



Annual Review of Legal Studies
ISSN 3047-7581 (Print) 3047-7875 (Online)
Vol. 3 Issue 1 (2026) 27-54
DOI: <https://doi.org/10.15294/arl.v3i1.42344>
Available since: January 8, 2026

**Annual Review of
Legal Studies**

Preventing and Addressing Maladministration in Population Administration Services: A Case Study of the Semarang City Department of Population and Civil Registration

*Pencegahan dan Penanganan
Maladministrasi dalam Pelayanan
Kependudukan: Studi Kasus di Disdukcapil
Kota Semarang*

Aqila Acyuta Endrosava ^a✉, Ratih Damayanti ^a

^a Faculty of Law, Universitas Negeri Semarang, Semarang, Indonesia

✉ Corresponding email: endrosava0804@students.unnes.ac.id

Abstract

Population administration services constitute an essential component of public service delivery, as they are directly related to the fulfilment of citizens' administrative rights and the provision of legal certainty. In practice, however, service delivery continues to face various forms of maladministration. This study aims to analyse the forms of maladministration, their compliance with the principles of public service, and the measures taken to prevent and address maladministration in population administration services at the Semarang City Department of Population and Civil Registration (Disdukcapil). The study employs an empirical legal research method (socio-legal approach) using a descriptive



Copyrights © Author(s). This work is licensed under a Creative Commons Attribution-ShareAlike 4.0 International License. (CC BY-SA 4.0). All writings published in this journal are personal views of the author and do not represent the views of this journal and the author's affiliated institutions.

qualitative design. Data were collected through in-depth interviews with Disdukcapil officials, operators of the Digital Population Identity (Identitas Kependudukan Digital, IKD) application, student interns, and service users, supplemented by observation and documentary analysis. The findings reveal that maladministration persists in the form of an insufficiently efficient queue management system, the implementation of the IKD application without adequate inclusivity for vulnerable groups such as older persons, and the assignment of insufficiently competent personnel to strategic service positions. These findings indicate that the principles of legal certainty, effectiveness, non-discrimination, professionalism, and accountability, as stipulated in Law No. 25 of 2009 concerning Public Services, have yet to be implemented optimally. This study concludes that improving the quality of population administration services requires not only digital innovation but also stronger human resource capacity, inclusive service delivery, and effective oversight mechanisms to prevent and address maladministration.

KEYWORDS *Maladministration, Population Administration Services, Public Services, Disdukcapil, Good Governance.*

Abstrak

Pelayanan administrasi kependudukan merupakan bagian penting dari pelayanan publik karena berkaitan langsung dengan pemenuhan hak administratif dan kepastian hukum bagi masyarakat. Namun, dalam praktiknya, penyelenggaraan pelayanan sering kali masih dihadapkan pada permasalahan maladministrasi. Penelitian ini bertujuan untuk menganalisis bentuk-bentuk maladministrasi, kesesuaiannya dengan asas pelayanan publik, serta upaya pencegahan dan penanganannya dalam pelayanan kependudukan di Dinas Kependudukan dan Pencatatan Sipil (Disdukcapil) Kota Semarang. Penelitian ini menggunakan metode hukum empiris (yuridis sosiologis) dengan pendekatan kualitatif deskriptif. Data diperoleh melalui wawancara mendalam dengan aparatur Disdukcapil, operator aplikasi Identitas Kependudukan Digital (IKD), mahasiswa magang, dan masyarakat pengguna layanan, serta didukung oleh observasi

dan studi dokumentasi. Hasil penelitian menunjukkan bahwa maladministrasi masih terjadi dalam bentuk sistem antrian yang belum sepenuhnya efisien, implementasi aplikasi IKD yang belum inklusif bagi kelompok rentan seperti lansia, serta penempatan sumber daya manusia yang belum kompeten pada posisi strategis pelayanan. Temuan tersebut menunjukkan belum optimalnya penerapan asas kepastian hukum, efektivitas, non-diskriminatif, profesionalitas, dan akuntabilitas sebagaimana diatur dalam Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik. Penelitian ini menyimpulkan bahwa peningkatan kualitas pelayanan kependudukan tidak hanya memerlukan inovasi digital, tetapi juga penguatan sumber daya manusia, pelayanan yang inklusif, serta mekanisme pengawasan yang efektif guna mencegah dan menangani maladministrasi.

KATA KUNCI Maladministrasi, Pelayanan Kependudukan, Pelayanan Publik, Disdukcapil, Good Governance.

Introduction

Population administration services constitute a form of public service that is a fundamental right of every citizen. Population documents, such as the Family Card (Kartu Keluarga, KK), electronic Identity Card (e-KTP), and Birth Certificate, are essential prerequisites for accessing other services, including education, healthcare, banking, and social assistance. Accordingly, the quality of population administration services provided by the Department of Population and Civil Registration (Disdukcapil) plays a vital role in ensuring legal certainty and the fulfilment of citizens' constitutional rights, as stipulated in Article 28D(1) of the 1945 Constitution of the Republic of Indonesia, which affirms every person's right to recognition, guarantees, protection, and fair legal certainty.¹

Population administration services frequently continue to exhibit problems indicative of maladministration. The Indonesian Ombudsman

¹ Republik Indonesia, "Undang Undang Dasar Negara Republik Indonesia" (1945).

defines maladministration as unlawful conduct or actions, abuse of authority, undue delay, failure to provide services, discrimination, and demands for fees beyond those prescribed by law, which result in harm to the public.² In the context of the Semarang City Department of Population and Civil Registration (Disdukcapil), several prominent issues have been identified: (1) long queues and inefficient service delivery due to limited human resources; (2) difficulties experienced by older persons in accessing the Digital Population Identity (Identitas Kependudukan Digital, IKD) application; and (3) the assignment of student interns to strategic positions at consultation desks, resulting in a lack of professionalism in service delivery.

