. This is the case to get closer to the public, the government Regency Minahasa through the Office of Communication and Informatics Regency Minahasa has formed a service complaint given community (*command centre*). name Reaction Regional Relief Response (RR-RD *Call Center*). RR - RD *Call Center* was created in the form network social where the public could submit criticism, and suggestions, and ask and consult related to services in the District Minahasa, however again, again Public did not enough participate in service RR-RD *Call Center* complaints (Interview November 9, 2022).

The same thing was said by John Tombuku as Head Field Service Recording Civil at the Department of Population and Registration Civil Regency Minahasa state: Basically, the Department of Population and Registration Civil Regency Minahasa has made an effort to intertwine good communication with the public, one form of braid communication the is the Department of Population and Registration Civil Regency Minahasa has To do effort socialization, counselling, related with service, besides It's the Department of Population and Registration Civil Regency Minahasa has work same with the Office of Communication and Informatics Regency Minahasa with form service complaint given community (*command centre*). name Reaction

Regional Relief Response (RR-RD *Call Center*). RR-RD *Call Center* Becomes a receptacle for Public Regency Minahasa to convey his aspirations, as a receptacle for complaint complaints, criticism as well as related suggestions and comments with service services received by the public. However, sadly participation Public in activity communication this not enough to walk maximum. Many factors lead to low community participation, including the low level of community knowledge and education and the lack of public awareness of service quality, (Interview November 9, 2022).

The above statement was justified by Tio Wantania as a service user community at the Population and Civil Registration Service Minahasa Regency state: I haven't once heard regarding socialization from the Department of Population and Civil Registration Minahasa Regency, however even if exists and coincides with working hours, I'm reluctant to take a day off because when I'm on vacation I have to have no income while I'm required to support my family. Besides that, I have also heard that in the Regency Minahasa already there is a centre complaint created a society in the form network social, but in the village still, there is Public lay not enough understand and understand about method use centre complaint this (Interview November 7, 2022, 2020). Likewise with Rival Gerungan as a service user community at the Population and Civil Registration Service Minahasa Regency state: It must be admitted that the people of Minahasa Regency it can be said that they lack participation in socialization, and counselling, which is carried out by the Department of Population and Civil Registration Minahasa Regency, however, it must also be admitted that some people do not want to take part in socialization or counselling activities due to the busyness of the people making a living to support their families daily, moreover the people of Minahasa Regency are the majority working as farmers, they have the principle that time is very limited. valuable because if there is wasted time their income will decrease and even have no income. braid communication else has been done by the Department of Population and Civil Registration Minahasa Regency with make centre complaint Reaction Regional Relief Response (RR-RD *Call Center*) based shape technology network social (*website* and *Facebook*). However centre complaint this rated as not enough walk effective, the article no all Public Minahasa Regency understands the method used in the network society, and this is what becomes an obstacles and impacts lack of braid communication Between the Department of Population and Civil Registration Minahasa Regency with the community (Interview November 7, 2022).

Results interview above could is known that the attitude of *empathy* employees of the Minahasa Regency Population and Civil Registration Office, namely establishing good communication with the community by providing socialization, and counselling related to objectives, benefits, requirements, and costs in making population administration, has not been running effectively, this is due to the limited number of employees, not to mention the number of working areas of the Population and Civil Registration Service Minahasa Regency includes 25 Districts and 227 Villages. Another problem is the lack of participation in Public in follow program counselling, and outreach related to population administration, lack participation Public in follow program counselling, outreach caused because Public busy work adds income, so still many inhabitants Public not follow counselling and socialization.

Besides that, the communication link that has been made in a social networking container, namely Reaction Regional Relief Response (RR-RD *Call Center*) where the people of Minahasa Regency as users of the services of the Minahasa Regency Population and Civil Registration Service can provide input, criticism and suggestions regarding the services received, besides that as a forum for consultation, ask questions related to services that are not running effectively, this is because there are still many public or people of Minahasa Regency who do not know about the procedures for using the RR-RD *Call Center* due to low knowledge Public Minahasa Regency.

### **Supporting and Inhibiting Factors for the Implementation of Bureaucratic Reform from the Aspect of Bureaucratic Behavior**

Factor Supporting the Implementation of Bureaucratic Reform from the Aspect of Bureaucratic Behavior in Population Administration Services at the Department of Population and Civil Registration of Minahasa Regency.

