Linking Governance and Public Service Delivery: The Perceived Legitimacy of the Office of Population and Civil Registration in Indonesia

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This study examines the perceived legitimacy of the Office of Population and Civil Registration (OPCR) in Bandar

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Lampung, Indonesia, with a focus on in-migrants' experiences. Using McLoughlin's micro-legitimacy framework, the research explores the relational and normative dimensions of legitimacy in public service delivery, specifically for migration-related services. The findings show that in-migrants view the OPCR's legitimacy as moderate, with notable gaps in communication, transparency, and inclusivity. Key factors influencing legitimacy include service characteristics, impartiality, responsiveness, and accountability, while communication clarity and trust remain significant concerns. The study recommends enhancing communication strategies, providing clearer information, and introducing feedback mechanisms to improve service quality and accountability. It also emphasizes the need for the OPCR to prioritize transparency and inclusivity in its services. The research contributes to the understanding of public service legitimacy, offering valuable insights for policy improvements and broader applications in migration and public administration studies.

Keywords: governance, public service, legitimacy, in-migration, office of population and civil registration

1. Introduction

Legitimacy constitutes a fundamental aspect of public service delivery (Lauth, 2000; Perry & Christensen, 2015), encompassing the rightfulness and acceptability of governmental authority within a framework of societal norms and values (Van Wart, 2013; O'Neill, Bondy & Hang, 2022). It reflects the perception that governmental actions are appropriate, just, and aligned with societal expectations (Levi & Stoker, 2000; Gilley, 2006). A government perceived as legitimate fosters trust among its citizens, which enhances compliance, cooperation, and overall effectiveness in public service delivery (Kampen, De Walle & Bouckaert, 2006; Mehrpouya & Samiolo, 2019). Such trust is essential for creating a cooperative relationship between citizens and government institutions (Ficek, 2024), facilitating more efficient and effective service provision.

This study investigates two primary research questions: "How do in-migrants perceive the legitimacy of migration-related services provided

through the Office of Population and Civil Registration (OPCR)?" and "What factors influence these perceptions within the context of public service delivery in a developing region?" The study aims to assess in-migrants' perceptions of the OPCR's legitimacy in Bandar Lampung, Indonesia, and identify the key factors shaping these perceptions. Additionally, it examines the relational dimensions of legitimacy through McLoughlin's framework, exploring how these perceptions influence trust, cooperation, and administrative efficiency.

While existing literature often emphasizes the functional efficiency of public service delivery, fewer studies have addressed the relational and normative dimensions of legitimacy, particularly as perceived by diverse citizen groups such as in-migrants. This study seeks to bridge this gap through a micro-level analysis, applying McLoughlin's (2015) framework, which highlights the interaction between service delivery, citizen expectations, and relational dynamics. It contributes valuable insights into public service delivery, advancing the discourse on service legitimacy in developing regions and internal migration. The research addresses gaps in the literature, providing actionable policy recommendations. Prior studies in Indonesia have primarily focused on administrative efficiency, overlooking the subjective dimensions of legitimacy. Furthermore, this research extends the discussion of state legitimacy by examining the specific challenges faced by in-migrants, an often neglected demographic in public administration scholarship, thus enriching the understanding of legitimacy in migration and public service delivery.

Indonesia operates under a unitary state system, with authority centralized at the national level, yet decentralized to local governments. This multilevel governance structure means that the OPCR functions at the local government level, within each city or district, while also being part of the broader national system governed by the Ministry of Home Affairs (MoHA). Its essential roles include managing civil registries and facilitating documentation such as birth certificates, identity cards, family cards, and residence certificates. These documents are not only crucial for ensuring legal recognition but also for enabling residents, including in-migrants, to access essential public services such as healthcare, education, and employment opportunities. For in-migrants, the OPCR is pivotal in ensuring their legal integration into the local administrative system. Upon relocation, in-migrants must update their resident status with the OPCR, enabling them to receive government services and fully participate in civic life.

