

Analysis of Citizen's Charter Policy as A Strategy for Improving the Quality of Public Services in the Issuance of Driving License

Marasi Kindly Harianja¹

¹Public Administration, Terbuka University

Email: mrkindlyhari24@gmail.com

Abstract. *The service of driving licenses (SIM) is one of the public services of various other public services owned by the National Police. The state gives full authority to the Police to provide these services as stipulated in Law no. 22 of 2009 concerning Road Traffic and Transportation. The purpose of this study is to 1) analyze the issuance of SIMs at the Sorong Polres, 2) analyze the Citizen's Charter policy (service contract) as a strategy to improve the quality of public services in issuing SIMs at the Sorong Polres. This study uses a qualitative approach, using a case study research method. Data collection was carried out using interview techniques, observation and document review. This research was conducted in early September 2021 with a total of 15 respondents consisting of members of the Indonesian National Police and the public. The location of the research was carried out at the Sorong Police Station. From the results of the study it was concluded that the SIM issuance service at the Sorong Polres is still not optimally implemented for the community because the SIM issuance service at the Sorong Polres is still exclusive and elite capture, with a gap between service quality and cultural dimensions in the SIM issuance service at the Sorong Polres then a strategic policy formulation is needed to improve the quality of public services that are more excellent than the previous services. The advice given is to make fundamental improvements to the SIM issuance service at the Sorong Polres in order to improve the quality of service, build a good service culture, namely having dedication, integrity, discipline, honesty and trustworthiness in providing services to the community, using software that can be displayed directly on service room so that it can quickly find out what is the criticism and input from the community in service, on mobile SIM cars added to the product by issuing new SIMs, there is intense supervision from the Provos Polres Sorong to monitor service officers, and adopting a Citizen's Charter (service contract) compiled and designed between the Sorong Police and other stakeholders and the community.*

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INTRODUCTION

Modern government, in essence is a service to the community. Provision of services that meet predetermined standards is indeed a part that cannot be separated from the responsibility of the government as a servant for its people. At present it is still found that the quality of service from the government is still felt to be lacking even at the minimum level as perceived by the public. This can be seen from government service offices that have direct contact with the community. For example, health facilities, education, population and other sectors that still need improvement. The community almost does not understand and know the operational standards

and procedures regarding public services that should be received by the community (Sanders & Langan, 2019; Honadle, 2018).

The impact of bad bureaucracy on the public service order will slowly have an impact on economic losses in general and the community itself as citizens because this situation is exploited by service providers who directly lead to the practice of corruption, collusion and nepotism with the aim of self-benefit, himself or his group (Ilmaris & Arpangi, 2021; Nkyabonaki, 2019). This is the impact of the lack of information received by the public and access to transparent and accountable public service information. In this case the community will become victims or losers in terms of public services that they should receive from the government.

Transparency is an important aspect of democratic governance. Citizens have the right to know, namely the right to obtain information on what services they should receive from the government, including in the implementation of public interests. The freedom to obtain this information has become a human right that has been recognized internationally (McLeod, 2018; Donnelly & Whelan, 2020).

The rights of citizens in Indonesia to obtain information or know various matters related to government services have actually received better guarantees after the enactment of Law Number 14 of 2008 concerning Public Information Disclosure (Wibawa & Putrijanti, 2021; Gomez, 2019). The purpose of this law is that the public has the right to obtain information disclosure from public services organized by the government starting from the initial information on the service, the service process to the end of the service that should be received by citizens so that the community can easily receive good and correct services (Kosec & Wantchekon, 2020; Chan et al., 2021; Linders et al., 2018).

The Indonesian National Police (POLRI) is one of the state institutions that provides services to the public in the field of maintaining public order and security, law enforcement, and protecting, nurturing and serving the community (Article 2 of Law No.2/2002 concerning Polri). The law gives a mandate to Polri to organize police service rooms for all Indonesian people. As an institution that provides services in carrying out its main tasks, the National Police has more contact with the community, especially in law enforcement, security and order maintenance services in society. The good and bad image of the Police is very dependent on its ability and performance in providing services to the community (Boateng, 2018; De Camargo, 2020).

