



Exploring Readiness for Implementing Citizen-Friendly Public Service Policy in Makassar Civil Registry Office

Fitria Utami*

Universitas Muhammadiyah Makassar,
INDONESIA

Hamrun

Universitas Muhammadiyah Makassar,
INDONESIA

Muhammad Amril Pratama

Universitas Muhammadiyah Makassar,
INDONESIA

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Abstract

Citizen-friendly public service has emerged as a crucial aspect of modern governance, emphasizing inclusivity, empathy, and efficiency. However, the readiness to implement such policies at the local government level, particularly within civil registration services, remains underexplored. This study aims to examine institutional, procedural, and human resource readiness for implementing a citizen-friendly public service policy at the Civil Registry Office of Makassar City. Using a qualitative descriptive approach, data were collected through in-depth interviews, non-participant observations, and document analysis. Findings reveal that while digital transformation initiatives such as the 'Kucata'ki' application have improved administrative efficiency, significant challenges persist in digital literacy, communication ethics, and public awareness. The study concludes that readiness for implementing citizen-friendly services requires not only technological preparation but also ethical, procedural, and collaborative foundations to ensure inclusivity and trust in public service delivery. The results provide valuable insights for developing a comprehensive implementation strategy for inclusive and human-centered public services in Indonesia.

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INTRODUCTION

In the discourse of governance, public service is often positioned as a reflection of bureaucratic capacity and integrity. Several studies indicate that the success of public services may be associated with accessibility, efficiency, fairness, and responsiveness to citizens' needs (Adawiyah et al., 2024; Al - Muttaqin & Nugroho, 2025; Suryoputri & Susanto, 2022). In the local context, administrative units such as the Department of Population and Civil Registration (Disdukcapil) are frequently examined due to their direct role in fulfilling citizens' civil rights, including identity documents and civil records (Husni et al., 2025; Sanusi et al., 2024). Nevertheless, the quality of services in this sector does not always reflect the principles of inclusive public service, and numerous reports suggest the presence of significant challenges, particularly in technical, ethical, and structural aspects (Fikri & Tjenreng, 2025; Mufassaroh et al., 2023).

Recently, the condition of public services at the Makassar City Department of Population and Civil Registration (Disdukcapil) has become a topic of public discussion. Based on community reports and field observations, several issues have been identified as obstacles to achieving optimal service delivery. Some residents reported that the administrative procedures for obtaining population documents remain confusing. The lack of clarity regarding document requirements, for

*** Corresponding author:**

Fitria Utami, Universitas Muhammadiyah Makassar, INDONESIA. ✉ fitriaoputitang@gmail.com

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instance, has reportedly caused citizens to make repeated visits because the submitted documents did not meet the necessary criteria. In addition, several public responses indicated that uncommunicative or unresponsive attitudes among staff toward complaints have contributed to negative perceptions of service quality. Reports have also suggested the presence of brokerage practices around service offices, which may create unequal access and undermine the integrity principles of public service.

Various approaches have been employed to address issues in public service delivery, including the strengthening of technology-based innovations, improvements in bureaucratic governance, and the enhancement of human resource capacity (Hasanah et al., 2024; Sukraaliawan & Agustana, 2023). Studies conducted in several regions highlight the importance of digital-based services in reducing manual bureaucratic barriers and accelerating service access (Putri & Tjenreng, 2025). In the context of population administration services, digital transformation has shown potential to expedite administrative processes and minimize face-to-face interactions that may create opportunities for irregularities (As'adi, 2024). Nevertheless, public services often remain under scrutiny due to persistent problems such as convoluted procedures (Amiruddin, 2023; Taufik, 2023), lack of transparency (Mozin et al., 2025), low quality of bureaucratic human resources (Adekamwa et al., 2024; Fikri & Tjenreng, 2025; Rohayatin et al., 2018), and limited adoption of technology-based service innovations (Putri & Tjenreng, 2025). These challenges have led to low levels of public satisfaction and frequently foster distrust toward the government.

