

Quality of Service Standard in the Process of Land Certificate Issuance at Keerom Regency Land Office, Papua Province

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Abstract

In the implementation of services at Keerom Regency Land Office, the service procedure is considered less simple and does not provide convenience. Likewise, in terms of speed of service and target time of service, land certification process cannot be completed within the time determined by the Land Office. This study aims to determine and describe the quality of service standards and land management in land certificate services at Keerom Regency Land Office. This study utilized a qualitative approach by conducting observations and in-depth interviews to find out and compare public services carried out by Keerom Regency Land Office. Data collection techniques used included observation, documentation study, and interview. Based on Regulation of the Head of the National Land Agency No. 1 of 2010, some of the indicators including service standards and land arrangement, reliability dimension, responsiveness dimension, and empathy dimension have been fulfilled or implemented, but have not been fully implemented in accordance with the requirements. In addition, the assurance dimension, namely the competence of service providers or Human Resources in charge of serving the community or citizens, is considered to have fully worked professionally in providing land certificate services.

Keywords: services, land certificate, Papua

1. Introduction

The government has made many improvements to the quality of public services in terms of regulatory aspects, policy improvements, policy implementation, and enhancement of the professionalism of its Human Resources (HR) [5]. However, it seems that those policies have not been able to fully address various service problems. Services are not entirely focused on customers, in which discrimination, touts, paternalistic cultures are still often found [8]. Moreover, there are also weak protection for consumers, officials who tend to position themselves as people who must be served rather than providing services, and other problems [[6]. Therefore, various efforts in service management are needed as an attempt to strengthen policies that have been issued by the government and improve the quality of public services [2]. Referring to the concept of the New Public Service, the fundamental factor that needs to be considered in the provision of services is that public services performed by the government are not to serve customers, but services provided to serve the community (citizen) [11].

In this case, one of the services provided by the public bureaucracy is land certification services. The right to own land is one of the rights that humans have. Land plays an important role in human life, for example as property or assets for the future. The main function of land in human life is as a place to live and preserve their life. In fact, Indonesia is a country that has a large and dense population. As a developing country, population problems are often faced by its people, especially in terms of land issues. Public complaints regarding services in the land sector are still widely found; they tend to feel reluctant and give a negative image.

Based on the results of observations made at the Keerom Regency Land Office and the publication of several local media or newspapers, citizens usually complain about time and costs. One of the citizens with the initials A.F, as one of the pioneers of reporting his problem to the Ombudsman of the Republic of Indonesia, Papua Province, complained about his land certificate. He stated, "I have been waiting for 3 years but the measurement process takes a long time (tabloid jubi.com). There is even a citizen who has been waiting for 9 years to make the certificate but it has not finished yet."

Besides the delay of land certification process, some fake certificates were also found. This was conveyed by the Head of the National Land Agency (BPN) of the Republic of Indonesia Hendarman Supandji through the Head of BPN Regional Office of Papua Province, Niko Wanenda. Moreover, as of September 2013, 2,383 land cases had been resolved. However, there were 2,335 new land disputes, so that there were 2,857 cases remaining by September 2013.

More importantly, when the researchers visited representatives of the Ombudsman of the Republic of Indonesia Papua Province in Jayapura to obtain data and information relevant to this study, it was found that 24 (twenty-four) of the land problems reported or complained by the citizens were found in the period 2013 to July 2016. case. Those twenty-four cases had various problems which could be identified as forms of "maladministration" violations. The forms of violations can be identified, including:

- a. There are 15 (fifteen) cases of protracted delays in issuing land certificates.
- b. There were 9 cases of abuse of authority.

There are two categories of cases in Keerom Regency. There have been protracted delays in the issuance of land certificates, abuse of authority, as well as allegations of not providing adequate services related to the loss of land certificates for residents to be processed immediately and replaced with new ones. The aforementioned examples show a small proportion of citizens who understand and report their cases, while the majority of citizens tend to be reluctant to deal with Ombudsman representatives with considerations of consuming time, money, and energy and thought, so they sometimes just surrender or follow the existing procedures.

This phenomenon is also evident in the services at Keerom Regency Land Office, one of which is the service procedure which is still considered less simple and does not provide convenience. Likewise, in terms of speed of service and target time of service, land certification process cannot be completed within the time determined by the Land Office.