Reflection of a more comprehensive public expectation of the Polri institution has basically been accommodated by the target of changing the mindset and culture set of the POLRI in the third wave of the Bureaucratic Reform program (2016-2019). These changes from previously antagonistic to protagonist, reactive to proactive, legality to legitimacy, elitist to populist, arrogant to humanist, authoritarian to democratic, closed to transparent, vertical accountability to public accountability, and monological to dialogical. This is the profile of the ideal member of the National Police expected by society (Fielding, 2023; Wieslander, 2020).

In fact, this is still far from the expectations of society. This can be seen in the survey results from the Ombudsman Institute of the Republic of Indonesia. Nationally, for the last two years (2018-2019) the National Police has been in second place as an institution whose services are still being complained about by the public (Ombudsman of the Republic of Indonesia, 2020).

In 2018, Kompolnas RI received 476 public complaints either by letter, electronic media, or who came directly to the Kompolnas office. The most widely received reports were about poor service with 277 reports, followed by abuse of authority with 173 reports, corruption with one report, discrimination with 25 reports, and abuse of discretion not being reported. It can be concluded that in 2018 Polri's performance was still in the poor category among other aspects. For 2019 Polri's performance also did not experience significant changes.

As supporting data, it can be seen that in 2013 around January, within the Central Java Regional Police, a large-scale transfer took place within the traffic unit, both officers and non-commissioned officers, related to the practice of making driving licenses and allegations of illegal

collection practices related to obtaining SIMs. This is of course very detrimental to the community and the good name of the National Police in the government's efforts to create accountable, transparent and informative services.

In connection with this research, if the public services provided by the Polri are not immediately improved, then the public will also continue to criticize the services provided and the end public trust in the POLRI in terms of service will decrease. Various methods are used by the National Police to improve the quality of SIM services, such as by innovating mobile SIMs, community SIMs, SIM outlets in strategic locations such as malls or shops, or in other places that are considered strategic for providing services related to driving licenses (SIM).

Several developed and developing countries have now developed a new public management approach and are slowly abandoning conventional service patterns. The new public management paradigm in question is the application of the Citizen's Charter concept (service contract) as the implementation of transparent and accountable services from the government to its citizens (McMullin, 2021; Reiter & Klenk, 2019). Citizen's Charter is an approach to the delivery of public services that places service users/customers at the center of the service, meaning that the needs and interests of service users must be the main priority of the overall implementation of these public services (Bromell, 2022; Jacob et al., 2018).

In Indonesia, currently several ministries and agencies have implemented the Citizen's Charter concept as a strategy to improve the quality of service to the community in terms of ease of accessing information related to services that should be received and enjoyed by the community as compensation for paying taxes for the continuity of social life.

In order to fulfill the need to improve the quality of service in accordance with the expectations of the community mentioned above, it is necessary to develop a strategy that is more oriented to the interests of the community, especially the SIM issuance service. This policy is expected to be able to answer all the public dissatisfaction with the SIM service that has been happening so far. This is certainly in line with the objectives of the National Police as an organization that provides services to the community. A positive benefit for organizations implementing strategic management is that it helps the management of an organization to think strategically in developing effective strategies in determining priorities for achieving organizational goals (Nadikattu, 2020; Grainger-Brown & Malekpour, 2019).

The description in the background above is an illustration that the quality of public services should be a strategy, especially in issuing driving licenses (SIM) by the National Police. Thus, this research is focused on Citizen's Charter Policy Analysis as a Strategy to Improve the Quality of Public Services in the Issuance of SIMs

METHODS

In this study using qualitative research. According to Priya (2021) and Jones et al. (2021) states that a qualitative research approach is basically a process of inquiry to understand social problems holistically which is formed by a series of words, describes a detailed view of information, and is compiled against a natural background. Sources of information using primary data and secondary data. Primary data is the result of direct observation/observation and interviews with informants. While the secondary data in question is in the form of documents, as well as various theoretical studies related to research. Data analysis techniques use the Miles and Huberman models, namely by reducing data, presenting data and making conclusions (Muhmmad & Djaali, 2005).