Several previous studies have explored the theme of public service delivery within the Department of Population and Civil Registration (Disdukcapil) using various approaches, yet opportunities for further exploration remain. Research on service digitalization at the Disdukcapil of Semarang Regency revealed that the implementation of the online service system "SIPENDUK ONLINE" has been initiated but remains suboptimal in terms of public accessibility (Ramadhani, 2024). Furthermore, Shellya Salsabila dkk. (2021) found that the implementation of e-government through the official website at the Disdukcapil of Padang City has not yet been fully effective (Salsabila et al., 2022). Another study by Ashari Arifinari and Sallu S. (2023) indicated that the digitalization of public service quality in Disdukcapil still faces barriers related to technical literacy and infrastructure limitations (Ashari & Sallu, 2023). Despite various digital innovations being introduced, service delivery in many regions has not fully embodied inclusivity or citizen-centered values; challenges such as procedural ambiguity, limited digital literacy, and insufficient ethical awareness among staff continue to persist.

This study seeks to present a perspective that highlights how the concept of "friendly" public service policy can be realized within a dynamic institutional context such as the Department of Population and Civil Registration (Disdukcapil) of Makassar City. It integrates procedural aspects, service behavior, and integrity-based governance to build a more comprehensive understanding of the institution's readiness to provide inclusive and equitable services. Given the complexity of the issues involved, this research focuses on an initial exploration of institutional preparedness, staff competence, and the social and technological support required to implement the principles of friendly public service. Through this approach, the study aims to enrich the academic discourse on empathy-based and participatory public service delivery. Accordingly, by adopting an empathy-oriented public service approach and the principles of *citizen-centered governance*, this study aims to identify the level of readiness, key obstacles, and strategic opportunities in implementing friendly public service policies at the Disdukcapil of Makassar City.

METHOD

This study employs a descriptive qualitative approach aimed at exploring institutional readiness and contextual dynamics related to the implementation of friendly public service policies at the Department of Population and Civil Registration (Disdukcapil) of Makassar City. This approach is considered appropriate for understanding institutional preparedness, staff competence, and social interactions that influence the initial stages of policy implementation (Creswell & Creswell, 2018; Moleong, 2014).

The data sources in this study consist of both primary and secondary data. Primary data were obtained through in-depth interviews and observations, while secondary data were collected from

policy documents, institutional performance reports, and relevant scholarly literature (Flick, 2019; Sugiyono, 2017). The interviews were conducted with various stakeholders directly and indirectly involved in the service process, including structural officials of Disdukcapil, front-desk service staff, and members of the public who accessed the services (Saldaña, 2021).

The sampling technique was carried out using a purposive approach with specific criteria tailored to the data requirements. Participants were selected based on their roles and knowledge related to the implementation process of the friendly public service policy. The criteria for informants included: (1) Disdukcapil officials with authority in policy formulation or supervision of public service delivery; (2) front-office staff who directly interact with service users; and (3) citizens who have accessed population administration services at the Disdukcapil office of Makassar City at least once within the last six months. The sample size was determined using the principle of data saturation, in which data collection was concluded when the information obtained became repetitive and no longer generated new or significant insights (Guest et al., 2020).

Data were analyzed using a thematic analysis technique, which involved transcribing interviews, coding data, grouping categories, and identifying key themes relevant to the focus of the study (Braun & Clarke, 2006). Data validity was maintained through source triangulation (comparing results across different interviewees), methodological triangulation (combining data from interviews, observations, and documents), and member checking to ensure the accuracy of the researcher's interpretations of the participants' information (Nowell et al., 2017). As a preliminary study, this research was not intended to evaluate the outcomes of policy implementation but rather to identify institutional, procedural, and human resource readiness, as well as potential challenges and opportunities that may influence the successful implementation of friendly public service policies in the future.