Interview results writer with the Head of the Department of Population and Civil Registration Minahasa Regency could be a known factor Those who support the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Department of Population and Civil Registration of Minahasa Regency include:

- (1) Availability umbrella law about the implementation of bureaucratic reform that is Regulation President Number 81 of 2010 concerning *Grand Design of Bureaucratic Reform* (GDRB). The paradigm that exists in bureaucratic reform is to focus more on and focus on the public as customers who must prioritize the quality of their services.
- (2) There is a Support society: a) With the support of the work program of the Department of Population and Registration Minahasa Regency civil servants for repairs and improvements service the higher, this is proved with the formation of NGO agencies, according to the Department of Population and Registration Minahasa Regency civil servant demanded more work professional so that later produce employees who are truly qualified and performing with good so that quality excellent service which has been the slogan of the can realized, b) Desire stronger than any other party for support System Administration transparent, accountable and quality population, c) Movement demanding reforms agency clean government free of KKN (Corruption, Collusion and Nepotism) increasingly increase. There is participation Public in the maintenance service administration population, which, of course, will Become motivation for the Department of Population and Registration Minahasa Regency civil servants to give good service and quality to society.
- (3) Support party external: exists supervisor internal nor external such as the Inspectorate, BPKP, or DPRD, is expected could monitor the service administration population at the Department of Population and Registration Minahasa Regency Civil So that irregularities can be minimized.

### **Factor Obstacles to the Implementation of Bureaucratic Reform from the Aspect of Bureaucratic Behavior.**

Interview results writer with the Head of the Department of Population and Civil Registration Minahasa Regency and Head Field at the Department of Population and Registration Civil Regency Minahasa could is known factor Obstacles to the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency include :

- (1) The limited number of employees Department of Population and Civil Registration Minahasa Regency so counselling and socialization to the Public regarding the benefits, requirements and mechanisms for population administration services that are not implemented effectively, especially the number of working areas of the Population and Civil Registration Service Minahasa district include 25 regencies. With the limited number of employees, the form of providing counselling to the public is only done through electronic media, while direct (face-to-face) counselling/socialization has not run optimally.

- (2) Supervision level related to service it is still considered weak, in the field, there are still unprofessional employees who work unprofessionally, have low work discipline, and are not punctual, so there are still residents who are disappointed with the service received.
- (3) SOPs (*Standard Operating procedures*) are not enough applied in giving service to Public Thing the seen in gift service still found working employees no based on the existing SOP, still there appraised employees discriminatory in giving service to the Public as user services.

Factors constraining the Department of Population and Civil Registration Minahasa Regency In carrying out population administration services to the public, of course, a solution must be found, so that population administration services can be implemented, which in the end is expected to improve service and public satisfaction as service users. The results above show that there are 3 (three) factors that support the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency, namely: a) Availability of umbrella law about the implementation of bureaucratic reform that is *Regulation President Number 81 of 2010 concerning Grand Design of Bureaucratic Reform (GDRB)*, b) Existence Support community and c) Support party internal and external. The next factor obstacle to the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency, namely: a) the Limited number of employees, b) the Level of supervision relating to services are still considered weak, and c) SOP (*Standard Operating procedures*) not enough applied.

### **Analysis of the Implementation of Bureaucratic Reform from Bureaucratic Behavior Aspects.**

#### *Aspect Discussion Reliability*

Results study could is known that implementation reform bureaucracy seen from the aspect of reliability has walk effective employee reliability in doing services at the Department of Population and Civil Registration Minahasa Regency, this can be seen from the Department of Population and Civil Registration Minahasa Regency has placed officers (HR) who are quite professional, experienced in their fields of work and following their scientific disciplines, employees have knowledge, skills, in their fields of work, employees have also attended seminars, training following their fields of work. this is in line with the Constitution Republic of Indonesia Number 25 of 2009 concerning Public Service, where Article 15 states that the organizer is obliged to put a competent executor. Ainur (2010) states that the influencing factor of satisfaction public one is reliability, that is variable reliability has a significant influence on variable satisfaction public. The definition of reliability according to Barata (2014) is the ability, reliability, and knowledge, of employees in doing the job. Next could say reliability is mechanism work Employees ready to repair various deficiencies or deviations that are not following procedure work, able to show, direct and give instruction to society (public) moment give service. Reliability in Lupiyoadi (2010) is the ability of an organization good government or private for giving service as promised in a manner accurate and reliable, performance service must follow the hope customer.