These three issues can be analysed through theories of public service and maladministration. According to Zeithaml, Parasuraman, and Berry (1988), service quality can be assessed using five dimensions, known as SERVQUAL: reliability, responsiveness, assurance, empathy, and tangibles.³ When applied to the problem of long queues at the Population Administration Service Unit (TPDK) in Genuk Subdistrict, the responsiveness dimension is found to be unmet due to an insufficient number of staff relative to the number of applicants, resulting in delays in service delivery.⁴

The implementation of the Digital Population Identity (IKD) application can also be assessed in light of the principles of accessibility and non-discrimination stipulated in Law No. 25 of 2009 concerning Public Services. Many older persons experience difficulties accessing the application due to limited digital literacy, potentially undermining the principle of equal access to public services. This finding is consistent with the study by Rifai et al. (2022), which found that communities in the Bima region encountered

² Indonesia, “Undang-Undang Republik Indonesia Nomor 37 Tahun 2008 Tentang Ombudsman Republik Indonesia” (2008).

³ A. Parasuraman and L. L. Zeithaml, V. A.; Berry, “SERVQUAL: A Multiple-Item Scale for Measuring Consumer Perceptions of Service Quality,” *Journal of Retailing* 64, no. 1 (1988): 12–40, [https://doi.org/10.1016/S0022-4359\(99\)80003-4](https://doi.org/10.1016/S0022-4359(99)80003-4).

⁴ Ombudsman Republik Indonesia Perwakilan Jawa Tengah, “Soroti Pelayanan Adminduk, Ombudsman Jawa Tengah Sidak Kecamatan Genuk,” Ombudsman Republik Indonesia, 2018.

similar barriers in accessing digital population administration services.⁵

Meanwhile, assigning student interns to consultation desks may be classified as a form of maladministration affecting the professionalism of service delivery. According to the theory of bureaucratic pathology (Dwiyanto, 2006), public bureaucracies frequently face problems arising from inadequate staff competence, which adversely affects service quality.⁶ The assignment of insufficiently competent personnel to strategic positions indicates weak accountability and violates the principle of professionalism in public service delivery.

These issues underscore the importance of efforts to prevent and address maladministration. From a good governance perspective, the principles of effectiveness, accountability, and responsiveness must be upheld to ensure that population administration services genuinely fulfil the public's rights. This study is particularly significant because it not only analyses the forms of maladministration encountered but also provides strategic recommendations for the Semarang City Department of Population and Civil Registration (Disdukcapil) to improve the quality of population administration services in accordance with applicable legal requirements and the principles of public service delivery.

Method

This study employs an empirical legal research method (socio-legal approach) with a descriptive qualitative design to analyse the gap between the legal norms governing public services and their implementation in population administration services provided by the Semarang City Department of Population and Civil Registration (Disdukcapil). The research was conducted at the Disdukcapil office at No. 3 Kanguru Raya Street, Gayamsari, Semarang, and at several subdistrict-level Population

⁵ Salahuddin Rifai, "Kepuasan Masyarakat Dalam Penyelenggaraan Pelayanan Administrasi Kependudukan Di Kabupaten Bima," *Jurnal Government Law and Policy* 1, no. 2 (2022): 45–56, <https://doi.org/10.47650/jglp.v5i1.806>.

⁶ Agus Dwiyanto, *Mewujudkan Good Governance Melalui Pelayanan Publik* (Yogyakarta: Gadjah Mada University Press, 2006).

Document Service Units (Tempat Pelayanan Dokumen Kependudukan, TPDK). Primary data were obtained through in-depth interviews with the operator of the Digital Population Identity (Identitas Kependudukan Digital, IKD) application, the Head of the Population Administration Services Section, two student interns assigned to the public information and consultation units, and members of the public who use the services. Secondary data were drawn from legislation, reports issued by the Indonesian Ombudsman, and relevant academic literature. Data were collected through interviews, direct observation, and documentary analysis, and subsequently analysed using the interactive model developed by Miles and Huberman, comprising data reduction, data display, and conclusion drawing. The analysis was based on maladministration theory to identify irregularities in service delivery; the SERVQUAL model developed by Parasuraman, Zeithaml, and Berry to assess reliability, responsiveness, assurance, empathy, and tangibles; and the United Nations Development Programme (UNDP) good governance framework to evaluate transparency, accountability, effectiveness, and legal certainty. These three analytical frameworks were employed to identify forms of maladministration, assess compliance with public service principles, and formulate recommendations for preventing maladministration and improving service delivery to make it more professional, inclusive, and accountable.

Result & Discussion

A. Indicators of Maladministration in Services Provided by the Semarang City Department of Population and Civil Registration

Maladministration is a concept in administrative law used to assess irregularities in the delivery of public services.⁷ Act No. 37 of 2008 concerning the Ombudsman of the Republic of Indonesia defines maladministration as unlawful acts, abuse of authority, negligence, or failure by public service providers to fulfil their legal obligations, resulting in harm to the public.⁸ According to Agus Dwiyanto, maladministration in public service delivery does not necessarily take the form of direct violations of the law; rather, it often manifests as bureaucratic inefficiency, inadequate professionalism among public officials, and services that fail to respond to the needs of the public.⁹ Accordingly, maladministration should be understood as a systemic problem closely associated with the quality of public service governance.

Indicators of maladministration in public service delivery can be identified by examining the principles of public service stipulated in Act No. 25 of 2009 concerning Public Services, particularly the principles of legal certainty, effectiveness, non-discrimination, professionalism, and accountability.¹⁰ Hardiyansyah emphasises that when services are not delivered within the prescribed time standards, are not supported by competent personnel, and do not provide accessible services for all segments of society, they have substantively deviated from the principles of quality

⁷ United Nations Development Programme, "Governance for Sustainable Human Development" (New York, 1997).

⁸ Indonesia, Undang-Undang Republik Indonesia Nomor 37 Tahun 2008 tentang Ombudsman Republik Indonesia.

⁹ Dwiyanto, *Mewujudkan Good Governance Melalui Pelayanan Publik*.

¹⁰ Republik Indonesia, "Undang-Undang Nomor 25 Tahun 2009 Tentang Pelayanan Publik" (2009).

public service delivery.¹¹ From this perspective, maladministration is assessed not merely by whether procedural violations have occurred, but also by the extent to which services fulfil the public's administrative rights fairly and effectively.