Nevertheless, while the OPCR's role in managing vital records is fundamental, other aspects of public service delivery, such as updating the
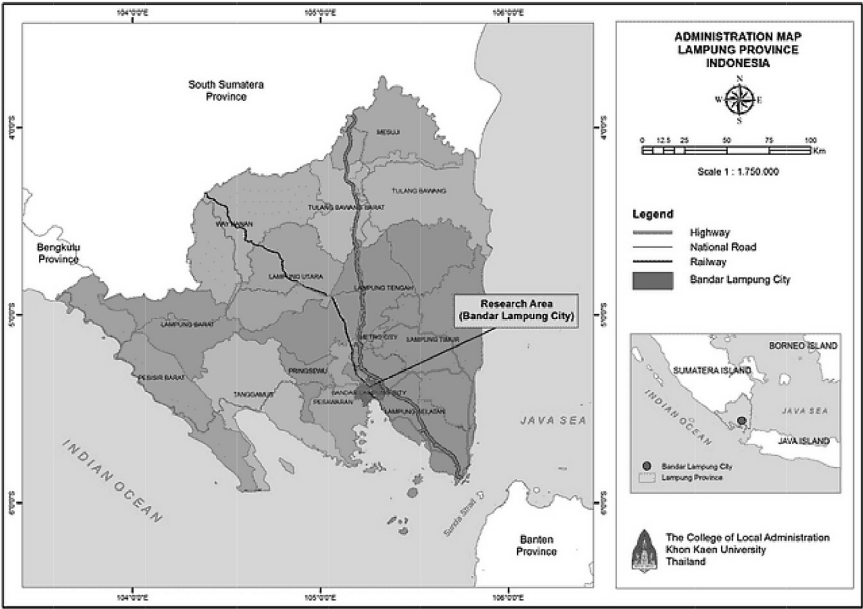
electoral roll, utility services, tax registration, and licensing, are handled by separate government agencies. In a system like Indonesia's, which engages multiple service providers, internal migration can require interactions with various institutions beyond the OPCR. This fragmented service delivery system can shape perceptions of the OPCR's legitimacy. Even though its broad administrative role could strengthen perceptions of legitimacy (von Haldenwang, 2016), it may also be seen as just one part of a more extensive bureaucratic process. The legitimacy of the OPCR's services is closely tied to its efficiency in processing documentation, minimizing bureaucratic delays, and reducing procedural complexity. These factors influence how in-migrants experience access to services and whether they perceive the OPCR as equitable and transparent in its operation. If the OPCR is seen as effectively meeting its obligations, it may foster positive sentiments among in-migrants, enhancing the legitimacy of the government. On the other hand, if the OPCR's role is perceived as limited or disconnected from other essential services, its legitimacy may be undermined, highlighting the complexities of public service delivery in a multilevel system.

Bandar Lampung, the ninth-largest city in Indonesia and the capital of Lampung Province, provides a pertinent context for this study. With a population exceeding one million in the second semester of 2023 (Statistics Indonesia, 2023), the city serves as the capital and largest metropolitan area in Lampung Province, a role historically acknowledged in earlier studies such as Hartono and Hapsari (2019). Additionally, Bandar Lampung experiences a high volume of in-migration compared to other towns and regencies within Lampung Province. According to the 2020 Central Bureau of Statistics census, Bandar Lampung saw a substantial influx of 34,628 in-migrants, while 44,890 out-migrants were recorded (Statistics Indonesia, 2022). The decision to focus solely on in-migration stems from the requirement for in-migrants to report their relocation information to the OPCR. In contrast, out-migrants must report their departure to the OPCR in their new location. Hence, this study examines the dynamics and challenges associated with in-migration within Bandar Lampung's administrative framework.

Out-migration, although not the primary focus of this study, provides valuable context for understanding the overall migration dynamics in Bandar Lampung. The high rate of out-migration emphasizes the need for effective administrative processes not only for those entering but also for those leaving the city. This broader perspective aids in evaluating the OPCR's overall effectiveness and legitimacy in managing population records and services.

To aid in understanding the research area, Figure 1 depicts the geographic context of Bandar Lampung City within Lampung Province, Indonesia.

Figure 1: *Research area in Bandar Lampung City*

Source: Authors.

The study's findings revealed a grand mean legitimacy score of 17.80 out of 26 for the OPCR, indicating a moderate level of perceived legitimacy. The findings highlight that while the OPCR generally meets in-migrants' functional expectations, communication, and transparency gaps may impede a higher legitimacy score.

In examining the legitimacy of the OPCR in Bandar Lampung, this study adopts McLoughlin's framework (2015), which offers a more nuanced understanding of how public service delivery contributes to state legitimacy. McLoughlin argues that the relationship between service delivery and legitimacy is nonlinear and conditioned by various factors, including citizen's expectations, perceptions of fairness, and relational aspects of service provision. This perspective is particularly relevant for the OPCR, where the legitimacy perceived by in-migrants is influenced by the institution's ability to fulfill its functional role and the manner in which it engages with citizens and meets their expectations. Through these relational

dynamics, McLoughlin's framework allows us to explore the complexity of legitimacy within the OPCR's services, moving beyond a simplistic view of service delivery as a purely instrumental process.

McLoughlin's approach emphasizes that service delivery does not automatically translate into legitimacy; rather, it is contingent upon citizens' subjective evaluations of fairness, transparency, and impartiality. In the context of the OPCR, in-migrants' perceptions are shaped by their interactions with service providers, their understanding of what the state should provide, and their ability to attribute service performance to the institution. This aligns with the study's findings highlighting gaps in communication and transparency, suggesting that perceived legitimacy is not solely about meeting functional expectations but also about the quality of the relationships between service providers and users. McLoughlin's framework, therefore, allows this study to examine how the OPCR can build legitimacy by addressing both the material and relational aspects of service provision.

Further, adopting McLoughlin's framework enables this study to address the ideational elements of legitimacy, considering how services convey norms and values that influence citizens' trust in state institutions. The OPCR's legitimacy is intertwined with how in-migrants perceive the office's role in society, its ethical standards, and its commitment to equitable service delivery. Applying McLoughlin's lens, this research acknowledges that legitimacy involves a deeper social construction, shaped by the moral and normative criteria through which citizens judge public institutions. This comprehensive approach not only provides insights into the current legitimacy challenges faced by the OPCR, but also guides recommendations for enhancing service delivery to foster trust and cooperation with the public.