Another case with Tjiptono (2012) defines reliability as covering two Thing principal, that is consistent work (*performance*) and the ability for trusted (*dependability*), p this means organization good government nor private must give services in a manner appropriate since the organization concerned Fulfill promises, for example, convey his services following agreed schedule, accurate and satisfactory public. Other definitions are disclosed by Hirmukhe (2012) which states, *reliability to performing the promised service dependably, this means doing it right, over some time*, means

reliability is the ability organization for displays promised service in a manner precise and consistent, as well gift service in a manner fair and accurate.

Harbani (2011) said that reliability is from characteristic typical characteristics of an employee who has performance work height, for example:

- a. reliability in giving appropriate service with a level of appropriate knowledge with a description it works.
- b. Reliability in giving skilled service following level Skills owned work.
- c. Reliability in giving appropriate service with experience the work it has, so mastery about description work could be conducted in a manner fast, precise, easy and quality following the experience.
- d. Reliability in applying mastery technology to obtain accurate and satisfying service.

The government is essentially a public servant, the government is not held to serve itself, but also to serve the community, therefore the public bureaucracy is obligated and responsible for providing good, excellent and professional public services. Given the importance of this service, the management of a particular institution or organization must prepare executive staff who are professional in their field, highly dedicated, and able to serve the community with a variety of different characters, because the services provided to the community are very closely related to the level of satisfaction that will be received. felt by society. Quoting the opinion of Ndraha (2017) states that the government is essentially a servant to the community, the government is realized to provide services to the community, not the community that serves the government. Professional public services can be realized by the government if there is accountability and responsibility of the service provider, in this case, the government apparatus itself. One of the most important government tasks is to provide public services to the community as well as possible to increase public satisfaction. Professionalism is one of the most important aspects to achieve success in work. A professional attitude must be possessed by someone who carries out their work following their expertise or abilities, where a person who has a professional attitude can position himself so that he can understand duties and responsibilities, relationships and relationships, as well as focus and be consistent with work matters so that a professional attitude becomes a matter of which is quite important in the world of work because it will have a positive impact on the organization and for customer satisfaction.

To improve employee reliability, The Department of Population and Civil Registration of the Minahasa Regency has carried out human resource development, namely involving employees in training, and seminars related to the duties and functions of employees, with the development of human resources it is expected that the knowledge of employees' skills in carrying out work can increase, quoting Hasibuan's opinion (2010) which states that HR development has a positive impact on improving employee work performance, with HR development such as training, education, seminars, technical guidance, *workshops*, it is expected to be able to improve knowledge, skills and attitudes or work ethic of employees in carrying out work. Furthermore, the opinion of Mangkunegara, (2010) states "the purpose of HR/employee development is actually to obtain three things, namely increasing knowledge, increasing skills and changing attitudes." In line with the opinion of Siagian (2009) "the importance of employee development is not solely for the employee concerned, but also for organizational benefits, because by increasing the ability or skills of employees, employee performance can improve.

Based on the definition above, it can be concluded that reliability is a professional work attitude and employee behaviour that refers to skills, expertise, and discipline in the form of

commitment from employees in pursuing work to produce the best work. This means that the officers from the Department of Population and Civil Registration are professional Minahasa Regency in giving service administration population to society, with exists HR competence and stock experience which qualified following scientific disciplines which owned, with exists HR development is expected behaviour bureaucracy as which mandated in reform bureaucracy could increases, so service which given to be prime, on finally public satisfaction with service administration the population also increased.

#### **Aspect Discussion Power Responsiveness**

Research results could is known that the implementation of bureaucratic reform, from the aspect of power responsiveness, not enough walk maximum, p the seen still there is disciplined employee work low specifically from time service, still, some employees come, rest and go home outside of the applicable office hours, the Department of Population and Registration Civil Regency Minahasa too still experience constraint in publishing administration population is known that for publishing making administration population still found someone eats time up to 1-2 days work, even if it refers to the existing SOP mentioned that time settlement making administration population 30 minutes. it caused because The issuance of population administration is now technology-based or *online*, the process is tiered requiring verification starting from the service level (district) to the centre, because it is based on technology that uses an internet server network, the process of making population administration sometimes experiences interruptions, namely the *offline network*. Furthermore, it is seen from the aspect of facilities work and facilities service, not enough adequate good in a manner quality nor quantity Thing the seen computers, printers whose capacities are inadequate in addition to the limited number of operators making population administration so that it has an impact on delays in the process of making population administration.