Reflecting on the existing conditions at Keerom Regency Land Office as illustrated above, solving the problems regarding satisfying service to the community will be difficult to obtain without involving the community, empowering employees, and fulfilling existing facilities and infrastructure. In

connection with the things that have been described and by seeing the visible phenomena or problems that have arisen at Keerom Regency Land Office, the researchers are motivated to conduct this research. Based on the background, here is the problem formulated, "how is the quality of service standards and land arrangement in Land Certificate Services at Keerom Regency Land Office?"

RESEARCH METHODS

Approach and Type of Research

This study utilized a qualitative approach by conducting observations and in-depth interviews to find out and compare public services carried out by Keerom Regency Land Office. According to [4], qualitative methodology was chosen as a research procedure that produces descriptive data in the form of written or spoken words from people and observable behavior. Additionally, the type of research used in this study was a case study [1]. A case study in research is described as a research conducted on an "object" called a "case", which is carried out completely, thoroughly, and deeply using various kinds of data sources.

Data Sources and Informant Determination Procedures

The data source is the research informants. In this study, the informants were employees who worked at Keerom Regency Land Office who were directly involved in land certification process as well as communities who were processing their land certificates, or who had received land certificates with the consideration that they had been served and obtained land certificates. It was done to objectively assess the quality of service they received based on their daily experiences.

Since this research has more or less understood the initial information related to the object of research, data source and information determination was done through key-informants. Key-informants are informants who can be considered to represent the institution because they know thoroughly about the object under study. The data taken included primary data and secondary data. Primary data were obtained through direct observation and interviews with service users (applicants) and service providers as well as public officials involved in the intended service process. Thus, the key informants in this study were:

- a. Head of Keerom Regency Land Office
- b. Heads of Sections in the organizational structure of Keerom Regency Land Office.
- c. Citizens who were in the process of obtaining land certificates and who had already completed and received land certificates.

In addition, secondary data were obtained through literature studies and reports of work completion that had been carried out by Keerom Regency Land Office, applicable laws and regulations used or which underlay the implementation of land certificate services.

Data Collection Techniques and Instruments

In this study, the data collection techniques used were:

- a. Observation. It was conducted in relation to the facilities and infrastructure owned by Keerom Regency Land Office and the service process.
- b. Documentation Studies. Documentation is a record of events that have passed. Documents can be in the form of writings, pictures, or works of a person, written documents such as diaries, biographies, regulations, regional policies including journals and research results relevant to the topic or issue raised.

c. In-depth Interview

An interview is a meeting of two people to exchange information and ideas through a series of questions and answers, so that they can be constructed in a particular topic. In this study, the researchers conducted interviews with competent parties, namely key-informants and informants.

Data Analysis Techniques

Data analysis in qualitative research was carried out before entering the field, during the field, and after finishing in the field. Before entering the field, the analysis carried out was an analysis of the preliminary study data, or secondary data used to determine the focus of the research. Field data analysis during data collection was carried out by analyzing the answers of the interviewee. If the answer was not satisfactory, the researcher continued the question, to a certain stage where the data obtained were considered credible. [7] strongly advocated that activities in qualitative data analysis are carried out interactively and continue to completion, so that the data saturation has been achieved.

Data analysis, in this study, consisted of three flow of activities that occurred together, including data collection, data reduction, data presentation, drawing conclusions/verification [3]. The cycle of the entire data analysis process by Miles and Huberman is described in the following schema:

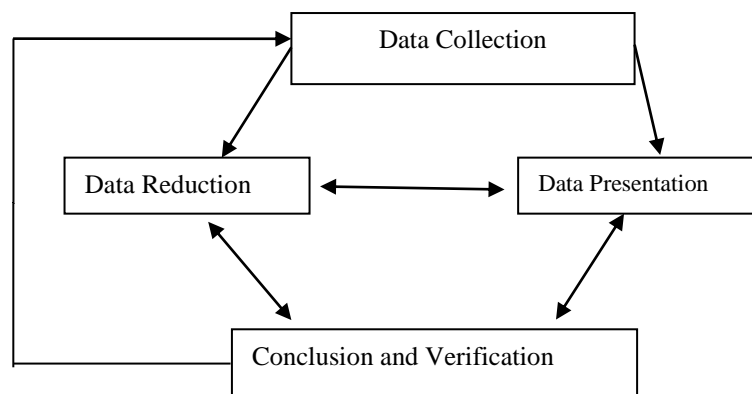


Figure 1. Component and Data Analysis (interactive model)