In summary, this study explores the concept of legitimacy and its significance for public service delivery, articulates the research questions and objectives, and underscores its contributions to the field. It provides an overview of Indonesia's multilevel governance system, emphasizing the OPCR's role within a fragmented service delivery structure. Bandar Lampung is presented as the study area, with attention to broader migration dynamics and their relevance to the research. The findings highlight respondents' perceptions of the OPCR's legitimacy and identify areas for improvement. Using McLoughlin's framework, the analysis integrates principles of good governance and legitimacy to propose strategies for enhancing service delivery. The methodology section outlines the research design, detailing the methods and procedures employed. This chapter concludes by addressing the research questions and recommending fur-

ther studies to investigate factors influencing service legitimacy, while expanding the scope to include more diverse demographic groups for a comprehensive understanding of these issues.

2. Framework for the Analysis of the Study

In examining public service delivery, particularly in the context of population administration services for in-migrants in Bandar Lampung, Indonesia, it is imperative to establish a robust theoretical foundation. Theoretical frameworks support the analysis that guides the research, helping to link the empirical findings with broader theoretical constructs. This framework will elucidate the key concepts and relationships that underpin our understanding of the legitimacy of public service delivery.

Moreover, this study's theoretical underpinnings leverage insights from governance and legitimacy theories, which highlight local governments' pivotal role in service delivery, particularly their ability to respond to local needs and preferences. Additionally, this study applies a micro-legitimation process framework to analyze legitimacy in in-migration services, providing a comprehensive lens to understand the dynamics of legitimacy within this context.

2.1. Good Governance: A Practical Guide in Public Service Delivery

The concept of "governance" has its roots in the Greek verb "kubernan", meaning to steer a ship, and has evolved to encompass a broad range of activities related to steering or regulating social behavior. This evolution is reflected in various languages, such as the French term "gouverner" and the English words "government" and "governance" (Plattner, 2013). Despite its widespread usage, the term "governance" can sometimes be vague due to its application in diverse contexts (Offe, Governance: an empty "signifier"?, 2009).

In a comprehensive review of the concept, Fukuyama (2016) identified three primary meanings of governance: (a) international governance (international cooperation) which means governance as a framework for international collaborations among states and global institutions; (b) good governance (public administration) means the effective and ethi-

cal management of public resources and affairs by governmental institutions; (c) governing without government (regulation of social behavior) through networks means the organization and regulation of social activities through networks and non-hierarchical mechanisms. By adopting the second meaning of governance (good governance/public administration), the study emphasizes the importance of the OPCR's role in ethically and effectively managing population administration services.

The OPCR in Indonesia is critical in ensuring that citizens, including in-migrants, have access to legal recognition and public services by managing vital records. The legitimacy of the OPCR is essential because citizens rely on this institution for accurate and effective service delivery. The challenge arises when the institution's legitimacy is questioned (Bekkers & Edwards, 2016), particularly concerning its ability to manage in-migrant needs, who may face bureaucratic hurdles and delays in accessing these vital services. This study argues that good governance within the OPCR hinges on several core principles: accountability, transparency, inclusivity, ethical standards, efficiency and effectiveness, and the rule of law (Skeltcher, 2005; Mayntz, 2006; Bevir, 2012).

Table 1 below delineates these essential principles of good governance and their corresponding mechanisms. For instance, accountability ensures that government officials are answerable for their actions (Bovens, 2007), while transparency promotes openness in government processes (Schafer, 2013). Inclusivity ensures that all societal groups, including marginalized communities, have opportunities to participate in governance (Klausen & Sweeting, 2004). Upholding ethical standards prevents corruption and promotes fairness (Rauh, 2018). Meanwhile, efficiency and effectiveness optimize resource use for improved service delivery (Sharma & Singh, 2019). Lastly, the rule of law adheres to legal frameworks to ensure justice and consistency (Denhardt & Denhardt, 2015).

Table 1: *Essential good governance principles*

Essential Principles	Mechanisms
Accountability (Bovens, 2007)	Government officials must take responsibility for their actions and decisions
Transparency (Schafer, 2013)	Ensuring that government processes and decision-making are open, allowing citizens to freely access information

Inclusivity (Klausen & Sweeting, 2004)	Ensuring that all social groups, including marginalized communities, have opportunities to participate in governance and access public services
Ethical Standards (Rauh, 2018)	Maintaining moral standards to prevent corruption and ensure fairness and justice
Efficiency and Effectiveness (Sharma & Singh, 2019)	Making the best use of resources to achieve desired outcomes and consistently improve service delivery
Rule of Law (Denhardt & Denhardt, 2015)	Following legal frameworks and principles to ensure justice and consistency in governance

Source: Authors.

The effective delivery of public services relies heavily on implementing good governance practices (Koliba et al., 2017). In particular, the core principles of good governance serve as a framework for shaping policies and programmes (Brown-Shafii, 2011) that promote transparency, accountability, and inclusivity. The principles of good governance directly support the legitimacy of public service delivery, aligning with Mcloughlin's framework, which argues that the quality and relational dynamics of service provision shape legitimacy. This framework focuses on how citizens' perceptions of fairness, inclusivity, and ethical conduct influence the legitimacy of service delivery. In this context, the study highlights the importance of transparency, accountability, responsiveness, trust, inclusivity, ethical standards, and legal conformity as critical components of the OPCR's legitimacy.