RESULTS AND DISCUSSION

Effectiveness of Public Service Digitalization

The implementation of digital platforms such as "*Kucata'ki*" and online queue systems at the Disdukcapil of Makassar has demonstrated improvements in administrative efficiency and reductions in service duration (Sulmiah et al., 2022). This finding aligns with global studies suggesting that digital transformation can accelerate service delivery and enhance transparency (Budijaya & Situmeang, 2025). However, field practices reveal the presence of a "digital divide" among users particularly among the elderly and residents in peripheral areas who face difficulties in using these applications (Durand et al., 2023; Nguyen et al., 2022). This reflects broader challenges in digital literacy, as also observed in the implementation of the Digital Population Identity (IKD) modules in Surabaya and Makassar (Yasah et al., 2025). Therefore, digitalization initiatives need to be complemented with educational strategies and the continued provision of offline services to bridge this accessibility gap.

Procedural Barriers and Information Ambiguity

Although requirements and procedures are available online, in practice they often fail to provide sufficient clarity for users in the field. Many service users experience confusion because the informational materials are either outdated or not actively disseminated (Sekretariat, 2025). This is consistent with Rahmawati (2021) findings, which highlight that unclear information is a fundamental factor causing frustration and citizens returning home without receiving the intended service. Such conditions reveal a discrepancy between procedural design and operational implementation at the front office level.

Service Behavior, Ethics, and Humanistic Attitudes

Observations revealed a persistence of bureaucratic conservatism, where staff attitudes rarely reflect politeness, empathy, or two-way communication. Some citizens reported that they were "merely informed" without sufficient explanation. A study on service ethics by Wardani et al. (2025) noted that while formal service standards appear to be met, the dimensions of empathy and friendliness remain weak. International research also emphasizes that digital services must be complemented by a culture of humanistic service to maintain public trust (Nasution, 2024). The

absence of effective communication can undermine the integrity of public service and erode citizens' confidence in government institutions.

Brokerage Dynamics and Oversight Systems

Several informants reported the existence of "fast-track" services involving brokers (*calo*), who exploit procedural inconsistencies and weak complaint mechanisms. This phenomenon aligns with Arief (2023) study, which found that governance loopholes often open pathways for informal practices. Similar conclusions were drawn in Makassar, where public complaints remain minimal and the role of suggestion boxes is poorly defined (Haikal & Mauliana, 2022). Therefore, integrating integrity zones with IT-based monitoring initiatives could potentially reduce the likelihood of service misconduct and strengthen accountability.

Collaborative Innovation and Community Engagement

The integration of Disdukcapil services with community health centers (*puskesmas*) and local administrative offices (*kelurahan*), such as the direct recording of birth certificates at healthcare facilities, demonstrates a *Collaborative Governance* approach (Asriani et al., 2024). This initiative enhances service accessibility and effectiveness through a shared-service model. However, the implementation of this model remains limited in scope and requires further expansion, particularly through community-based digital literacy training at the local level (Riil, 2024).

Based on the research findings, efforts to improve public service delivery at the Disdukcapil of Makassar City should be carried out comprehensively, integrating technology, service ethics, and community empowerment. First, service digitalization should be combined with information and communication technology (ICT) education programs for the public. Many citizens especially the elderly and those from lower socioeconomic groups often face difficulties in accessing online services due to low levels of digital literacy. Therefore, the local government, together with Disdukcapil, could organize short workshops, community-based outreach activities, or establish local "digital ambassadors" in each *kelurahan* to assist residents in utilizing electronic service platforms. In addition, maintaining a *hybrid service model* a combination of digital systems and responsive face-to-face services is crucial to ensure inclusivity and promote equity for vulnerable groups.

Second, service procedure transparency needs to be strengthened through the provision of information media that are easily accessible and understandable to the public. Disdukcapil can install both static and dynamic information boards in service areas, with content that is regularly updated in line with regulatory or administrative changes. In addition, disseminating visual information through official social media platforms such as infographics, short videos, or interactive Q&A sessions can broaden communication outreach to the public and reduce potential misunderstandings regarding service procedures. Clear and easily comprehensible information disclosure not only serves as an indicator of good service quality but also functions as a public control mechanism over bureaucratic practices.