RESEARCH RESULTS AND DISCUSSION

Tangibles (Physical Evidence)

This indicator includes physical facilities, equipment, personnel and means of communication and so on. If associated with service standards and land arrangement based on Regulation of the Head of the National Land Agency No. 1 of 2010, it was related to **facilities and infrastructure** owned by Keerom Regency Land Office. The intended facilities and infrastructure included:

- a. Standardization of Service Counters (located at the front, easily recognized by the public, provided with information counter, administration, complaints, and financial counters, either separate or combined).
- b. Standardization of layout and design of service room (complete with: service counter, waiting room, table for filling out forms, manual/digital information panel containing: service flowchart, requirements, costs and duration)

c. Standardization of service equipment

(technological/computerized equipment, file storage, security equipment, fire extinguishers, and complaint boxes).

This indicator is direct evidence, which in this case is the ability of the physical facilities and infrastructure of an organization or company to the surrounding environment as a clear evidence of the services provided by the service provider. Likewise, Keerom Regency Land Office in providing services cannot be separated from references that have been set for service standardization required by the Head of the National Land Agency No. 1 of 2010 on service standards and land arrangement enforced nationally.

The following is the observation data and secondary data obtained from the Administration Section of Keerom Regency Land Office regarding facilities and infrastructure used to support the land certificate service process:

Table 1. Utilization of Building Facilities of Keerom Regency Land Office

No	The 1 st Floor	
	Utilization	Area (M ²)
1.	Service Counter	36
2.	Head Office Room	36
3.	Head of Survey, Measurement and Mapping Section Room	12
4.	Land Management and Arrangement Section Room	12
5.	Control and Empowerment Section Room	12
6.	Case, Conflict, Dispute Section Room	12
7.	Land Rights and Land Registration Room	12
8.	Head of Sub-Division of Administration Room	12
9.	Finance Room	12
10.	Employee Workspace	132
11.	Public Toilet	3

Source: Administration Section of Keerom Regency Land Office

The building facilities of Keerom Regency Land Office also have the same building design and drawings. This is because it involves the same organizational structure and is enforced nationally. Table 1 shows the utilization of Keerom Regency Office building facilities. Besides, it has the following supporting infrastructure:

Table 2. Utilization of Supporting Infrastructure Buildings

No	Utilization	Explanation
1.	Archive Room	Available
2.	Internet computers and networks	Signal Interference
3.	Server	1 (one) unit
4.	Electrical Power	1.700 VA
5.	Genset	1 (one) unit

Source: Administration Section of Keerom Regency Land Office

P.W, Head of Survey, Measurement and Mapping Section of Keerom Regency Land Office, stated several things related to standardization of service counters: service counters had not been made; there had been no budget from the

Central BPN for the procurement of facilities and infrastructure for the counters. Importantly, design and layout of the service room: there was no service counter yet; there were a waiting room and a table for filling out forms; there was no manual/digital information panel yet. Standardization of service equipment: There were technology/computerization, and archive storage. There was a Computerized Service Activity (*Komputerisasi Kegiatan Pelayanan/KKP*) application, which was started to be used in 2015. The same point was also stated by informants with initials H.M and M.S.

On the other hand, H.M gave the opposite statement regarding the standardization of service counters: service counters were readily available and clearly visible, easy to find and fast service processes. Design and layout of service room were quite good, while the workers had used computers. In addition, archive space was done manually.

Accordingly, the researchers tried to confront the same questions with the people or residents of Keerom Regency regarding the process of land certificate processing services from the experiences they have seen or faced with regard to facilities and infrastructure. Furthermore, one of the informants with initials P.M stated that the officers at service counter had followed the existing procedures, as well as the design and layout of service rooms that met the standards. Service equipment was available in the office except for suggestion or complaint box.

Another informant, B.S, claimed facilities and infrastructure were quite good since all equipment was neatly located according to the rules; from the information counter located at the front, administration, complaints and finance which were also separate. In terms of standardization of design and layout of service rooms, there were desks, service counters, and a waiting room. Last but not least, in terms of standardization of service equipment, there were technological goods such as computers and archive storage. There were no fire extinguishers, as well as a complaint box, and a flowchart. This statement was supported by an informant with initials J.E.