When these indicators are considered in light of the empirical findings at the Semarang City Department of Population and Civil Registration (Disdukcapil), population administration services can be said to exhibit indications of administrative and procedural maladministration. Long queues and delays in service delivery at certain times reflect the failure to fully uphold the principles of legal certainty and service effectiveness. According to Parasuraman, Zeithaml, and Berry, public service quality is largely determined by the dimensions of responsiveness and reliability, namely, an institution's ability to respond to public requests promptly and consistently.¹² When members of the public are not provided with certainty regarding service completion times, this indicates a failure to meet service quality standards and may constitute maladministration in the form of undue delay.

Furthermore, the implementation of the Digital Population Identity (Identitas Kependudukan Digital, IKD) application, which is not yet fully inclusive of vulnerable groups, particularly older persons and individuals with low levels of digital literacy, indicates a violation of the principles of non-discrimination and accessibility. This is inconsistent with the principles of public service, which require service providers to ensure equal access for all segments of society. Denhardt and Denhardt emphasise that modern public service delivery must be oriented towards the interests of citizens rather than solely towards administrative efficiency. Accordingly, digitalisation must not come at the expense of vulnerable groups.¹³ Accordingly, limited access to the IKD application may be classified as a

¹¹ Hardiyansyah, *Kualitas Pelayanan Publik* (Yogyakarta: Gava Media, 2021).

¹² Stephen P Osborne, Zoe Radnor, and Kirsty Strokosch, "Co-Production and the Co-Creation of Value in Public Services: A Suitable Case for Treatment?," *Public Management Review* 18, no. 5 (May 2016): 639–53, <https://doi.org/10.1080/14719037.2015.1111927>.

¹³ Janet V. Denhardt and Robert B. Denhardt, *The New Public Service* (New York: Routledge, 2015), <https://doi.org/10.4324/9781315709765>.

form of maladministration involving the neglect of the needs of specific groups within society (service neglect).

In their 2025 study of public service functions performed by state-owned enterprises (SOEs), Damayanti et al. demonstrate that public institutions must consistently uphold the principle of accountability to ensure the quality of services provided to the public.¹⁴ Furthermore, assigning student interns to service consultation desks without adequate preparation and supervision indicates deficiencies in the principles of professionalism and accountability. According to Soerjono Soekanto, the effectiveness of law and public service delivery is significantly influenced by the quality of implementing officials. Where public officials lack adequate competence, the implementation of the law will not be effective.¹⁵ In this context, delegating substantive consultation functions to individuals who lack the legal authority to perform them may be classified as maladministration, as it may lead to misinformation and undermine public trust in public service delivery.

Based on the normative indicators and empirical analysis, it can be concluded that the services provided by the Semarang City Department of Population and Civil Registration (Disdukcapil) do not fully exhibit all the elements of serious maladministration but nevertheless demonstrate administrative and structural maladministration. According to Stephen P. Osborne, failures in modern public service delivery often stem from inadequate integration among service systems, human resources, and the needs of service users.¹⁶ Therefore, the maladministration identified in services provided by Disdukcapil is more appropriately understood as a consequence of deficiencies in service governance rather than merely as individual errors committed by public officials.

¹⁴ Muhammad Azil Maskur et al., "Reimagining Criminal Liability in the Age of Artificial Intelligence: Toward a Comparative and Reform-Oriented Legal Framework," *Journal of Law and Legal Reform* 6, no. 4 (2025), <https://doi.org/10.15294/jllr.v6i4.35540>.

¹⁵ Soerjono Soekanto, *Pengantar Penelitian Hukum* (Jakarta: Penerbit Universitas Indonesia (UI-Press), 1986).

¹⁶ Osborne, Radnor, and Strokosch, "Co-Production and the Co-Creation of Value in Public Services: A Suitable Case for Treatment?"

1. Maladministration in Queue Management and Service Efficiency

Based on an interview with Mr Shofwan, Head of the Population Administration Services Section at the Semarang City Department of Population and Civil Registration (Disdukcapil), the previous queue management system frequently prompted public complaints due to the limited number of staff and the accumulation of applicants at service offices. Following the introduction of online service systems and digital queue management, these problems have begun to diminish, although they have not been entirely eliminated, particularly during peak service hours.¹⁷

Furthermore, other studies on the role of e-government in public service delivery have also noted that, although electronic systems have the potential to accelerate service processes and improve efficiency, challenges such as a shortage of human resources with information technology expertise, inadequate infrastructure, and resistance to technological change may hinder the optimisation of digital services.¹⁸ This finding is consistent with the situation at the Semarang City Department of Population and Civil Registration (Disdukcapil), where digital queue management continues to operate alongside manual queuing because some members of the public are unable or unaccustomed to using online systems, thereby creating a dual burden on service management.

Furthermore, studies on the quality of digital public services in population administration agencies outside Java have identified the main obstacles as inadequate technological infrastructure, low levels of digital literacy among the public, and insufficient training and technical support for service personnel.¹⁹ If left unaddressed, these obstacles may prolong

¹⁷ Shofwan, "Wawancara Dengan Kepala Seksi Pelayanan Administrasi Kependudukan Disdukcapil Kota Semarang" (Semarang, 2026).

¹⁸ Sukma Aditya Ramadhan and Ulung Pribadi, "Building Citizen Satisfaction with E-Government Services: A Case Study of the Population Administration Information System (SLAK)," *Jurnal Manajemen Pelayanan Publik* 8, no. 3 (October 2024): 972–88, <https://doi.org/10.24198/jmpp.v8i3.55866>.

¹⁹ Latip et al., "Optimizing Digital Public Services for Enhanced Citizen Satisfaction and Transparent Governance," *Jurnal Ilmiah Manajemen Kesatuan* 13, no. 6 (November 2025): 4563–74, <https://doi.org/10.37641/jimkes.v13i6.4100>.

waiting times and reduce service responsiveness, ultimately reinforcing the pattern of long queues that has prompted public complaints.