Lack of power responsive employee Department of Population and Civil Registration Minahasa Regency as explained on leave behind with that mandated in bureaucratic reform namely target maintenance bureaucratic reform viz realization prompt service, ie method complete various affairs service the public to be obligations and responsibilities answer organizer service following timetable time service already determined. Research results from this are in line with Asriel Azis (2017), where the results of the study stated that aspects of power are still a responsive low and necessary improvement.

One indicator that influences public satisfaction is *responsiveness* because if the provider service responds to complaints, suggestions or the request made user service as soon as possible so response positive too showed user service to the provider service, and *feedback* received by the provider service could be felt when user service the who knows consume services/products return or even many user services new can so get a recommendation from user services ever use services/products the before. Service speed according to Purnama, (2016) is the ability of employees to carry out or complete services to the public following established SOPs, service speed correlates with public satisfaction. The definition of power responsive according to Lupiyoadi (2010) is something that will help and provide fast (*responsive*) and precise service to the customer, deliver clear information and let the customer wait without exists something obvious reasons causing a negative perception of quality service, meanwhile according to Tjiptono (2012) power responsive is staff wishes for helping customers and delivering service needed with fast and precise so that raises satisfaction. The definition of power responsive according to Barata, (2014) namely the wishes of staff and employees for helping customers and delivering service responsive, responsive



here could be interpreted as how to form response provider service to all related matters with the needs of the customer.

Something provider service must realize how his vitals quality service with power good response to a customer, because with form power appropriate response with desire customer so customer that alone feels that valued and understood by the provider service. If service power responsive could be given with fast, precise, provider service capable giving wise, detailed, and nurturing, so that fulfilled needs user services, then in a manner no direct service considered it works, and this becomes something form successful performance work, so raises satisfaction customers (Purnama, 2016). In reality, the results of the research above show an indication that there is a gap between expectations and reality when viewed from a *responsiveness* perspective. this is left behind with the Constitution Republic of Indonesia Number 25 of 2009 concerning Public Service, where Article 4 mentioned maintenance service public based on speed, convenience, and affordability, that is to say, every type of service must be conducted in a manner fast, easy, and affordable. This also goes away behind with Decree of the Minister of Administrative Reform No. 81 of 1993 concerning Guidelines for Administration of Public Services states that the principle of timeliness means that organizations must be able to serve quickly and accurately following applicable regulations, officers must be responsive and caring in providing services, including discipline and the ability to carry out Duty. In terms of ethics, friendliness and courtesy also need to be considered.

Based on the results research above, should the Department of Population and Civil Registration Minahasa district increase power responsive in doing service administration population to the public, employees must do service in hurry, and finish professional service administration population following the conditions that apply, thereby targeting implementation of bureaucratic reform that is realization excellent service can be realized so that public satisfaction as service users can increase.

#### **Aspect Research Results Guarantee (*Assurance*)**

Results study could is known that implementation reform bureaucracy from the aspect of guarantee (*assurance*) not yet walk effective, that is seen Population and Civil Registry Office employees in Minahasa district assessed still behave not enough friendly and staff rated behave discriminatory in giving service administration population towards the public. The above fact reflects that the services provided by Didukcapil personnel tend to show unfair treatment in providing services, there is a fast process and special treatment for people who have closeness, acquaintances, and kinship with Didukcapil employees, while people who follow the procedure must wait accordingly. with number queue. The bad service bureaucracy is unfair, and discriminatory This creates the impression that fast and good service is only provided by the Department of Population and Civil Registration Minahasa Regency to people who have closeness. It is departed behind with the Constitution Republic of Indonesia Number 25 of 2009 concerning Public Service, where Article 34 reads executor in organised service public must behave fair and not discriminatory. depart back to with Decree of the Minister of Administrative Reform No. 81 of 1993 concerning Guidelines for the Administration of Public Services states that there are 8 (eight) service joints that must be carried out by agencies or work units within a department that function as public service units, one of which is equal justice.