RESULTS AND DISCUSSION

Analysis of Quality of Service Issuance of Driving License

To analyze the quality of SIM issuance services at the Sorong Police traffic unit, the authors used 5 dimensions of service quality, according to Abdulah et al. (2022). These five dimensions will try to explore service aspects based on research findings in the field. The five

dimensions of service quality referred to are tangibles, reliability, responsiveness, assurance, empathy.

Tangibles

The direct evidence referred to in this dimension includes the physical facilities owned by the Sorong Police traffic unit, the appearance of employees and access to communication. From the findings in the field, physically the SIM service waiting room is quite good when compared to other agencies. This is supported by the statement of the SIM applicant who came to the SIM issuance service room and was directly interviewed on Thursday 20 February 2021.

EA, 35 years old working as a housewife with address at Jalan Jend. A Yani Aimas District:

"Overall it is quite good and clean both the Sorong Police SIM service room, now there are air conditioning facilities, TV, air freshener, queue chairs are neatly arranged, and the toilets are also clean and there is a place for washing hands with probes requirements. This makes us comfortable and not bored to wait for calls in line. It was very different when I applied for a KTP at the Aimas district office, almost all of the facilities were inadequate."

Reliability

Reliability here is the company's ability to provide services as promised accurately and reliably. Performance must be in accordance with customer expectations which means timeliness, the same service for all customers without errors, a sympathetic attitude, and with high accuracy.

However, in its application in the field it did not work as expected, this can be seen in the work attitude of the examiner who left his place of duty during service hours, so that the service did not run effectively and caused complaints from the people served.

Responsiveness

Responsiveness is the desire of staff/employees to help customers and provide responsive service, willing to listen and respond in an effort to satisfy customers. From the findings in the field, it is true that the SIM service officers are responsive to serving people who come to get a SIM. However, responsiveness here is not a positive thing, but rather a negative response carried out by service personnel. The negative thing that is done by service officers is by offering services to assist in the process of making a SIM with a promise that if the service officer takes care of it and pays more, then people who come as applicants no longer need to take the SIM exam, both theory and practice, because they have already paid at the beyond the applicable provisions.

From the results of interviews with people who applied for a new SIM on Friday 21 February 2021, named A, 22 years old, works as an entrepreneur, having his address at Jalan Trans Aimas Katapop, said:

"I came to the Aimas Police Station around 09.00 WIT, my intention was to make SIM A and C, then before going to the counter I met a member of the police whose name I did not know by offering a service that the person concerned was ready to help speed up the SIM service, so the mother did not need to I'm taking the theory and practical exams, leave everything to me, I guarantee the process will be fast. So, I agreed with what was said by the officer because seeing that the theoretical and practical exams were quite difficult, I would definitely not pass. So I also paid more than the applicable provisions, for the 2 SIMs I paid IDR 750,000. After I received the printed driver's license, I immediately went home and thanked the officer."

Responsiveness like this is not what the Polri organization wants to achieve excellent service, but rather can reduce the public's sympathetic image of Polri because initially positive responsiveness is misinterpreted for the weaknesses possessed by the community for personal gain. Excellent service by experts in Atep (2003) that excellent service (excellent service) in

making customers feel important, then being able to serve customers in a friendly, fast and precise manner, service is more oriented towards optimal customer satisfaction. This means that the SIM service officer must be responsive to make customers feel satisfied because they can be served well, quickly and precisely without violating procedures/mechanisms that have been determined by law. Responsiveness is not equated with serving the community by violating the rules that have been set, but instead having to comply with the rules so that customers can feel satisfied with the services provided, especially in the SIM service at the Sorong Police.