However, effectiveness and efficiency principles are more operational and performance-focused metrics. While they are important for assessing how well an institution performs its functions and uses its resources, they are often considered part of broader performance evaluation rather than legitimacy per se (Offe & Keane, 2018). Effectiveness, in this context, measures how well objectives are met, and efficiency measures how resources are utilized. Still, they do not directly measure the perceived rightfulness or acceptability of an institution's actions.

Overall, the components of legitimacy address how the institution is perceived in terms of its alignment with societal norms and principles of good governance, while effectiveness and efficiency focus on operational performance. Although they are related, they serve different purposes in evaluating an institution's overall performance and public perception.

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2.2. Legitimacy of Service Delivery in In-Migration

Legitimacy refers to the condition where social structures and authorities are willingly accepted and adhered to by the populace (Schoon, 2022). Unlike legality, is not strictly linked to laws and regulations. Something legal does not automatically gain legitimacy. In political science, legitimacy is achieved when authority and directives are genuinely accepted by people within a specific group (Mazepus, 2018). A higher level of legitimacy indicates better governance practices. To enhance legitimacy, it is crucial to build widespread consensus and foster a unified political identity among citizens (Keping, 2018).

This study operates on two fundamental assumptions to investigate legitimacy within the context of the OPCR. First, it posits that institutions seeking long-term stability (Diez-Martin, Prado-Roman & Blanco-González, 2013; Deephouse et al, 2017), such as the OPCR, undertake strategic processes to secure legitimacy (van der Steen, Quinn & Moreno, 2022), which subsequently shapes their decision-making (Kanat-Maymon, Yaakobi & Maaravi, 2021) and policy implementation (von Haldenwang, 2016). Second, the attainment of legitimacy within the OPCR is inherently dialogical, involving an ongoing exchange between the institution and its citizens, where citizens respond to the institution's legitimacy claims and articulate their expectations of the services provided (Wilson & Knighton, 2021).

Institutions like the OPCR aim to sustain relevance and effectiveness over time. To do so, they must acquire and maintain legitimacy (Prado-Román et al., 2018; Hegtvedt et al, 2022), which requires being perceived as appropriate and credible by the public and key stakeholders. This is achieved through deliberate and strategic actions that shape public perception. These actions, in turn, influence institutional decisions and policy implementation (Mazerolle et al., 2013), ensuring alignment with societal norms and expectations. For example, the OPCR might implement transparent mechanisms for managing complaints. Moreover, the study assumes that the process of legitimacy procurement is interactive and dynamic. It involves continuous engagement and communication between the OPCR and the public, where citizens react to the institution's actions and legitimacy claims, providing feedback on their service expectations. These reciprocal interactions enable the OPCR to refine its operations and better align with public demands. One practical manifestation of this dialogical process might be the use of public forums or surveys to collect citizen feedback, which the OPCR could then use to guide service improvements.

In public service delivery, satisfaction and legitimacy are related but distinct concepts. Satisfaction typically refers to the subjective feeling of contentment or fulfillment experienced by service users (Cordaro et al., 2016), often evaluated based on the service's ability to meet expectations and needs. In contrast, legitimacy refers to the perceived rightfulness or appropriateness of the authority providing the service, grounded in a broader context of legal conformity, fairness, transparency, and social values (Höglund, Mærtensson & Safari, 2019). While satisfaction may influence legitimacy, they do not always correlate directly. A service can be deemed satisfactory without being perceived as legitimate, particularly if the public doubts the authority or fairness of the provider. Conversely, a service might be seen as legitimate due to its adherence to legal and ethical norms, even if user satisfaction is low. As a result, legitimacy involves deeper, relational dimensions of governance that influence trust, cooperation, and public confidence over time (Pierre & Peters, 2020).

2.3. Enhancing Legitimacy in OPCR Services for In-Migration: Applying McLoughlin's Micro-Legitimation Process Framework

This research seeks to deepen the understanding of local government service improvement through integrating McLoughlin's (2015) micro-legitimation process framework. Specifically designed to address the unique challenges faced by local governments in fragile or conflict-affected states. McLoughlin's model proves particularly effective for analyzing and enhancing service performance within Indonesia's migration sector, characterized by its vast archipelagic geography and socio-cultural diversity. Utilizing this framework facilitates a nuanced evaluation of the OPCR's in-migration services in Bandar Lampung, aiming to strengthen both legitimacy and effectiveness. McLoughlin's framework illuminates the structured process through which legitimacy is established, aligning service delivery with legal, ethical, and societal expectations. Application of this model offers a comprehensive assessment of how the OPCR can better meet the diverse needs of in-migrants. This approach ensures services not only comply with legal standards but also respond effectively to societal demands, while adhering to ethical norms and providing normative justifications.

As shown in Figure 2, the initial phase emphasizes the establishment of legitimacy through rigorous adherence to established legal frameworks. Conformity to the rules of law serves as a foundational element, ensuring

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that service operates within defined legal boundaries. For instance, the OPCR must ensure that all registration procedures comply with national laws governing residency and migration, fostering trust among stakeholders as they see government actions grounded in formal regulations.