Fair treatment for the community is an absolute obligation that must be given by the Department of Population and Civil Registration Minahasa Regency because good service is the basic right of the community that must be fulfilled. Moenir, (2017) states that government agency

service units providing services must be based on the serial number of service requests, that is, those who apply for services for the first time must be served/completed if the requirements are complete. The results interview above also shows employees rated as not enough friendly and polite in giving service administration population to the public. Whereas if refer to the Constitution Republic of Indonesia Number 25 of 2009 concerning Public Service, where article 34 states executor in organised service public must behave politely and friendly. Regarding the friendliness of officers, Moenir (2017) also stated that the friendliness of service employees is very necessary for the service process. If the service employees are friendly, they will give good ratings from service users, because basically everyone will like a service place where there are many friendly people.

Hasibuan (2010) also argues that regarding the benefits of ethics, politeness, and friendliness of employees when providing services, carrying out good service ethics will not only be very beneficial for the organization but will also benefit customers who deal directly or the wider community. As for the benefits that will be obtained by having ethics, including being respected and appreciated, by being polite, friendly, *smiling* and behaving pleasantly towards customers, then customers/*service users* will also apply vice versa, by feeling respected and valued customers feel satisfied with the service. Friendliness and courtesy are indeed very important for service employees to have in the process of serving service users so that service users feel satisfied with the services provided. Appreciation in serving is also almost the same as politeness. Appreciation can be done by greeting and smiling with service users, asking and recording customer needs, providing explanations related to customer needs, and trying to fulfil customer needs. This attitude must be possessed by service employees so that customer satisfaction increases. set in bureaucratic reform where service ethics include: polite, friendly and sympathetic, namely, the service is carried out with method virtuous interesting language, sweet words and pleasant deeds in doing service.

In reality, the results of the research above show an indication that there is a gap between expectations and reality when viewed from the guarantee side, where the employees of the Population and Civil Registration Service Minahasa district assessed behave discriminatorily and lack friendly moments give service administration population to the public, therefore that should Department of Population and Civil Registration Minahasa Regency in give service administration population to the public should behave fair, no discriminatory it means to give service administration population following number queue no based on proximity with user services, employees also expected could behave friendly and courteous, with thereby target implementation of bureaucratic reform that is realization friendly service, fair and not discriminatory can be realized so that public satisfaction as service users can increase.

### **Aspect Research Results Empathy**

Results interview above could is known that the attitude empathy employees of the Minahasa Regency Population and Civil Registration Service, namely establishing good communication with the community by providing socialization, and counselling related to the objectives, benefits, and requirements in making population administration, this is due to the limited number of employees, let alone the number of work areas Department of Population and Civil Registration Minahasa Regency includes 25 Districts and 227 Villages. Another problem is the lack of participation in Public in follow program counselling, and outreach related to population administration, lack participation Public in follow program counselling, outreach caused because Public busy work adds income, so still many inhabitants Public not follow counselling and socialization. Besides that, the communication link that has been made in a social networking container, namely Reaction Regional Relief Response (RR-RD *Call Center*) is not effective, this is because there are still many

people who do not know about the procedure for using the RR-RD *Call Center*. this of course just leaves behind the Constitution Republic of Indonesia Number 25 of 2009 concerning Public Service, where Article 8 states that maintenance service public as referred to in paragraph (1), at least includes: a. implementation service; b. management complaint society; c. management information; d. internal control; e. counselling to society; and f. service consultation.

Following socialization programs, counselling is very important, to raise public awareness in managing population administration, this is following the opinion of Hanifah (2010) which states that communication between program implementers (policies) and target groups (targets) is very necessary to achieve a goal. The government/agency as the executor of the policy should create good communication with the target group (target *group*). Furthermore, according to Mardikanto, (2017), the objectives of extension activities are:

- 1) Counselling is a process of disseminating information. As a translation of the word *extension*. Counselling can be interpreted as a process of disseminating information about science, technology and art produced by research systems into practice or practical activities.
- 2) Counselling as a process of illumination. Counselling which comes from the basic word "torch" or torch, can be interpreted as lighting activities. Information or explanation activities are part of the extension process or activity.
- 3) Counselling as a process of behaviour change. Counselling is a process that is carried out continuously until there is a change in behaviour on the target of counselling. Changes in behaviour made through counselling activities are changes in the realm of knowledge (*cognitive*), skills (*psychomotor*), and attitudes (*affective*).
- 4) Counselling as a learning process. Counselling is a learning process in non-formal education for the community to change their behaviour for a better society (*better community*).
- 5) Counselling as a process of social change. Counselling not only changes behaviour in a person, but also changes in relations between individuals in society, including its structure, values and social institutions (such as democratization, transparency, rule of law, and so on).
- 6) Extension as a process of social engineering (*social engineering*). Counselling as social engineering is an effort to prepare human resources so that they know, are willing and able to carry out their roles following their main tasks and functions in their respective social systems.
- 7) Extension as a process of social marketing (*social marketing*). In contrast to social engineering which has a more "shaping" connotation (*to do so*) or make society into something "new", the social marketing process is intended to "offer" (*to do for*) something to the community, so that decision-making is entirely in the hands of the community itself.
- 8) Counselling as a process of community empowerment (*community empowerment*). The essence of extension activities is to empower the community. Empowering means giving power to those who are powerless and/or developing the power they already have into something more beneficial for the community concerned.
- 9) Counselling as a process of communication. As a communication process, extension is not just an effort to convey messages, but what is more important is how to increase community participation.

The opinion of Mardikanto, (2017) states that counselling is a communication process, counselling is not just an effort to convey development messages, but more important than that is to foster community participation in development. Furthermore, Mardikanto (2017) argues that counselling is the process of disseminating new ideas to the community by involving the community itself through the addition of knowledge, new skills and changes in behaviour that are

obtained because there is awareness to change oneself to a better condition. So big benefit of empathy is socialization, counselling related to objectives, and benefits in making population administration, therefore the Department of Population and Civil Registration should Minahasa district more increase the frequency of socialization and counselling as well as expected people in Minahasa Regency can more participate in the following activity socialization counselling the. Effective empathy ie socialization and counselling conducted by the Department of Population and Civil Registration Minahasa Regency is expected could encourage, the enthusiasm of the community on finally expected could increase awareness Public about the importance look after the administration population at the Department of Population and Civil Registration Minahasa Regency. In addition with exists braid good communication Between the government in this case the Department of Population and Registration Civil Minahasa Regency the public, it is expected could increase services provided by the Department of Population and Registration Civil Minahasa Regency, the community can control, and provide input, criticism and suggestions related to services so that it is hoped that the goals of bureaucratic reform can be realized as expected.

### **Analysis of Supporting and Inhibiting Factors for the Implementation of Bureaucratic Reform from Bureaucratic Behavior Aspects**

The results of the research show that there are 3 (three) factors that support the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency, namely: a) Availability of umbrella law about implementation bureaucratic reform that is Regulation President Number 81 of 2010 concerning *Grand Design of Bureaucratic Reform* (GDRB), b) Existence Support community and c) Support party external. The next factor obstacle to the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency, namely: a) the Limited number of employees, b) the Level of supervision relating to services are still considered weak, and c) SOP (*Standard Operating procedures*) not enough applied. Public demands in the era of bureaucratic reform for quality public services are increasing. Therefore, the government's credibility in providing quality public services is needed as an effort to increase public satisfaction. formed something government is giving service to society. The government no formed to serve itself alone but to serve society. Government is a manifestation of the will of the people because that is the mechanism process governing and implementing function must notice interest people. Service Becomes a factor important in an organization because service is related to activities directed to the customer.

Implementation service is also related to effort achievement goal/mission organization optimally. Services provided to a customer not only just give help to needs customers, but also gifts the best and appropriate service with hope customer. In an organization government, service to the Public is the destination main which is not possible and could be avoided because already is an obligation to organize services to create the best service to society. because that has become an obligation and already duly government looks for solutions best to problems or possible obstacles hindering service to the public, fine constraint *internal* that is source constraints from an agency alone nor constraint *external* that is obstacles that come from Public user services. F actor The obstacle to the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the first Minahasa Regency Population and Civil Registration Service is the limited number of employees. One of the successes in implementing a policy is influenced by human resources, this is following the opinion of Setiawan (2010) which

states "humans in an organization are also seen as resources or drivers, this is a reaffirmation of the philosophy of *man behind the gun*, the wheel of the organization is very dependent on the behaviours of the people who work in it, employees are expected to be able to carry out their duties effectively and efficiently with full dedication and creativity that provide service satisfaction for interested parties.