Reliability

This indicator is an ability to provide the promised service promptly, accurately, and satisfactorily to the land certificate service process at Keerom Regency Land Office. If associated with Service Standards and Land Arrangement based on Regulation of the Head of the National Land Agency No. 1 of 2010, it is related to Completion Duration and Completion Cost. The following are completion time and cost of land certificate services based on Regulation of the Head of the National Land Agency No. 1 of 2010, which has been reference and standard of land services:

Table 3. Requirements, Costs, and Completion Duration

Requirements	Costs	Duration
1. The application form that has been filled in and signed by the applicant or his/her attorney on sufficient stamp duty	Government Regulation Number 13 of 2010 on Type and Tariff for Non-Tax Revenues Applicable within the National Land Agency of the Republic of	98 (ninety-eight) days
2. Power of Attorney if it is authorized		
3. Photocopy of identity (Identity Card, Family Card) of the applicant		

<p>and the attorney if it is authorized, which has been matched with the original by the counter clerk</p> <p>4. Land Ownership Certificate/Customary Land Certificate</p> <p>5. Photocopy of Notice of Land and Building Tax Payable (SPPT PBB) for the current year which has been matched with the original by the counter clerk and submission of Land and Building Transfer Duty/SSB (BPHTB)</p> <p>6. Attach proof of SSP/PPh (Tax Payment Slip/Income Tax) in accordance with the provisions</p>	<p>Indonesia Individual/per sector IDR 50,000</p>	
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The duration of completing land certificates actually depends on the process carried out by the community regarding the document requirements that must be completed. If all the required administrative documents are complete, applicants can enter them at the acceptance counter which will then be processed based on the stipulated provisions. Besides the issue of document requirements, another problem that frequently occurs is land problem, generally in Papua and particularly in Keerom Regency. This problem is basically the problem of customary land complaints by indigenous people related to land ownership which indeed affects land certification process. These complaints can occur between tribes, clans who directly border on the status of land ownership, or within the main family.

The issue of customary rights in Papua in general usually has an impact on investment in Papua due to clear legal uncertainty regarding the status of land ownership related to the legal logic of the local community's way of thinking with the positive legal system that has been adopted so far. It is than clear that delays in the process of obtaining land certificates are often caused by complaints from indigenous people as described above.

As with the technical and administrative requirements as well as service procedures, details of costs and payment arrangements are already clear. In various brochures and other media for disseminating information, an explanation of the terms, procedures, and details of costs is usually displayed together. Thus, people know with certainty the amount of costs that must be deposited into the state treasury through the land office for administering certain types of services. It basically is regulated in a Government Regulation.

Although normatively the amount and details of costs have been clearly stated, in practice there are additional costs which are usually paid to officers or 'insiders' to facilitate the process of obtaining land certificates as conveyed by one of the informants. It is different if he/she works for a notary, in which the notary usually determines the amount of the "package money". Additionally, the notary also makes a direct bid with the officer if the transaction value is large or there are serious problems related to the status of the land.

Similar condition also occurred at Keerom Regency Land Office. The practice of various additional costs in land services cannot be avoided because of low “welfare” of the apparatus. Importantly, they are aware of these conditions and are not "hypocritical" that services laden with extortion always occur. On the other hand, the community seems to understand the service conditions which are loaded with these additional costs. Although they have to pay more than the actual rate, they generally do not object to additional costs. They consider that additional costs are reasonable, as long as they give it sincerely and still get a profit; meaning that they do not need to experience difficulties in processing the certificate. As stated by another informant below:

People tend to be reluctant to come to the land office with a reason that they are busy or do not want to bother with bureaucratic matters, which is an opportunity for touts and service bureaus. Both have developed into professions and are commonly found in various public service contexts in Indonesia. Although the procedures were relatively clear, easy to understand, and implemented, it was rare for people to arrange land certificates themselves.

According to the information found, there are some people who process their land certificates themselves, but there are also most of them who are accustomed to managing from a notary office or service bureau as described above. It illustrates how “lazy” people are in dealing with bureaucratic problems, so they prefer to leave it to the touts or service bureaus rather than having to be bothered by bureaucratic and convoluted service matters. Touts and service bureaus, which in the context of land are often referred to as “administrators”, offer services for managing land certificates.