In the subsequent phase, responsiveness emerges as a crucial component of performance, ensuring that public services align effectively with in-migrants' needs. Denhardt and Denhardt (2015) underscore the importance of effective public service focusing on addressing citizen's needs rather than merely managing resources. For example, the OPCR can implement feedback mechanisms, allowing in-migrants to express their concerns regarding service delivery, enhancing governance's capacity to adapt to evolving societal demands, as Bourgon (2007) asserts, and reinforcing public confidence in service delivery. Following this, inclusivity plays an essential role in ensuring equitable access to services, emphasizing fairness in distribution. This principle of distributive justice aligns with Denhardt and Denhardt's (2015) vision of public services being accessible to all, particularly marginalized populations. For example, outreach programs targeting remote areas can ensure that in-migrants from underserved communities receive the same level of service as those in urban centers, fostering societal cohesion and trust.

Next, accountability emerges as a critical mechanism for securing public consent and establishing frameworks for oversight and public engagement. Bovens (2007) notes that accountability ensures governmental actions remain transparent and aligned with societal expectations. In practice, the OPCR can publish regular reports on service performance, allowing citizens to monitor and evaluate the effectiveness of migration services. This participatory governance model empowers citizens to hold public authorities accountable, solidifying legitimacy.

In mediating socio-psychological factors, ethical standards remain integral to maintaining legitimacy and guiding public service delivery per societal values. Denhardt and Denhardt (2015) promote governance rooted in public service ethics, emphasizing fairness and justice. For instance, the OPCR can establish ethical guidelines for staff interactions with in-migrants, ensuring that services are delivered without discrimination, which is essential for fostering long-term trust in governance (Rauh, 2018).

Additionally, transparency proves crucial for building public trust and ensuring openness in operations. Schafer (2013) asserts that transparent governance enables citizens to comprehend and engage with public decisions. Within McLoughlin's framework, transparency emerges as a vital factor that clarifies performance outcomes and makes government operations accessible. In this context, the OPCR can create an easily navigable

online portal that provides information about services, requirements, and processing times, reinforcing legitimacy.

Finally, trust represents the ultimate objective of the micro-legitimation process, arising from a combination of lawful governance, transparency, and ethical service delivery. Denhardt and Denhardt (2015) argue that public trust develops when citizens perceive that their needs are genuinely addressed and that government actions align with ethical standards. Similarly, Schafer (2013), Klausen, and Sweeting (2004) suggest that trust reflects the cumulative effects of performance, accountability, and ethical conduct, ultimately securing sustained legitimacy for public services.

Figure 2: *Analysis of legitimacy factors in OPCR in-migration services*

Source: Authors based on McLoughlin (2015).

3. Methods and Procedures

This research employed two primary data collection methods: interviews and observation. As the main data collection technique, the interviews were structured to gather detailed insights from in-migrants regarding their experiences, perspectives, and interactions with the population administration system in Bandar Lampung City. According to Creswell and Poth (2016), interviews are particularly effective for exploring emergent themes and delving into specific areas of interest, making them especially useful in capturing the complexities of the administrative process and the varied experiences of in-migrants. In this study, the researchers conducted interviews with 30 individuals who had recently received services at the OPCR. These interviews were conducted immediately after participants completed their in-migration registration in Bandar Lampung. To ensure consistency, the interviews followed a set of key questions developed by the researchers and took place near the OPCR premises. Before conducting the interviews, informed consent was obtained from all participants.

To ensure accuracy in data capture and ease of transcription, the interviews were audio-recorded. The structured interviews focused on seven key themes, as outlined in Table 2. The interview data was subsequently analyzed using SPSS (Statistical Package for Social Sciences), providing a descriptive overview of respondents' perceptions of OPCR service legitimacy, using percentage analysis to identify patterns across demographic variables such as gender, age, and occupation.

Table 2: *Interview questions*

Key Themes	Questions

Transparency	1. Based on your experience, how well-informed were you about the in-migration services, provided by the OPCR, including:
	   a. Whether applications could be made in person or via representatives.
	   b. The necessary documents for application such as photography, family card, etc.
	   c. The steps involved in the administration process.
	   d. Any services fee involved.
	2. Did you face any challenges or issues during your registration process? If so, how were these issues addressed?
	3. Were you allowed to provide feedback or file complaints regarding the quality of the services received (e.g., through suggestion boxes, evaluations, hotlines, etc.)?
	4. Were the in-migration services delivered within the time frame set by the OPCR?

Accountability	1. Have you received clear information regarding how the OPCR operates and makes decisions related to its services?
	2. Have you encountered any situation where the OPCR made an error or had shortcomings in its service?
	   a. Can you describe what happened?
	   b. How did the OPCR staff resolve this issue?
	3. Based on your experience, do you feel that the OPCR staff handled your concern appropriately? What led you to this conclusion?

Responsive-ness	1. What were your initial expectations regarding the in-migration services provided by the OPCR? 2. Have these expectations been fulfilled concerning the OPCR's responsiveness to your inquiries or concerns?