Third, developing an empathy-oriented service culture should be a top priority. Regular training programs for employees particularly those on the front lines of service delivery based on a *Service Excellence* approach that emphasizes ethical values and humanistic communication are essential. Such training should not only focus on technical competencies but also highlight the importance of delivering services that are sensitive to individuals' emotional conditions and unique needs. Disdukcapil can also implement periodic evaluations of staff service behavior by incorporating anonymous assessments from service users to minimize bias and apprehension during the evaluation process. This approach has been proven effective in improving the quality of service interactions across various public institutions.

Furthermore, to reduce informal practices such as brokerage and manipulation of fast-track services, it is necessary to establish a digital monitoring system integrated with service delivery processes. For instance, implementing real-time feedback features through touchscreen devices or applications accessible immediately after service completion can provide instant insights into employee performance and service quality. In addition, conducting regular digital audits of administrative service records and involving civil society in monitoring through anonymous

reporting mechanisms can strengthen institutional accountability. Such monitoring practices not only minimize the potential for misconduct but also foster an organizational culture that is more open to transparency and corrective feedback.

Finally, expanding cross-sector collaboration is essential to strengthen the effectiveness of public services, particularly at the grassroots level. Integrating population administration services with facilities such as community health centers, village offices, and schools can enhance accessibility and convenience for citizens in obtaining essential services. Moreover, engaging local communities such as community leaders, family welfare groups (PKK), and youth organizations in information dissemination and citizen assistance can foster a shared sense of ownership over public service quality. This collaborative approach also serves as a strategic step toward building a public service ecosystem that is more responsive, participatory, and equitable.

By implementing these five recommendations in an integrated and consistent manner, the Makassar City Department of Population and Civil Registration (Disdukcapil) has a significant opportunity to realize public services that are not only fast and efficient but also inclusive, humane, and integrity-driven.

LIMITATION

This study has several limitations that should be acknowledged. First, as a preliminary study, the research focuses on exploring institutional and human readiness rather than evaluating the actual implementation or policy outcomes. Therefore, the findings mainly describe the existing conditions, perceptions, and potential challenges before full implementation. Second, the study relies on qualitative data collected from a limited number of informants within the Makassar Civil Registry Office. Although the sampling strategy was purposive to ensure relevance, the insights obtained may not fully represent all perspectives within the broader institutional context or other regional civil registry offices. Third, the data collection process was conducted within a specific time frame, which may not capture dynamic changes in policy, staff behavior, or public expectations over time. Future research should include longitudinal data or comparative analysis across multiple local governments to gain a more comprehensive understanding of citizen-friendly service readiness. Despite these limitations, this study provides valuable groundwork for future empirical investigations and offers a conceptual basis for policy refinement and the development of inclusive, citizen-centered public service practices.

CONCLUSION

This study reveals that the implementation of citizen-friendly public service policies at the Makassar City Department of Population and Civil Registration (Disdukcapil) still faces significant challenges both procedurally, behaviorally, and through the persistence of informal practices such as brokerage. Although improvement efforts have been initiated through digitalization and service simplification, field realities indicate a persistent gap between written policy and the actual service experience of citizens. Limited digital literacy, uneven dissemination of procedural information, and uncommunicative staff attitudes remain major barriers to realizing inclusive and equitable public services. The findings affirm that public service transformation cannot rely solely on administrative or technological approaches; it must also be accompanied by the cultivation of service ethics, strengthened transparency, and oversight mechanisms that actively involve citizen participation. Therefore, strategies to improve the quality of population administration services should integrate digital innovation, community education, empathetic work culture, and social accountability based supervision systems. In this regard, future policy directions should not only emphasize technical efficiency but also embrace the human dimension of service delivery. A truly citizen-friendly public service is one that builds trust, empowers citizens, and ensures that everyone regardless of social background or digital capacity receives fair, dignified, and equal treatment in accessing their rights as members of society.

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