Based on observations, it is common to find similar people going back and forth to process land certificates. Apart from service bureaus, they are notary officers/conveyancers, whose position is slightly different because normatively, their profession is based on the mandate of Law No. 30 of 2004 on Position of Notary. This law explicitly regulates duties and functions of notaries, including provisions regarding costs of making land deeds and so on.

Based on the provisions of the law, the Conveyancer is the official appointed to concretize legal actions in the land sector. Therefore, the community will automatically come to the Conveyancer to make land certificates, sale and purchase deeds, measurement of inheritance right, etc. In fact, normative suggestions have been conveyed through counseling, leaflets, or stickers posted in public service offices not to use touts. However, the appeal has not been successful. For some people, using touts or service bureaus may have advantages, since they do not have to have bad experiences with service bureaucracy as conveyed by an informant above.

Responsiveness

This indicator relates to the willingness and ability of employees or officers to help customers or the community, respond to their requests, inform when services will be provided, and provide services quickly. In terms of service standards and land arrangement in accordance with Regulation of the Head of the National Land Agency No. 1 of 2010, this indicator is related to the Service Procedure in which officers first respond to community requests regarding the process of obtaining land certificates.

Service procedures are a series of processes or work procedures related to one another, so that they show clear and definite stages and methods that must be taken in order to complete a service. Public service procedures must be simple, straightforward, easy to understand, and easy to implement. They are manifested in the form of flowchart displayed in the service room.

This flowchart is very important in the administration of public services because it functions as:

- a. Work instructions for service providers;
- b. Information for service recipients;
- c. Publication media openly to all service work units regarding service procedures to service recipients;
- d. Encouragement to establish an effective and efficient working system and mechanism;
- e. Controller and a reference for the community and supervisory apparatus to conduct an assessment/examination of the consistency of work implementation.

Service procedure referred to here is the stage of the service process for each type of activity as stated in the flow chart listed in this regulation and applies to all research locations. This research will describe the implementation of service procedures in accordance with service standards as required in Regulation of the Head of the National Land Agency No. 1 of 2010 which also applies to Keerom Regency Land Office, as illustrated in the table below.

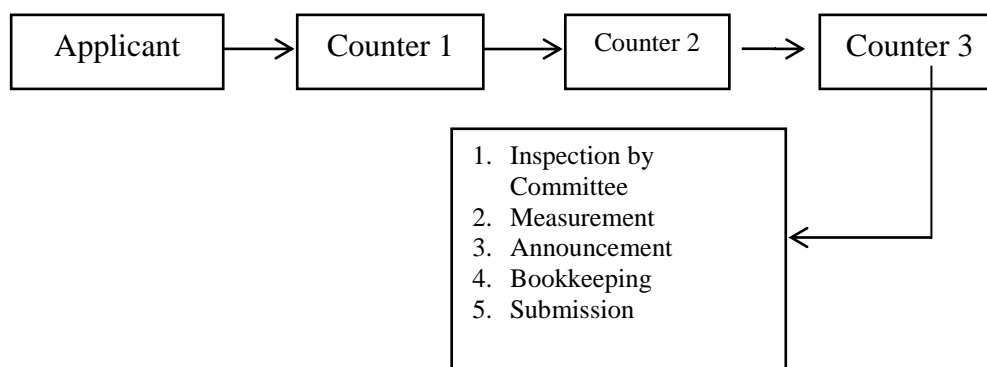


Figure 2. Land certificate flowchart adapted from Regulation of the Head of the National Land Agency No. 1 of 2010

Likewise, Keerom Regency Land Office also implements Service Standards and Land Arrangement in accordance with Regulation of the Head of the National Land Agency No. 1 of 2010. It is explained that the term procedure is the stage of the service process for each type of activity as described in the flow chart listed in attachment iii of this regulation. The stages start with the applicant and go through four service counters until the handover of the land certificate to the applicant. In the current condition of society, the public bureaucracy must be able to provide public services that are more professional, effective, simple, transparent, open, on time, responsive and adaptive as well as being able to build human quality; meaning that it should be able to increase the capacity of individuals and society to actively determine their own future [10]. The

development of human quality is to empower human capacities in the sense of creating conditions that allow each member of society to develop their abilities and creativity to organize and determine their own future.