	3. Do you believe that the procedures for in-migration services at the OPCR are necessary?
	4. Based on your experience, what recommendations would you suggest for improving the OPCR's in-migration services?
Trust	1. Based on your experience, did you receive treatment from the OPCR staff that was not consistent with how other clients were treated? Why or why not?
	2. Do you believe that some clients receive preferential treatment or better services than others? Please explain.
	3. Do you think the OPCR maintains strict confidentiality with your data? What leads you to this belief?
	4. Do you feel that your privacy rights are safeguarded by the OPCR? Why or why not?
Inclusivity	1. Was information about in-migration services provided in multiple languages or dialects to cater to clients with different linguistic backgrounds?
	2. Do you believe that the OPCR's in-migration services were accessible to all citizens? What factors influenced your opinion?
Ethical standards	1. How would you assess the ethical treatment you received from OPCR staff during your interactions?
	2. Based on your experience, do you feel that OPCR staff treated you with respect?
	3. During any of your interactions with the OPCR, did you observe any behavior that you considered unethical? If so, could you describe what you witnessed?
	4. Did any OPCR staff request or offer any favors in exchange for expedited or more convenient service? If yes, can you share details of your experience?
Legal conformity	1. Do you understand the necessity of registering as an immigrant with the OPCR? Why or why not?
	2. Were you informed about how your data would be handled following the regulations set by the Ministry of Home Affairs?
	3. Based on your observations, do you believe that the OPCR in Bandar Lampung complies with the Ministry of Home Affairs regulations? What led you to this conclusion?

Source: Authors.

In addition to interviews, observation was also used as a data collection method. Flick (2022) defines observation as careful watching, listening, and noting of details about a phenomenon or situation to gather information, understand behaviors, and draw conclusions. This research provided direct insights into how OPCR officials interact with in-migrants and manage their operations. This method was invaluable in capturing complex social dynamics that interviews alone may not reveal. Moreover, observation helped mitigate potential biases in interview responses, as participants might alter their answers based on the interviewer's perceived expectations. The key aspects observed in this study focused on the legitimacy of in-migrant services and the behaviour of OPCR officials, specifically: (a) interactions between service providers and clients; (b) body language and facial expressions; (c) any visible evidence of non-compliance with legal frameworks; and (d) complaints made by clients.

4. Research Findings and Their Implications

This section presents the research findings based on data obtained from interviews and observations concerning the OPCR's in-migration services in Bandar Lampung. The results are analyzed through the lens of seven key components of legitimacy: transparency, accountability, responsiveness, trust, inclusivity, ethical standards, and legal conformity. The subsequent sections detail the respondents' characteristics, provide a thorough analysis of their views on these legitimacy components, and discuss the implications of these findings. This structured approach aims to offer a comprehensive understanding of the OPCR's service efficacy and highlight areas for improvement.

4.1. Respondents' Characteristics

The study involved 30 respondents, equally divided between 15 males and 15 females, aged 18 to 60, representing a range of marital statuses and socioeconomic backgrounds, from both governmental and non-governmental sectors, i.e. individuals working in government institutions and those employed in private-sector organizations, rather than public offices. Limiting the sample size to 30 was based on several considerations. First, according to the Central Limit Theorem, a sample size of 30 is generally sufficient to approximate a normal distribution for the sample

mean, regardless of the population distribution, supporting the use of statistical techniques that assume normality. Second, a sample of this size ensures stable and reliable estimates, such as means and standard deviations, offering a robust reflection of the population. Third, it provides a balance between collecting comprehensive data and managing practical constraints like time, cost, and effort. Lastly, a sample size of 30 meets the requirements for inferential statistical methods such as t-tests and confidence intervals, making the t-distribution a suitable approximation of the normal distribution. This sample size is widely accepted across various fields of study.

Building on these considerations, the characteristics of the respondents are analyzed based on three key variables: age, gender, and occupation. These factors are crucial for interpreting the study's results and ensuring that the sample accurately represents the target population. The respondents were grouped into four age categories: 20-29, 30-39, 40-49, and 50 years and above. The largest group, comprising, 36.7% of the sample, is the 20-29 age group with 11 respondents. The 30-39 age group includes 9 respondents, representing 30.0% of the sample, while the 40-49 and 50 years and above age groups each account for 16.7%, with five respondents in each group. The average age of the respondents is 35.2 years.

In addition to age, gender distribution is equally important in this study. The sample is evenly split between males and females, with 15 respondents from each group, ensuring that the research findings are not influenced by gender biases. Furthermore, the occupational distribution of the respondents was analyzed. They were categorized into two groups: government and non-government employees. Nine respondents (30.0%) work in the government sector, while 21 (70.0%) are employed in the non-government sector, indicating a higher representation of non-government workers in the study. This distribution of age, gender, and occupation provides a well-rounded perspective, ensuring the sample accurately reflects diverse social characteristics relevant to the research.

4.2. Analysis of Respondents' Views on Key Legitimacy Components

In the research methodology section, the assessment of legitimacy utilized a scoring system derived from responses to twenty-six questions (Table 2), each designed to evaluate the seven core components of legitimacy. These questions aimed to gauge respondents' perceptions of

various facets of the OPCR's services. In this system, positive responses to favorably framed questions were assigned a score of 1, while negative responses were allocated a score of 0, reflecting perceived deficiencies in the services provided. This method facilitated a quantitative evaluation of legitimacy across multiple dimensions.