This situation may be classified as maladministration in the form of undue delay, as defined in Article 1(3) of Act No. 37 of 2008 concerning the Ombudsman of the Republic of Indonesia, namely delays in providing services that cause harm to the public.²⁰ Normatively, this problem also contravenes the principles of legal certainty and effectiveness stipulated in Article 4(a) and (f) of Act No. 25 of 2009, which require public service providers to deliver services promptly, conveniently, and in a measurable manner.²¹

When analysed using the SERVQUAL model developed by Parasuraman, Zeithaml, and Berry (1988), this queue-related problem concerns the dimensions of responsiveness and efficiency, namely, an institution's ability to respond to public needs promptly and appropriately.²² Long queues indicate that service personnel lack the responsiveness required to align service capacity with public needs. Accordingly, increasing the number of human resources and optimising the digital queue management system are essential measures to minimise this form of maladministration.

2. Maladministration in the Implementation of IKD

An interview with Mr Arlis, the operator of the IKD application, revealed that the implementation of digitalisation in population administration through IKD continues to face practical challenges. Older persons and individuals with limited technological literacy often experience difficulties accessing the application, particularly during the account activation process. In addition, members of the public have expressed concerns about potential digital fraud perpetrated by individuals impersonating Disdukcapil officials. Although Disdukcapil has undertaken public awareness initiatives and provided assistance, these challenges remain obstacles to

²⁰ Indonesia, Undang-Undang Republik Indonesia Nomor 37 Tahun 2008 tentang Ombudsman Republik Indonesia.

²¹ Republik Indonesia, Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik.

²² Parasuraman and Zeithaml, V. A.; Berry, "SERVQUAL: A Multiple-Item Scale for Measuring Consumer Perceptions of Service Quality."

achieving equitable and inclusive service delivery.²³

The difficulties experienced by older persons and individuals with limited technological literacy in accessing and using the Digital Population Identity (Identitas Kependudukan Digital, IKD) application at the Semarang City Department of Population and Civil Registration (Disdukcapil) constitute not merely individual barriers but also reflect the digital divide that persists across many e-government-based public services. Recent studies indicate that the digital transformation of public services has considerable potential to accelerate access and expand service accessibility. However, inadequate infrastructure, low levels of digital literacy among the public, and limited internet access remain major obstacles affecting overall service effectiveness.²⁴ Jambi and colleagues argue that disparities in internet access and low levels of digital literacy can delay access to services, create inequalities in the fulfilment of public rights, and contribute to a loss of public trust in government.²⁵

In the context of population administration services, these barriers directly affect vulnerable groups, such as older persons, who often experience difficulties understanding digital interfaces, completing account activation, or addressing concerns about the security of electronic services. This situation is further supported by public service literature demonstrating that the success of e-government depends not solely on the availability of technology but also on user readiness and adequate assistance and support.²⁶ Without effective training or assistance, digital applications may become instruments of

²³ Arlis, "Wawancara Dengan Operator Aplikasi IKD Disdukcapil Kota Semarang" (Semarang, 2026).

²⁴ Melia, Arrie Budhiartie, and Eko Nuriyatman, "Analisis Dampak Digitalisasi Pelayanan Publik Dalam E-Government Terhadap Hak Masyarakat Di Tengah Ketimpangan Akses Internet," *Al-Zayn: Jurnal Ilmu Sosial & Hukum* 3, no. 6 (2025): 8765–8774, <https://doi.org/10.61104/alz.v3i6.2587>.

²⁵ Abdul Yani Setiawan, V. Rudy Handoko, and Achluddin Ibnu Rochim, "Towards Inclusive Digital Public Services: Policy Directions for Digital Inclusion of the Elderly in Klaten Regency," *Journal of Scientific Research, Education, and Technology (JSRET)* 4, no. 4 (December 2025): 2758–66, <https://doi.org/10.58526/jsret.v4i4.924>.

²⁶ Ramadhan and Pribadi, "Building Citizen Satisfaction with E-Government Services: A Case Study of the Population Administration Information System (SIAK)."

exclusion rather than inclusion, thereby widening service disparities among certain segments of society.

From a normative perspective, this situation may be classified as a violation of the principles of non-discrimination and accessibility, as stipulated in Article 4(g) and (h) of Act No. 25 of 2009 concerning Public Services, which requires government agencies to provide equal services to all citizens regardless of their background, age, or technological proficiency.²⁷

From a public service theory perspective, this phenomenon is consistent with the empathy dimension of the SERVQUAL model, which refers to service personnel's ability to understand the needs and limitations of service users. The system's inability to adequately serve vulnerable groups, such as older persons, indicates a gap in service delivery that may constitute maladministration in the form of neglect of specific groups. Accordingly, Disdukcapil should provide targeted digital education and assistance for members of the public who are unfamiliar with technology to ensure that the principles of fairness and inclusivity in public service delivery are upheld.

3. Maladministration in Human Resource Placement

Based on interviews with two student interns at the Semarang City Department of Population and Civil Registration (Disdukcapil), it was found that they had been assigned directly to public service positions, such as consultation desks, without comprehensive technical training. In practice, the interns frequently encountered complex public enquiries concerning population administration and had to consult senior staff before providing answers. This situation indicates a risk of misinformation and inefficiencies in service delivery.

The placement of student interns at public service consultation desks at Disdukcapil Kota Semarang reflects not merely a technical problem in task allocation but also weaknesses in public service human resource management. Student interns are fundamentally in a learning position and lack the authority and substantive competence required to provide legal and administrative explanations to the public. When they are assigned directly to strategic service points without adequate preparation and supervision,

²⁷ Republik Indonesia, Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik.

the risk of misinformation increases, potentially undermining service quality and public trust. Rifai et al. (2022) emphasise that personnel competence is a key determinant of public satisfaction with population administration services; inaccurate information and procedural errors frequently stem from the inadequate preparedness of service personnel.²⁸

Furthermore, Afifuddin et al. (2023), in their study of innovations in population administration services, demonstrate that the success of public service delivery depends heavily on clear role allocation and the placement of human resources in accordance with their capabilities, particularly in services involving direct interaction with the public.²⁹ In the context of Disdukcapil, student interns should be assigned primarily to support functions, such as document administration, general public education, or technical assistance, rather than consultation roles requiring an in-depth understanding of regulations. When these role boundaries are not enforced, service delivery becomes inefficient because senior staff must continue to correct errors, while members of the public are unable to obtain reliable information directly.