Assurance

Guarantee here includes the ability of employees to generate customer trust and confidence through knowledge, courtesy, and respect for customer feelings. From the findings in the field, service officers work from 08.00 WIT to 14.00 WIT. During these working hours, the Sorong Police SIM service officer works optimally to serve SIM applicants who come. From registration counters, theory exams to practical exams, identification and delivery of driver's licenses.

Officers on average have the ability to master the material within the scope of SIM issuance services. As in the theory exam, before carrying out the exam, the officer gave an overview of how the exam was carried out starting with a grid and a brief socialization about traffic. This aims to educate the public so that they can easily answer exam questions given by officers.

Empathy

Empathy is the ability or willingness of employees to give personal attention, such as being friendly in a polite manner to understand the needs and care for their customers who need a service from the provider.

From the results of research in the field, the Sorong Police traffic unit is very empathetic to complaints and input from the public because of the remote access they receive, where people have to come to the Polres to get a SIM. In Sorong Regency, the farthest area is in the Klamono area, which takes about 1 hour from the Sorong Police Station. Besides that, transportation facilities that are difficult and adequate are still a concern from the community's homes to the Sorong Police to make the intended SIM. This will be input for the traffic unit to be able to create innovations so that the SIM making service can reach people who are far from the Sorong Polres office.

The results of the field findings stated that the policy strategy of the Sorong Police Chief, the traffic unit, was to be able to create innovations so that SIM making services could reach people far from the Sorong Polres office. The innovation carried out by the Sorong Police is to carry out SIM activities to enter the village. The SIM service for entering the village is a manifestation of partnership building, namely building partnerships with rural communities who need SIM services by using mobile SIM cars.

However, the implementation of the service using mobile SIM cars was not properly scheduled and there was no fuel support from the service, making it difficult for SIM car mobility to move to various villages in Sorong Regency. As a solution, Kasat Lalu buys fuel independently so that mobile SIM cars can still operate to serve the issuance of SIMs to the public.

Phase II of the Polri Partnership Building has 9 strategic programs, one of which is improving the quality of public services. The desire to achieve the long-term goal of improving the quality of public services in question is improving the quality of SIM services by the Sorong Police. The Mission of the Partnership Building involves the community in formulating a service standard with the aim of fulfilling people's rights fairly in receiving SIM services as regulated in Law no. 25 of 2005 concerning Public Service. In the end, SIM services by the Sorong Police as a whole are considered to have met the needs of its citizens because they have been transparent, accountable and informative.

Citizen's Charter policy (service contract) on SIM issuance services at the Sorong Police Station

Several developing countries have now developed the Citizen's Charter concept (service contract) based on new public management. In the UK, the Citizen's Charter concept is used as a National Program, in which all government organizations, both national and local, are asked to compile customer service standards based on input from customers that aim to improve the quality of public services by responding to the wishes and needs of service users so that between service providers and people who use services know their rights in these services (Wu, 2021; Mosley & Smith, 2018).

In Indonesia, the Citizen's Charter concept has been widely used in several ministries and agencies to improve the quality of public services. Service providers together with the community formulate a Citizen's Charter in such a way which contains service vision, service mission, service hours, processing time, type of service, sanctions, management fees, service ethics, requirements and service flow, customer complaints/complaints, as well as closing provisions that contains a validity period, changes based on needs and signed by the parties involved between service providers, stakeholders through print and electronic media, then even remote communities will receive information messages about the intended service in a transparent and accountable manner (Matheus et al., 2020; Steiner & Farmer, 2018).

Regarding service standards for issuing SIMs, the Sorong Police have compiled and determined service standards as stipulated in Article 15 letter a of Law no. 25 of 2005 concerning Public Services, namely service providers are obliged to compile and establish service standards. To be more specific about the SIM issuance service standards, it has been regulated in Article 22 of Perkap No. 9 of 2012 concerning SIMs.