Following this methodological framework, the following section investigates in-migrants perceptions regarding these seven fundamental components of legitimacy. The insights derived from respondents provide a detailed and nuanced understanding of the OPCR's service performance, identifying both areas of strength and aspects requiring improvement. This thorough assessment is essential for gauging the real-world effectiveness of the OPCR's in-migration policies and services. By integrating the scoring system with comprehensive respondent feedback, this analysis offers a rigorous framework for evaluating and enhancing the legitimacy of the OPCR's operations.

Transparency was assessed based on communication clarity, information accessibility, and feedback opportunities. Approximately 63% of respondents felt informed about the services, and a similar proportion accessed necessary information without difficulties. However, only 3.3% perceived that services were delivered within the expected timeframe. Accountability was gauged by the clarity of information and the handling of concerns. Although 96.7% believed the OPCR avoided significant errors, only 30% found the provided information sufficiently clear. Responsiveness was rated highly, with 97% of respondents stating that the OPCR met their expectations, and all agreed that no service improvements were needed.

Regarding trust, all respondents felt they were treated fairly, though two-thirds suspected potential favoritism towards others. Despite these concerns, 90% of respondents believed their data was handled securely, and 93.3% were confident their privacy rights were respected. Inclusivity was evaluated based on the availability of multilingual services. While 100% of respondents noted that information was available in their language, only 36.7% found it accessible in practice. Ethical standards were also positively rated, with respondents reporting respectful treatment and no instances of unethical behavior. Finally, legal conformity was measured by adherence to the MoHA regulations, which revealed that, while 90% understood the necessity for registration, only 13.3% were aware of the unified data-handling process mandated by MoHA.

The OPCR achieved a composite legitimacy score of 17.80 out of 26, translating to 61.4%. This moderate score reflects both areas of strength

and those that needed improvement. Particularly, transparency accountability and inclusivity emerged as critical areas requiring enhancement. Addressing these components is essential for the OPCR to better align with the needs and expectations of in-migrants and improve overall service quality.

4.3. Discussion and Implications

The research findings provide significant insights into the OPCR's in-migration services, revealing both strengths and areas for improvement. To interpret these findings within the broader theoretical frameworks of governance and legitimacy, as well as McLoughlin's micro-legitimation process, this section integrates these concepts to contextualize the results and propose actionable recommendations.

Governance and Legitimacy in OPCR Services. The results highlight notable strengths in trust and ethical standards, which reflect the effective application of certain governance principles, such as fairness and accountability. These align with Van de Walle and Bouckaert's (2003) emphasis on equity and privacy protection as foundations of institutional trust. The OPCR's high score in responsiveness also underscores its alignment with Bourgon's (2007) notion of client-centered public institutions, suggesting that the agency prioritizes user expectations in service delivery. However, the statistical feedback regarding service improvements indicates limited adaptability, which hinders efforts to enhance governance outcomes. Conversely, deficiencies in transparency and accountability point to significant governance challenges. For instance, low clarity of information provided to users suggests a gap in the communication mechanism, conflicting Boven's (2007) holistic view of accountability as a process requiring transparent reporting and responsiveness to public concerns. These gaps undermine the legitimacy of OPCR services, as effective governance relies on the alignment between institutional performance and public expectations. The findings on inclusivity further contribute to the discussion on equitable governance. Although multilingual information is available, its practical accessibility remains limited, indicating barriers that prevent effective engagement with all user groups. This misalignment with Klausen and Sweeting's (2004) concept of equitable service access necessitates targeted strategies to improve inclusivity, especially for marginalized populations.

McLoughlin's Micro-Legitimation Process. Mcloughlin's (2015) framework offers a valuable lens for analyzing the OPCR's performance. The findings suggest that the OPCR is effective in fostering stakeholder consent through high levels of trust and ethical standards, which strengthen perceptions of fairness and security. Nonetheless, weakness in transparency and accountability highlights deficiencies in the public authorities' action phase of micro-legitimation, particularly in terms of clarity and accessibility of information. Correspondingly, the low awareness of the unified data-handling process underscores gaps in the output delivery phase, where service efficiency and communication about legal requirements play critical roles. Addressing these gaps is essential for reinforcing the legitimacy cycle.

5. Conclusion

This study sheds light on the perceptions of in-migrants regarding the legitimacy of the OPCR in Bandar Lampung, Indonesia. Findings indicate moderate satisfaction levels, rating high with regard to trust, responsiveness, and ethical standards, but also reveal areas requiring improvement, particularly in transparency, inclusivity, and accountability. These results, analyzed through Claire McLoughlin's micro-legitimation framework, underline the need for service delivery to align with normative and relational dimensions of legitimacy to reinforce public trust. While the study identifies moderate satisfaction among in-migrants, satisfaction alone cannot guarantee continued government support. Factors such as equitable access, long-term trust, and the potential social costs of privatization must be weighed carefully. The OPCR's public service model offers advantages in accessibility and ethical governance that may not be guaranteed in outsourced arrangements. Accordingly, the focus should remain on improving the OPCR's operations to meet evolving public expectations. The OPCR's service delivery model could also provide valuable lessons for addressing the widespread perception of governmental disconnection from citizens' needs. Strengthening the OPCR's capacity for inclusive communication and participatory feedback could demonstrate how public institutions can rebuild trust and reinforce their legitimacy. These efforts are essential for addressing concerns about governments losing touch with diverse populations and ensuring their services remain relevant and effective.