This situation may be classified as maladministration in terms of professionalism and accountability, as assigning personnel who lack adequate competence to strategic positions can undermine service quality. According to Maskur, Damayanti, et al. (2025), public service accountability in the digital era must be strengthened through a legal framework that is responsive and adaptable to technological developments, as increasing service complexity demands greater transparency and accountability from officials in decision-making.³⁰

Normatively, this situation also contravenes the principle of professionalism stipulated in Article 4(e) of Act No. 25 of 2009, which

²⁸ Rifai, "Kepuasan Masyarakat Dalam Penyelenggaraan Pelayanan Administrasi Kependudukan Di Kabupaten Bima."

²⁹ Afifuddin Afifuddin et al., "Improving Public Services: Exploring Hybrid Population Administration Service Innovations in Malang Regency," *Jurnal Manajemen Pelayanan Publik* 7, no. 2 (December 2023): 457–69, <https://doi.org/10.24198/jmpp.v7i2.51186>.

³⁰ Maskur et al., "Reimagining Criminal Liability in the Age of Artificial Intelligence: Toward a Comparative and Reform-Oriented Legal Framework."

affirms that every public service provider must possess competencies appropriate to their respective fields. Assigning student interns without designated supervisors and initial training may reduce service quality and potentially result in maladministration in the form of providing inaccurate information to the public. Accordingly, a human resource management policy is needed, particularly for internship programmes, to ensure that students are assigned to roles commensurate with their level of knowledge and abilities and receive guidance from experienced staff.

B. Alignment of Service Delivery with Public Service Principles

Based on field research conducted through interviews with Disdukcapil staff, the IKD application operator, student interns, and service users, it can be concluded that the delivery of population administration services by the Semarang City Department of Population and Civil Registration (Disdukcapil) is not yet fully aligned with the principles of public service stipulated in Act No. 25 of 2009 concerning Public Services. Although the institution has introduced various innovations, including service digitalisation, online queue management, and the implementation of the Digital Population Identity (Identitas Kependudukan Digital, IKD), practices on the ground continue to reveal forms of maladministration that indicate a discrepancy between normative legal requirements and the actual implementation of services.

The first finding, concerning long queues and slow service responses, indicates violations of the principles of legal certainty and effectiveness. The accumulation of queues during certain service hours demonstrates that service completion times are unpredictable and inconsistent with the applicable standards. Theoretically, this situation reflects a failure to fulfil the responsiveness and reliability dimensions of the SERVQUAL model developed by Parasuraman, Zeithaml, and Berry, which emphasises that public services must be delivered promptly, responsively, and consistently. An interview with Mr Shofwan, Head of the Population Administration Services Section, reinforces this finding by explaining that limited human

resources prevent service capacity from keeping pace with the number of applicants.³¹ From a good governance perspective, this situation indicates that the principles of effectiveness and efficiency have not been optimally implemented, potentially resulting in maladministration in the form of service delays.

The second finding concerns the insufficiently inclusive implementation of the IKD application. Many members of the public, particularly older persons and individuals with low levels of digital literacy, are unable to operate the application independently. This is inconsistent with the principles of non-discrimination, accessibility, and ease of access stipulated in Article 4(g) and (h) of the Public Services Act. An interview with Mr Arlis, the IKD application operator, revealed that many older users have to return to seek assistance because they have difficulty understanding how to use the application. Theoretically, this finding indicates a weakness in the empathy dimension of the SERVQUAL model, namely, the service provider's inability to understand and adapt service delivery to the needs of vulnerable groups. From a good governance perspective, the implementation of IKD in a manner that is not sufficiently accessible to all segments of society demonstrates that the principles of equity and accessibility have not been optimally upheld. Consequently, this situation may be categorised as maladministration in the form of neglect of the needs of vulnerable groups (service neglect).³²

The third finding, concerning the placement of student interns at service consultation desks, also indicates violations of the principles of professionalism and accountability. Consultation desks are service points that require an in-depth understanding of legal procedures and population administration. However, student interns assigned to these positions reported frequently experiencing confusion, lacking an understanding of service procedures, and having to consult senior staff repeatedly before responding to public enquiries. Normatively, this situation contravenes Article 4(e) and (j) of the Public Services Act, which requires service

³¹ Shofwan, "Wawancara Dengan Kepala Seksi Pelayanan Administrasi Kependudukan Disdukcapil Kota Semarang."

³² Abdul Manaf, *Good Governance Dan Public Service* (Jakarta: Direktorat Pendidikan dan Pelayanan Masyarakat, Komisi Pemberantasan Korupsi, 2016).

providers to assign competent, professional, and accountable personnel to service delivery.

From a good governance perspective, assigning incompetent personnel to service positions reflects weaknesses in the implementation of the principle of accountability, as service-related information that should be provided by public officials is instead entrusted to individuals who lack formal authority. In his analysis of legal effectiveness, Soerjono Soekanto emphasises that the conduct of government officials is a determining factor in service quality. When officials lack the necessary competence, service delivery is impeded and public trust declines.³³

Thus, although the Semarang City Department of Population and Civil Registration (Disdukcapil) has sought to introduce innovations in population administration services, the three empirical findings above demonstrate that service delivery does not yet fully comply with the principles of legal certainty, effectiveness, non-discrimination, professionalism, and accountability. The analysis based on the SERVQUAL model and good governance principles indicates that improving service quality depends not only on digitalisation and technology but also on strengthening human resource capacity, providing assistance to vulnerable groups, and consistently implementing accountable service standards and procedures.

C. Oversight and Complaints at Disdukcapil

Oversight and complaint resolution are critical aspects of public service delivery because they serve to protect public rights, regulate bureaucratic conduct, and prevent maladministration. Normatively, Act No. 25 of 2009 concerning Public Services requires every institution to establish oversight mechanisms encompassing direct complaints, internal supervision, and periodic performance evaluations. At the Semarang City Department of Population and Civil Registration (Disdukcapil), internal oversight mechanisms are already in place in several forms.