Assurance

This indicator relates to the knowledge, friendliness of service providers, and their ability to generate trust and comfort for service users. Furthermore, in terms of service standards and land arrangement, this indicator relates to the competence of service providers or Human Resources owned by Keerom Regency Land Office concerning:

- a. Understanding of laws and regulations. It concerns (Basic Agrarian Law, Service Standards and Land Arrangement, other regulations related to land, technical guidelines/operational guidelines, and internal/local office regulations)
- b. Professional skills. It includes (professions in the technical field of land, service and administration).

Here, the competence of service providers or Human Resources owned by Keerom Regency Land Office will be presented below. Keerom Regency Land Office also implements the same Service Standards and Land Arrangement. In terms of the Assurance indicator, it relates to the competence of service providers or Human Resources owned. The following are secondary data obtained from the Administration Section of Keerom Regency Land Office:

1. Composition of apparatus by education level

Table 4. Percentage of Land Office Apparatus at Keerom Regency by Education Level

No	Education	Total	Percentage
1	Masters (S-2)	1	04.16
2	Bachelor (S-1)	3	12.05
3	Diploma	5	20.83
4	Senior High School/equivalent	8	33.33
5	Junior High School/equivalent	6	25.00
6	Elementary School	1	04.16
		24	100.00

Source: Administration Section of Keerom Regency Land Office 2015

The data in the table show the education level of 24 employees who work at Keerom Regency Land Office, from which 8 people (33.33%) have high school education, 6 people (25.00%) have junior high school education, 1 person has an elementary education, 3 people (12, 05%) have a bachelor degree, and 1 person has a master degree (04.16%).

2. Percentage of employees by class level

Table 5. Percentage of Employees of Keerom Regency Land Office by Class/Room

No	Class/Room	Total	Percentage
1	III/d	3	13%
2	III/c	3	13%
3	III/b	3	13%
4	III/a	1	4%
5	II/d	1	4%
6	II/c	2	8%
7	II/b	4	17%
8	II/a	4	17%
9	I/a	3	13%
		24	100%

Source: Administration Section of Keerom Regency Land Office 2015

The competence or quality of Human Resources (HR) who work at Keerom Regency Land Office can support land certificate services, in terms of:

- a. Understanding of laws and regulations related to: (Basic Agrarian Law, service standards and land arrangement, regulations related to land, technical guidelines/operational guidelines, and internal/local office regulations.
- b. Professional skills: (professions in the technical field of land, service and administration)". (Interview questions by researchers)

Based on the statements delivered by service apparatus above, the researchers then tried to confront the same questions with the people or citizens of Keerom Regency, to respond and at the same time assess the extent of the competence of service providers or Human Resources from their experience involving in the land certification process. In this research, the researchers asked research questions and opinions raised by the community. In terms of understanding the statutory regulations, all of the apparatus basically obeyed the rules and performed friendly services. Their service capabilities were professional because their service was good and straightforward. "They have good mental attitude and behavior, because visitors are served with everything listed above. Their appearance is polite/good, because they serve visitors politely, friendly, and dress neatly. Cleanliness is guaranteed. Discipline: discipline, because when I arrived at 09.00, the officers were already there and I was immediately served appropriately. "

Empathy

Empathy means understanding its customers' problems, working on behalf of the customer's interest, giving personal attention to customers, and having comfortable operating hours. The empathy dimension consists of:

- a. Access, which is the convenience through communication, relates to service providers.
- b. Communication, which is communicating in a language that is easily understood by customers and always listening to customer suggestions and

complaints.

- c. Understanding the Customer, which is trying to understand customers with their specific needs, giving individual attention, and getting to know regular customers.

If it is related to service standards and land arrangement in accordance with Regulation of the Head of the National Land Agency No. 1 of 2010, this indicator is related to **service complaint response**. It is in liaison with service officers in responding to community requests related to suggestions and complaints they convey. The process for community complaints regarding the land certificate services they received can be described as follows.

Table 6. Legal basis, costs, and settlement time in the complaint process

Legal Basis	Requirement	Cost	Time	Explanation
1. Law No. 5 of 1960 2. Law No. 25 of 2009	Written complaints submitted via counter, complaint box, website	IDR 0	5 (five) days	If the resolution of the complaint takes more than 5 (five) days, the relevant work unit is obliged to provide a response or answer to the submitted submission.