Policy recommendations from the study include enhancing communication strategies, incorporating multilingual information dissemination, and

establishing robust feedback mechanisms to promote inclusivity. Regular audits of service delivery practices can ensure alignment with transparency and fairness principles. At the same time, emphasizing trust-building measures, such as visible accountability processes and consistent engagement with stakeholders, can further enhance the OPCR's legitimacy.

As a final reflection, this study offers valuable insights into the micro-legitimacy of public service delivery; yet its modest sample and single-case scope define its boundaries. While the study offers transferable lessons for strengthening legitimacy in local governance, these policy extrapolations should be interpreted within the limits of the research context. Expanding future inquiry across regions and institutional types would allow for a more grounded validation of these broader insights. Such approaches would not only enhance the generalizability of findings, but also deepen understanding of how legitimacy evolves through diverse institutional and socio-cultural settings. Expanding the application of McLoughlin's framework across these scenarios could refine its utility for public administration scholarship and practice.

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LINKING GOVERNANCE AND PUBLIC SERVICE DELIVERY: THE PERCEIVED LEGITIMACY OF THE OFFICE OF POPULATION AND CIVIL REGISTRATION IN INDONESIA

Summary

The study investigates the perceived legitimacy of the Office of Population and Civil Registration (OPCR) in Bandar Lampung, Indonesia, focusing on in-migrants' experiences with public service delivery. The research aims to identify key factors that shape these perceptions and explore how legitimacy influences trust, cooperation, and administrative efficiency within the OPCR. Drawing on McLoughlin's framework of micro-legitimacy, the study examines the relational and normative dimensions of legitimacy, especially in the context of migration-related services. The findings reveal that in-migrants perceive the OPCR as moderately legitimate, with areas for improvement in communication, transparency, and inclusivity. The study identifies several critical components that affect legitimacy, including service characteristics, impartiality, responsiveness, and accountability. However, the research also highlights a gap between the OPCR's operational efficiency and the clarity of its communication, which negatively impacts service perceptions. The study finds that in-migrants feel inadequately informed about services and procedures, leading to lower levels of trust and satisfaction. From a policy perspective, the study recommends that the OPCR enhance its communication strategies by providing clearer, more consistent information and integrating feedback mechanisms to foster greater accountability. It also suggests that OPCR adopt transparency and inclusivity as core principles in its service delivery framework, ensuring that all in-migrants have equal access to information and services. In conclusion, this research contributes to the broader discourse on public service legitimacy, particularly in the context of migration. It addresses gaps in existing literature in highlighting the importance of communication and relational dynamics in shaping perceptions of government legitimacy. The study's findings offer valuable policy insights for improving service delivery and trust in public institutions, with potential applications for other regions and public service sectors.

Keywords: *governance, public service, legitimacy, in-migration, office of population and civil registration*

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POVEZIVANJE UPRAVLJANJA I PRUŽANJA JAVNIH USLUGA: PERCIPIRANI LEGITIMITET UREDA ZA STANOVNIŠTVO I REGISTRACIJU GRAĐANA U INDONEZIJI

Sažetak

U ovom radu istražuje se percipirani legitimitet Ureda za stanovništvo i civilnu registraciju (USCR) u Bandar Lampungu u Indoneziji s naglaskom na iskustva doseljenika u korištenju javnih usluga. Cilj je istraživanja identificirati ključne čimbenike koji oblikuju percepcije građana te ispitati kako legitimitet utječe na povjerenje, suradnju i učinkovitost unutar USCR-a. Oslanjajući se na McLoughlinov okvir mikrolegitimiteta, u radu se analiziraju relacijske i normativne dimenzije legitimiteta, osobito u kontekstu usluga povezanih s migracijama. Rezultati pokazuju da doseljenici USCR doživljavaju kao djelomično legitimno tijelo, uz prostor za poboljšanja u komunikaciji, transparentnosti i uključivosti. Istraživanje identificira nekoliko ključnih elemenata koji utječu na legitimitet, uključujući obilježja usluga, nepristranost, odazivnost i odgovornost. Međutim, također se ukazuje na jaz između učinkovitosti USCR-a i jasnoće njegove komunikacije što negativno utječe na percepciju pružanja usluga. Doseljenici se osjećaju nedovoljno informiranima o uslugama i procedurama što dovodi do nižih razina povjerenja i zadovoljstva. Iz perspektive javnih politika, u ovom se radu predlaže da USCR unaprijedi svoje komunikacijske strategije pružanjem jasnijih i dosljednijih informacija te integriranjem mehanizama povratnih informacija radi jačanja odgovornosti. Također se predlaže da USCR usvoji transparentnost i uključivost kao temeljna načela u okviru pružanja usluga, osiguravajući svim doseljenicima jednak pristup informacijama i uslugama. Zaključno, ovo istraživanje doprinosi široj raspravi o legitimitetu javnih usluga, osobito u kontekstu migracija, te nudi vrijedne smjernice za unaprjeđenje pružanja usluga i jačanje povjerenja u javne institucije.

Ključne riječi: upravljanje, javne službe, legitimitet, doseljavanje, ured za stanovništvo i civilnu registraciju