Human resources or employees are the most important assets in an organization because they are the source that directs the organization and maintains and develops the organization in various demands of society and the times. Employees in agencies function as executors of the work of the main tasks of the organization. Productive employees are certainly able to make a valuable contribution to the agency. Conversely, unproductive employees are one of the triggers for an organizational decline. To achieve organizational goals, qualified human resources or employees are needed who can contribute all their efforts to serve public needs and advance the organization where they work. Human resources and work facilities are one of the factors that influence the implementation and success of a policy, for the components of Human resources that can support the implementation of policies can be tangible, including staff, expertise and appropriate qualifications, while work facilities are the tools used in implementing these policies. The importance of employees as human resources in an organization, it can be said that employees are the main asset compared to other resources. This is following the opinion of Tjiptono (2012) an agency must be supported by capable human resources because human resources play a very important role in carrying out business or activities within the agency to achieve the goals that have been set.

Factor The second obstacle to the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency is the level of supervision relating to service is still considered weak. this is left behind with the Constitution Republic of Indonesia Number 25 of 2009 concerning Public Service, where in Article 35 supervision maintenance service public carried out by internal supervisors and supervisors external. Therefore, the Department of Population and Civil Registration should Minahasa Regency can increase the frequency of supervision, for example by cooperating with the BPKP and the inspectorate as internal supervisors to audit the performance of services provided by the service, besides that to create excellent service to the community the Population and Civil Registration Office cooperates with other external parties such as the Council The Regional People's Representative Council (DPRD) of Minahasa Regency to conduct hearings regarding service quality and work together with media crews and Non-Governmental Organizations (NGOs) to supervise services to the community.

Quoting the opinion of Sugiyanti (2012) which states that, it is common knowledge that the government bureaucracy apparatus will perform well if someone is supervising it, the meaning of supervision is very important because this supervision can become (feedback) for service delivery agencies, to evaluate performance as an effort to improve service to the public as service users. This means that internal or external supervision is very important at the Population and Civil Registration Service Minahasa Regency to minimize the level of irregularities committed by irresponsible elements, especially in providing population administration and non-population administration services to the public as service users. Khairuddin (2012) states that the purpose of supervision is to:

- 1) Knowing the course of work, whether smooth or not.
- 2) Correcting the mistakes made and taking steps to prevent the same mistakes from happening again or creating new ones.

- 3) Know whether the use of the *budget* that has been set in the plan is directed to the target and following what has been planned
- 4) Knowing implementation work following the program (phase level implementation) as specified in *planning* or not.
- 5) Knowing results profession compared with what has been set in *planning*, that is *standards*.

The definition of supervision according to the State Administrative Institute of the Republic of Indonesia states its essence that supervision aims to prevent as early as possible the occurrence of irregularities, obstacles, errors and failures in achieving goals and objectives and implementation, in detail the supervisory function can be described as follows a) Stop or eliminate mistakes, irregularities, fraud, waste, obstruction and disorder, b) Prevent the recurrence of mistakes, irregularities, irregularities, waste, obstacles and irregularities order, and c) Look for better ways or foster good ones to achieve goals and carry out organizational tasks. Supervision is defined by Romli (2017) as all efforts or activities for knowing and assessing the actual reality of the implementation of the task or work, whether appropriate or not. Supervision is one of the management functions carried out to ensure the implementation of activities following the policies and plans that have been set and to ensure that objectives can be achieved effectively and efficiently. With supervision carried out by internal and external institutions, it is hoped that the Population and Civil Registration Office will Minahasa Regency be able to provide excellent service to the public, and the level of errors and irregularities can be minimized, which in the end is expected to be able to provide satisfaction to the public following what is mandated by bureaucratic reform.