To address the weaknesses of oversight and complaint resolution

³³ Soekanto, *Pengantar Penelitian Hukum*.

mechanisms that remain reactive in nature, Disdukcapil Kota Semarang needs to implement an integrated, systematic oversight mechanism grounded in legal accountability. Normatively, Article 36 of Act No. 25 of 2009 concerning Public Services stipulates that public service providers must follow up on every public complaint promptly and appropriately and ensure certainty regarding its resolution. Accordingly, oversight cannot be limited to providing complaint channels; it must also be supported by a measurable and transparent follow-up system.

The first mechanism requiring strengthening is performance-based supervision through direct hierarchical oversight. Supervision by immediate superiors should not be limited to administrative matters but should also be based on clear service performance indicators, such as service completion times, the number of complaints received, and complaint resolution rates. Gussela and Sulastri (2025) demonstrate that effective internal oversight must be supported by evaluation indicators and periodic reporting to ensure that it does not merely result in informal reprimands.³⁴ Accordingly, internal supervision at Disdukcapil can serve a preventive function by addressing potential maladministration at an early stage.

Second, the internal complaint mechanism should be integrated into a digital complaint-handling system that enables every public complaint to be recorded, tracked, and monitored throughout the resolution process. This system is consistent with the principles of transparency and accountability under good governance. Latip et al. (2025) emphasise that digital complaint systems equipped with complaint ticket numbers can enhance public trust by assuring complainants that their reports are being processed rather than ignored.³⁵ This mechanism also prevents the loss of public complaints and facilitates data-driven evaluations of service performance.

Third, functional oversight should focus on periodic evaluations

³⁴ Melinda Dina Gussela and Dewi Sulastri, "Transformasi Digital Dalam Fungsi Pengawasan Ombudsman: Implementasi E-Government Untuk Pelayanan Publik," *SIYASI: Jurnal Trias Politica* 3, no. 2 (November 2025): 101–18, <https://doi.org/10.15575/sjtp.v3i2.51673>.

³⁵ Latip et al., "Optimizing Digital Public Services for Enhanced Citizen Satisfaction and Transparent Governance."

based on maladministration risks. This means that Disdukcapil's internal oversight unit should identify services most vulnerable to complaints, such as queue management and IKD activation, and subsequently conduct regular service audits. Salsabila et al. (2024) demonstrate that risk-based evaluations in population administration services are more effective than general oversight mechanisms that do not focus on vulnerable points in service delivery.³⁶ This approach would strengthen the oversight function as an instrument of prevention rather than merely a response to complaints.

Fourth, external oversight by the Ombudsman of the Republic of Indonesia should be integrated on an ongoing basis, rather than activated only when major complaints arise. Disdukcapil could establish periodic cooperation with the Ombudsman through service evaluation forums or joint monitoring activities. This approach is consistent with Act No. 37 of 2008, which authorises the Ombudsman to promote systemic improvements in public service delivery. Toding et al. (2024) emphasise that active collaboration between service-providing institutions and external oversight bodies has been shown to improve compliance with public service principles and reduce the risk of maladministration.³⁷

By implementing a structured, data-driven oversight mechanism that integrates internal and external supervision, the Semarang City Department of Population and Civil Registration (Disdukcapil) can establish an oversight system that upholds the principles of accountability, transparency, responsiveness, and effectiveness, as required by the Public Services Act and the theory of good governance. This mechanism not only improves complaint resolution but also serves as a sustainable instrument for preventing maladministration.

³⁶ Salsabila Salsabila, Zuhrihal Fadhly, and Cut Asmaul Husna, "Analisis Strategi Reformasi Administrasi Pelayanan Publik Melalui SIAK Di Dinas Kependudukan Dan Pencatatan Sipil Kabupaten Aceh Barat," *Journal of Administration, Governance, and Political Issues* 1, no. 1 (June 2024): 13–22, <https://doi.org/10.47134/jagpi.v1i1.2503>.

³⁷ Lukas Toding, Abdul Mahsyar, and Nursalim, "Pengaruh Implementasi Kebijakan Kependudukan Dan Kualitas Pelayanan Terhadap Kepuasan Masyarakat," *Publikauma : Jurnal Administrasi Publik Universitas Medan Area* 12, no. 1 (June 2024), <https://doi.org/10.31289/publika.v12i1.10874>.

D. Prevention and Resolution of Queue-Related Maladministration

Efforts to prevent and address maladministration in population administration services at the Semarang City Department of Population and Civil Registration (Disdukcapil) are crucial to ensuring that public services are delivered effectively, professionally, and in accordance with applicable legal requirements. Normatively, Articles 18 and 36 of Act No. 25 of 2009 concerning Public Services require every service provider to establish service standards, develop a complaint-handling system, conduct performance evaluations, and implement continuous improvements to prevent irregularities. Based on the research findings and supporting theoretical frameworks, four key areas require strengthening: queue management, IKD implementation, human resource quality, and oversight mechanisms.

First, improving the queue management system should be a priority because long queues have repeatedly been a source of public complaints. Preventive measures may include increasing staffing levels during peak service hours and revising standard operating procedures (SOPs) for queue management to ensure greater rigour and measurability.³⁸ This approach is consistent with the principle of public service effectiveness stipulated in Article 4(f) of the Public Services Act, which requires services to be delivered efficiently and in a timely manner. Digital queue management should also be strengthened through measures such as real-time monitoring of daily service capacity, proportionate quota limits, and integration of online and manual queuing systems to prevent congestion.

From the perspective of the SERVQUAL model, these measures aim to improve the dimensions of responsiveness and reliability by accelerating service responses and ensuring consistent service quality. From a good governance perspective, they reinforce the principles of efficiency and effectiveness in public service management.

Second, maladministration in the implementation of the Digital

³⁸ Hardiyansyah, *Kualitas Pelayanan Publik*.