Source: Adapted from Regulation of the Head of the National Land Agency No. 1 of 2010

The table above is made based on the law, in which Law No. 5 of 1960 contains the Basic Agrarian Law which guarantees legal certainty by the Government of the rights of citizens to obtain rights to their land in all parts of Indonesia according to the provisions regulated by Government regulations. More importantly, there is Law No. 25 of 2009 concerning public services. The legal basis referred to here is that every form of public service policy issued by a government agency as a service provider must have a legal basis which is legalized by legislation to indicate that the services provided are legal public services according to laws and regulations.

Furthermore, complaint management in this Law is a complaint handling process starting from the stage of selection, review, and classification to the certainty of complaint resolution. The requirements are that complaints are in the written form and submitted through the counter, complaint box, or website. This complaint is free of charge. Based on the requirements, those complaints filed must have received responses from work unit concerned in 5 (five) working days after the submission. Empathy can be described as easy understanding of its customers' problems, working on the customer's interest, giving personal attention to customers, and having comfortable operating hours. This dimension relates to the convenience of communicating with service providers in a language that is easily understood by customers and always listening to customer suggestions and complaints.

Based on general public information, not many complaints have been submitted to the land office. In each land office, a complaint desk is provided, but there are not many public complaints about land services. During the observation at Keerom Regency Land Office, there was no suggestion or complaint box provided. Unfortunately, there was no definite answer whether it indicated that the community has been satisfied with the service. However, based on interviews/discussions with a number of informants, it was revealed that the service was running relatively well. On average, they never complained because they understood the condition of the land office. One of the informants said that the complaints and perceived problems would be useless because the land office is a government institution.

As a government institution that carries out land services in a monopolistic manner, complaints will be of little use and tend to be useless. There is a concern that complaints will lead to a protracted settlement process resulting in losses in terms of time. For this reason, they generally avoid complaints more than they have to get into trouble.

Moreover, lack of complaints made by the community cannot be separated from the attitude of the community regarding the condition of the land office so that sometimes they prefer to use the services of a notary to solve all problems related to land certification process. There were a few problems that did not interfere with service in general. On the other hand, according to the officials at the land office, there were definitely still complaints even though the numbers are small. From the observations, the people in Keerom Regency are generally transmigrants, Papuans, and other migrants who have worked from various professions. This caused them to need to obtain land certificates. Compared with the local community (Keerom indigenous people), they think that they do not need to manage land certificates because it has been passed down from generation to generation.

Basically, it is in line with an opinion delivered by [2] that the availability of opportunity to convey aspirations (voice) in the form of complaints and protests against government affairs and public services will have a very important role as an attempt to improve overall governance performance. Responsiveness is a concept concerning the ability of the apparatus to face and anticipate new aspirations, new developments, new demands, and new knowledge. The bureaucracy must respond quickly so as not to be left behind in carrying out its duties and functions [9]. Another opinion claimed that the responsiveness of public services can be manifested in the following forms: friendliness of attitudes and actions of public service bureaucracy officials in responding to any complaints or questions from service users so that they are able to provide satisfaction to customers [2]. It means that the public service agencies are able to take advantage of complaints from service users as a reference or correction material in improving the quality of further public services.

Conclusion

In providing land certificate services to the community, Keerom Regency Land Office has implemented some of the requirements in Regulation of the Head of the National Land Agency No. 1 of 2010, meaning that it has not been fully implemented. Furthermore, based on reliability dimension which is in terms of time and completion cost in the land certification process, Keerom Regency Land

Office has not fully implemented the requirements stated in Regulation of the Head of the National Land Agency No. 1 of 2010.

It can be concluded that responsiveness dimension, which is a service procedure in land certification process in accordance with service standards as stipulated in Regulation of the Head of the National Land Agency No. 1 of 2010, has been implemented in accordance with the required service standards. Moreover, based on assurance dimension, that is the competence of service providers or Human Resources assigned to serve community or citizen, Keerom Regency Land Office is considered to have fully worked professionally in providing land certificate services. Last but not least, the empathy dimension, which concerns the response to complaints in the process of obtaining land certificates in accordance with service standards as regulated in Regulation of the Head of the National Land Agency No. 1 of 2010, has been implemented in accordance with the required service standards.

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