From the results of research on SIM issuance services at the Sorong Police, most of the people do not understand the mechanism for obtaining a SIM according to the standards set by the Sorong Police Traffic Unit. In the end, the community will become victims of the intended service bureaucratic system. Victims here are exploiting community misunderstandings, making it easier for service officers to practice extortion, complicate service bureaucracy, feel service officers are needed by SIM applicants and so on.

When public policies contain values that are contrary to social life, then these policies will experience resistance when implemented in the community, especially the people in the Sorong Regency area. If this is allowed to go unpunished, then the Polri's mission, especially the Polri Bureaucratic Reform Phase II of the Partnership Building at this time, will not be achieved properly, so that later in Phase III of Strive for Excellence (2015-2025), Polri will be determined to build public service capabilities (excellence). service) that is superior and trusted by the community, it is impossible to be realized.

The National Police in an effort to improve the quality of public services must involve stakeholders and the community in order to improve services according to the objectives of the implementation of the Partnership Building, namely increasing the quality of public services to the community in an effective, efficient, transparent, fast, precise, simple, safe, affordable, and have certainty as well as the creation of justice.

To realize the intended excellent service, an internal policy strategy is needed towards more optimal service and oriented to the new public management in order to improve public services in SIM issuance services without thinking about the pros and cons in terms of financial terms. This could have implications for increasing public trust in Polri's performance. For this reason, innovation and creation policies or creative breakthroughs are needed to improve the quality of SIM issuance services.

Bryson is an expert in formulating non-profit organizational strategies in his theory of strategic models, that the strategic model approach uses strategy formulation as the basis for policy formulation. Strategic planning focuses more on identifying and solving issues that

emphasizes more on assessing the external environment and within the organization and is action oriented (Steiss, 2019; Smith, 2020; Alosani et al., 2020).

According to Bryson (1995) mentioned above, as the key to success and proven effective in dealing with issues faced by non-business organizations consists of 8 steps, namely; (1) Development of an initial agreement concerning the strategic planning effort; (2) Identification and clarification of mandates (identification and clarification of organizational mandates); (3) Development and clarification of mission and values; (4) External environmental assessment (assessment by the external environment); (5) Internal environmental assessment (assessment by the internal environment); (6) Strategic issue identification (identification of strategic issues faced by the organization); (7) Strategy development (formulating strategies to manage strategic issues) and; (8) Description of the organization in the future (determination of an effective and efficient vision of the organization in the future).

CONCLUSION

The results of the analysis of the implementation of SIM issuance at the Sorong Police Station use 5 dimensions of service quality theory according to Zethaml, Berry and Parasuraman. The five dimensions are: Tangibles, reliability, responsiveness, assurance, and empathy. From the 5 dimensions of service quality theory, the service for issuing SIMs at the Sorong Polres has not shown good service quality, because from the research findings there are prominent deficiencies, although there are several good and good aspects to be maintained in the service, so it can be concluded that the service for issuing SIMs at the Sorong police station is still not optimally implemented for the community. There are 5 kinds of cultural dimensions that influence cultural practices as proposed by Hofstede. These dimensions are: power distance, individualism and collectivism, masculinity and femininity, uncertainty avoidance, and long and short term orientation. Based on the findings in the field, the 5 cultural dimensions that are relevant are long term orientation and high power distance and result in SIM applicants having high uncertainty avoidance of the services provided by the Polres. Sorong is related to SIM issuance services. The Sorong Police are trying to socialize the concept of Citizen's Charter (service contract) to the public, because this concept is a positive thing to adopt and implement in order to improve the quality of service to the community. The SIM issuance service by the Sorong Police can involve the community in implementing the Citizen's Charter Concept (service contract) in the SIM issuance service room. The community must know in detail the mechanism for issuing a SIM that has been regulated in the law. With the Citizen's Charter (service contract) it is hoped that it can become a guideline for the community to get maximum service and if it cannot be directly conveyed in the suggestion box provided by immediately responding to suggestions and input given by the community so that the services provided can be known whether they are appropriate (on the track) or not.

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