Population Identity (Identitas Kependudukan Digital, IKD) can be prevented by providing targeted education and assistance to vulnerable groups, such as older persons and individuals with low levels of digital literacy. The interview findings indicate that many members of the public experience difficulties accessing the IKD application, necessitating regular training programmes or digital assistance at urban village offices or Population Document Service Units (TPDK). This approach is consistent with the principles of non-discrimination and accessibility stipulated in Article 4(g) and (h) of the Public Services Act, which require services to be accessible to all segments of society. From a theoretical perspective, these assistance programmes strengthen the empathy dimension of SERVQUAL, namely, an institution's ability to understand the specific circumstances and needs of vulnerable groups. From a good governance perspective, these programmes uphold the principles of equity and accessibility to ensure that service digitalisation does not create disparities in service access among different groups within society.³⁹

Third, improving human resource (HR) management is central to preventing maladministration. The problem of assigning student interns to consultation desks without adequate preparation can be addressed by providing systematic technical and administrative training before they engage directly in public service delivery and restricting their roles to non-strategic positions, such as document administration, general public education, or data classification. All substantive tasks and those involving administrative decisions must remain the responsibility of Disdukcapil officials who possess the requisite legal authority. Supervision arrangements should also be strengthened by assigning a senior staff member to oversee student interns' work directly. These measures are consistent with the principles of professionalism and accountability stipulated in Article 4(e) and (j) of the Public Services Act. From a good governance perspective, this HR policy reinforces the principle of accountability by ensuring that decisions affecting the public remain in the hands of authorised officials

³⁹ Parasuraman and Zeithaml, V. A.; Berry, "SERVQUAL: A Multiple-Item Scale for Measuring Consumer Perceptions of Service Quality."

who bear legal responsibility.⁴⁰ According to Soerjono Soekanto, the quality of public service delivery is largely determined by the competence of public officials; improving human resource capacity will therefore enhance the effectiveness of law enforcement.

Fourth, oversight and complaint resolution mechanisms must be strengthened to ensure a systematic approach to preventing maladministration. Disdukcapil should develop a digital complaint tracking system that enables members of the public to monitor the progress of their complaints using unique reference numbers.⁴¹ This system would enhance service transparency and accountability. In addition, online complaint channels should be expanded, including official WhatsApp accounts, chatbots, and electronic forms, to make it easier for the public to submit complaints. Strengthening collaboration with the Ombudsman of the Republic of Indonesia is also essential as a mechanism for external oversight. Act No. 37 of 2008 authorises the Ombudsman to oversee maladministration and issue recommendations for improvement. Through periodic engagement with the Ombudsman, Disdukcapil can identify potential maladministration and implement corrective measures before problems escalate. From a good governance perspective, this approach reinforces the principles of transparency, accountability, and responsiveness, which are fundamental pillars of high-quality public service delivery.

Accordingly, preventing and addressing maladministration at the Semarang City Department of Population and Civil Registration requires a comprehensive approach encompassing improvements to queue management, inclusive digital assistance, human resource professionalisation, and integrated oversight mechanisms. These strategies are consistent not only with applicable legal requirements but also with the SERVQUAL model and good governance principles, thereby providing a strong foundation for the sustainable improvement of population

⁴⁰ Manaf, *Good Governance Dan Public Service*.

⁴¹ Jamal A. Hameed, Amer T. Saeed, and Mugdad H. Rajab, "Design and Analysis of Hydroelectric Generation Using Waterwheel," in *2018 9th International Renewable Energy Congress (IREC)* (IEEE, 2018), 1–6, <https://doi.org/10.1109/IREC.2018.8362443>.

administration services.

Conclusion

The findings of this study indicate that population administration services provided by the Semarang City Department of Population and Civil Registration (Disdukcapil) do not yet fully comply with the principles of public service stipulated in Act No. 25 of 2009 concerning Public Services. Despite the implementation of digitalisation and various service innovations, indications of maladministration persist in the form of inefficient queue management, limited access to the Digital Population Identity (Identitas Kependudukan Digital, IKD) application among older persons, and the assignment of student interns to strategic functions without adequate preparation and supervision. These conditions reflect a gap between legal norms and service delivery practices, particularly in upholding the principles of legal certainty, effectiveness, non-discrimination, professionalism, and accountability, as well as the service quality dimensions of responsiveness, empathy, and reliability. This study emphasises that digitalisation does not automatically prevent maladministration without competent human resources, inclusive service delivery, clear task allocation, and effective and sustained oversight. Accordingly, service improvements should focus on enhancing the professionalism of public officials, restricting student interns to non-strategic functions, strengthening assistance for vulnerable groups, and implementing transparent oversight and accountability mechanisms. This study makes an empirical contribution to research on maladministration in public service delivery; however, because it focuses on a single institution, its findings cannot be generalised broadly. Future research should compare service delivery practices across regions and examine the effectiveness of external oversight by the Ombudsman of the Republic of Indonesia to strengthen legal protection and service certainty for the public.

References

- Afifuddin, Afifuddin, Didik Supriyanto, Indra Kertati, Wahyu Wirasati, and Satriadi Satriadi. "Improving Public Services: Exploring Hybrid Population Administration Service Innovations in Malang Regency." *Jurnal Manajemen Pelayanan Publik* 7, no. 2 (December 2023): 457–69. <https://doi.org/10.24198/jmpp.v7i2.51186>.
- Arlis. "Wawancara Dengan Operator Aplikasi IKD Disdukcapil Kota Semarang." Semarang, 2026.
- Denhardt, Janet V., and Robert B. Denhardt. *The New Public Service*. New York: Routledge, 2015. <https://doi.org/10.4324/9781315709765>.
- Dwiyanto, Agus. *Mewujudkan Good Governance Melalui Pelayanan Publik*. Yogyakarta: Gadjah Mada University Press, 2006.
- Hameed, Jamal A., Amer T. Saeed, and Mugdad H. Rajab. "Design and Analysis of Hydroelectric Generation Using Waterwheel." In *2018 9th International Renewable Energy Congress (IREC)*, 1–6. IEEE, 2018. <https://doi.org/10.1109/IREC.2018.8362443>.
- Hardiyansyah. *Kualitas Pelayanan Publik*. Yogyakarta: Gava Media, 2021.
- Indonesia. Undang-Undang Republik Indonesia Nomor 37 Tahun 2008 tentang Ombudsman Republik Indonesia (2008).
- Latip, Dede Mirza, Novelma Lastri, and Variza Aditiya. "Optimizing Digital Public Services for Enhanced Citizen Satisfaction and Transparent Governance." *Jurnal Ilmiah Manajemen Kesatuan* 13, no. 6 (November 2025): 4563–74. <https://doi.org/10.37641/jimkes.v13i6.4100>.
- Manaf, Abdul. *Good Governance Dan Public Service*. Jakarta: Direktorat Pendidikan dan Pelayanan Masyarakat, Komisi Pemberantasan Korupsi, 2016.
- Maskur, Muhammad Azil, Ali Masyhar, Ratih Damayanti, Diandra