Factor the obstacle to the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the third Minahasa Regency Population and Civil Registration Office is SOP (*Standard Operating Procedure*). *procedures* ) not enough applied, p the seen although the Department of Population and Registration Civil Regency Minahasa already have the SOP as stipulated in the Minahasa Regency Regional Regulation Number 06 of 2012 concerning the Establishment, Organization and Work Procedure of the Minahasa Regency Service, starting from the SOP for the requirements for managing Population Administration, SOP for service time and others, in practice it has not fully referred to the SOP. The Constitution Republic of Indonesia Number 25 of 2009 concerning Public Service Article 1 states standard service is a gauge measure used as guidelines for maintenance service and referrals evaluation quality service as obligations and promises organised to the Public in framework quality service, fast, easy, affordable, and measurable. Next Constitution Republic of Indonesia Number 25 of 2009 concerning Article 15 of Public Services mentions the organizers are obliged a) to provide quality service following principle maintenance service public, b). Doing service following standard service, c). Participate in active and obedient regulation-related legislation with the maintenance service public.

kindly general *Standard Operating Procedure* (SOP) is a determination written about what to do, when, where and by whom and made to avoid happening variations in the implementation process activities to disturb the performance organization (institution government) respectively whole. To quote the opinion of Atmoko (2012) which mentions the *Standard Operating Procedure* (SOP) is a guideline which contain procedures and operational standards which there is in something organization used to ensure that all decision and action, as well as use facilities process conducted by people in an organization walk in a manner efficient and effective, consistent, standard and systematic. With exists *Standard Operating Procedure* (SOP) is expected could increase the efficiency and effectiveness of performance organization, job Becomes standardized so

that all activity service will be conducted in a manner consistent by anybody which currently on duty To do service. Purnama's opinion (2016) states that the satisfaction public/society depends on perspective or evaluation after the use of service government, (a) If the performance is below expectations, the public/society no satisfied, b) If the performance Fulfill hope public/society will be satisfied, c) If the performance exceeds expectations, the public/society is very satisfied". It means working following applicable SOPs is very important because it relates to community satisfaction, by increasing community satisfaction indirectly impacts the level of community loyalty to use the services provided by the Population and Registration Office Civil Registry Minahasa, especially in managing Population Administration.

## CONCLUSION

Based on data analysis and findings in the field, then you can be concluded as follows: Implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency based on the results of data study as follows: a. Implementation reform bureaucracy seen from the aspect of reliability has to walk effective employee has had reliability in doing service, it can be seen that the Office has placed officers (HR) who are quite professional, experienced in their fields of work and following the disciplines they have, employees already have knowledge, skills, in their fields of work, employees have also attended seminars, training following their fields of work his job. b. Implementation of bureaucratic reform, from the aspect of power responsiveness, not enough walk maximum, the seen still there is disciplined employee work low specifically from time service, still, some employees come, rest and go home outside the applicable office hours. Next is the Department of Population and Registration Civilians are also assessed slowly in publishing administration population is known that for publishing making Administration Population still there is found eat time of 1 to 2 days work, the no following applicable SOPs. c. Implementation reform bureaucracy seen from the aspect of guarantee (*assurance*) not yet walk effective, that is seen still there are Population and Civil Registry Office employees Minahasa district assessed still behave not enough friendly and hospitable in giving service, employee rated behave discriminatory in giving service administration population to the public, there is treatment special to the public who have closeness, acquaintance, kinship with employee disdukcapil. d. Implementation reform bureaucracy seen from the aspect of empathy yet walk effective, p the It can be seen that employees do not have good communication with the community, socialization, counselling related to goals, benefits, requirements in making population administration, not running optimally due to the wide working area which includes 25 sub-districts and 227 villages. Besides that, the communication link that has been made in a social networking container, namely Reaction The Regional Relief Response (RR-RD *Call Center*) is not effective, this is because there are still many people who do not know about the procedures for using the RR-RD *Call Center*. 2. The factor there are 3 (three) that support the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of Minahasa Regency, namely: a) Availability of umbrella law about the implementation of bureaucratic reform that is Regulation President Number 81 of 2010 concerning *Grand Design of Bureaucratic Reform* (GDRB), b) Existence Support community and c) Support party external. The next factor obstacle to the implementation of bureaucratic reform from the aspect of bureaucratic behaviour in population administration services at the Population and Civil Registration Office of the Minahasa Regency, namely: a) the Limited number of employees, b,) the Level of supervision relating to services are still considered weak, and c) SOP (*Standard Operating procedures*) not enough applied.

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