- Preludio Ramada, and Subhra Sanyal. "Reimagining Criminal Liability in the Age of Artificial Intelligence: Toward a Comparative and Reform-Oriented Legal Framework." *Journal of Law and Legal Reform* 6, no. 4 (2025). <https://doi.org/10.15294/jllr.v6i4.35540>.
- Melia, Arrie Budhiartie, and Eko Nuriyatman. "Analisis Dampak Digitalisasi Pelayanan Publik Dalam E-Government Terhadap Hak Masyarakat Di Tengah Ketimpangan Akses Internet." *Al-Zayn: Jurnal Ilmu Sosial & Hukum* 3, no. 6 (2025): 8765–8774. <https://doi.org/10.61104/alz.v3i6.2587>.
- Melinda Dina Gussela, and Dewi Sulastri. "Transformasi Digital Dalam Fungsi Pengawasan Ombudsman: Implementasi E-Government Untuk Pelayanan Publik." *SIYASI: Jurnal Trias Politica* 3, no. 2 (November 2025): 101–18. <https://doi.org/10.15575/sjtp.v3i2.51673>.
- Ombudsman Republik Indonesia Perwakilan Jawa Tengah. "Soroti Pelayanan Adminduk, Ombudsman Jawa Tengah Sidak Kecamatan Genuk." Ombudsman Republik Indonesia, 2018.
- Osborne, Stephen P, Zoe Radnor, and Kirsty Strokosch. "Co-Production and the Co-Creation of Value in Public Services: A Suitable Case for Treatment?" *Public Management Review* 18, no. 5 (May 2016): 639–53. <https://doi.org/10.1080/14719037.2015.1111927>.
- Parasuraman, A., and L. L. Zeithaml, V. A.; Berry. "SERVQUAL: A Multiple-Item Scale for Measuring Consumer Perceptions of Service Quality." *Journal of Retailing* 64, no. 1 (1988): 12–40. [https://doi.org/10.1016/S0022-4359\(99\)80003-4](https://doi.org/10.1016/S0022-4359(99)80003-4).
- Ramadhan, Sukma Aditya, and Ulung Pribadi. "Building Citizen Satisfaction with E-Government Services: A Case Study of the Population Administration Information System (SLAK)." *Jurnal Manajemen Pelayanan Publik* 8, no. 3 (October 2024): 972–88.

- <https://doi.org/10.24198/jmpp.v8i3.55866>.
- Republik Indonesia. Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik (2009).
- . Undang Undang Dasar Negara Republik Indonesia (1945).
- Rifai, Salahuddin. “Kepuasan Masyarakat Dalam Penyelenggaraan Pelayanan Administrasi Kependudukan Di Kabupaten Bima.” *Jurnal Government Law and Policy* 1, no. 2 (2022): 45–56. <https://doi.org/10.47650/jglp.v5i1.806>.
- Salsabila, Salsabila, Zuhrizal Fadhly, and Cut Asmaul Husna. “Analisis Strategi Reformasi Administrasi Pelayanan Publik Melalui SIAK Di Dinas Kependudukan Dan Pencatatan Sipil Kabupaten Aceh Barat.” *Journal of Administration, Governance, and Political Issues* 1, no. 1 (June 2024): 13–22. <https://doi.org/10.47134/jagpi.v1i1.2503>.
- Setiawan, Abdul Yani, V. Rudy Handoko, and Achluddin Ibnu Rochim. “Towards Inclusive Digital Public Services: Policy Directions for Digital Inclusion of the Elderly in Klaten Regency.” *Journal of Scientific Research, Education, and Technology (JSRET)* 4, no. 4 (December 2025): 2758–66. <https://doi.org/10.58526/jsret.v4i4.924>.
- Shofwan. “Wawancara Dengan Kepala Seksi Pelayanan Administrasi Kependudukan Disdukcapil Kota Semarang.” Semarang, 2026.
- Soekanto, Soerjono. *Pengantar Penelitian Hukum*. Jakarta: Penerbit Universitas Indonesia (UI-Press), 1986.
- Toding, Lukas, Abdul Mahsyar, and Nursalim. “Pengaruh Implementasi Kebijakan Kependudukan Dan Kualitas Pelayanan Terhadap Kepuasan Masyarakat.” *Publikauma : Jurnal Administrasi Publik Universitas Medan Area* 12, no. 1 (June 2024). <https://doi.org/10.31289/publika.v12i1.10874>.
- United Nations Development Programme. “Governance for Sustainable

Human Development.” New York, 1997.

DECLARATION OF CONFLICTING INTERESTS

The author declares that there are no conflicts of interest in the publication of this article.

FUNDING INFORMATION

No external funding was received for this research.

ACKNOWLEDGMENT

The author would like to express sincere gratitude to the Semarang City Department of Population and Civil Registration (Disdukcapil) and its staff for granting research permission and providing the access to information, assistance, and cooperation necessary for the completion of this study. Special appreciation is extended to Ms Ratih Damayanti, the author's academic supervisor, for her guidance, direction, constructive feedback, and support throughout the research and manuscript preparation process. The author also acknowledges all informants and other parties who contributed information and assisted in facilitating the research. Finally, the author is grateful to family members, friends, and colleagues for their prayers, moral support, and encouragement throughout the completion of this study.