

Original Research Article

Behaviour of Cengkau in Handling Document of Population

(Case Study of Cengkau Behavioral Assessment In Handling Card Family in the Office of Population and Civil Registration in Malang Regency, East Java Province, Indonesia)

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In essence, the role of government is to provide the best services for their people. Therefore, government employees must work professionally in providing services to the public. However, There are many problems that arise in providing services to the community such as: lack of clarity of population data management mechanism, the attitudes and behavior of officials who do not provide optimal service. As a result, Cengkau appears to take advantage of such situation. Cengkau or brokers are intermediaries who provide services to manage things based on wages. The objective of this research is to describe and analyze the behaviour of Cengkau and the factors underlying why the community puts the care of family card under Cengkau. The research method used is a descriptive qualitative approach by using the several theories of social behavior. The results of this study concluded that most people want Cengkau to help them because of long distance factors between communities and central office services, incomparability between serving and being served, speed of Cengkau services and public ignorance towards processing of population documents.

Keywords: Cengkau, Public services, Civil registration, Population documents, Indonesia.

INTRODUCTION

In essence, the government organization devoted to the creation of public service functions in accordance with Law No. 32 Year 2004 on local Government. The concept of good governance requires government officials to account for all of their attitudes, behaviors and policies to the public. It is necessary for professional personnels to be able to optimize the execution of their duties and functions and support the spirit of service-oriented public service and community empowerment. One form of public service is a service of the population and civil registration office.

Population and civil registration services by government bureaucracy is still laden with the complexity of the problem, among other discriminatory behavior of bureaucrats. This is related to the difference in treatment of the rich - poor, simple people - businessmen, people known - those not known. Society felt that the services of the bureaucracy is still very long and wordy. Society sometimes have to wait in line for too long. The problem of services to population is not only about the issue of patterns of power relations, but it is also associated with negative perceptions of the society, such as

sluggish bureaucracy, cumbersomeness and rigidity. The negative perception is always addressed to the bureaucracy of poor service. Such bad government services brings out Cengkau as an actor to help resolve the acceleration of services. The Indonesian dictionary defines Cengkau or brokers as those who become intermediaries and provide services to manage things based on wages. Cengkau word comes from the Chinese word meaning an intermediary in the trade; broker or realtor as stated by the Department of Education and Culture /Language center. (2001) [1].

The word Cengkau or broker is often used in the sale and purchase of car or land, and often synonymous with makelaar. While makelaar according to the Department of Education and Culture/Language center 2001 [1], meaning the principal broker, from makelaar (the Netherlands), is a sworn person or legal entity acting as an intermediary of merchants or service provider. *Tussenhandelaar* also commonly called "middleman" is also used in a more general sense. Matching makelaar in Indonesian is the most popular brokers and brokers who are

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considered inferior. Nevertheless, in local meaning the word Cengkau is commonly use.

Law No. 23 Year 2006 concerning Population Administration and Government Regulation No. 37 Year 2007 on the Implementation of Law No. 23 of 2006 concerning Population Administration that has now been replaced by Act No. 24 of 2013 concerning Population Administration, emphasizes the significance of the changes to a series of planning activities and control of documents and demographic data. Thus, the district / city governments have the authority to coordinate, and to form the implementing agencies, technical setting, coaching and socialization, as well as providing services and assignment to the village on the basis of the principle of co-administration, management and supervision of the presentation of large-scale data districts / cities and surveillance.

However, such regulatory changes is very little to bring changes to the role of the bureaucracy. It is still slow in the handling of public services. Research conducted by Barata (2004) [2] states that the concept of excellent service has not been applied to agencies that provide public services. This is related to the man who provides the service. To provide excellent service, bureaucratic apparatus must be attractive, be professional and friendly and smiling, a master work, able to communicate well and calm in the works and not overbearing.

It seems excellent service has not been implemented well. Service functions are carried out by the Government today as, is said by Rasyid (1997)[3] to serve the public. This means that the service is something that is related to the role and functions of government. It must be run as a professional role. The role and function it was intended for must be met in addition to protect and also meet basic needs of the wider community in order to realize the people's welfare.

Based on some of the evidence above, the presence of Cengkau proves as an answer to the problems services existing in government agencies. Urban community lifestyle is highly varied and requires quick, efficient and easy way. Cengkau is very meaningful to the community. Cengkau is considered the best alternative in the management of everything relating to the management of the administration. Cengkau business requires a great ability to be able to establish good relations with everyone, even with those who had been met once.

MATERIALS AND METHODS

To find out how the behavior of Cengkau and the factors that encourage Cengkau is needed by the community. This will require a descriptive qualitative approach. Moleong (2000) [4] defined a qualitative research methodology as a qualitative research procedure that produces descriptive data in the form of words - written or spoken word of people and behaviors that can be observed. Strauss and Corbin (1990) [5] states that qualitative methods can be used to discover and understand what is hidden behind the phenomena which is often something that is hard to understand.

Kirk and Miller in Moleong (1992) [6] states that descriptive research is to study the problems in the community as well as the procedure applicable in the community, including certain situations, relations, activities, attitudes, views of the ongoing and influence -pengaruh of the phenomenon. In a descriptive study, authors could compare certain phenomena. Sometimes researchers can conduct classification, as well as the study of phenomena by establishing a standard or specific norms that many experts call the descriptive method with the name of normative survey.

Qualitative research lays more emphasis on giving meaning and quality in-depth of the phenomenon. In accordance with the opinion of Ambert (1995) [7] that qualitative research seeks depth rather than breadth, instead of drawing from a large, representative sample of an entire population of interest, qualitative research seeks to acquire in-depth and intimate information about a smaller group of persons.

This research was conducted in the subdistrict of Lawang as a part of the Malang regency. The reason Lawang subdistrict was taken as sample area is because it is one of the most densely populated subdistricts in the Malang regency. The estimated number of population is 127. 630 inhabitants (Department of Population and Civil Registration, 2014) [8] Lawang subdistrict has a characteristic of socio-economic aspects and levels of mobility that is very high and high income growth rate.

Another reason is that there is a branch office of the Department of Population and Civil Registration of Malang regency called as the technical unit for handling population documents and civil registration documents. Therefore, informants were interviewed using a purposive sampling technique which consists of key informants in this study which are: one person from the Head Office of Population and Civil Registration in Malang district, one apparatus of Population and Civil Registration office as well as three men from Cengkau.

Descriptive research - qualitative research require their boundaries on the basis of research focus. In qualitative research design, research and study focus or subject matter to be investigated contains a description of the dimensions of what was to become the center of attention that would be discussed in-depth (Bungin, 2003) [9] In a social setting, there are various social phenomena and problems of life. Therefore, social researchers should be sensitive and observant to capture phenomena that arise in the realm of social life.

The focus of this study includes: (a) conduct of Cengkau in the management of family card in the Department of Population and Civil Registration of Malang Regency with the attitudes of Cengkau in the management of the family card in terms of the following aspects: religious, theoretical, aesthetic, social, political, dynamic and innovative; (b) While Cengkau's action in the management of family card to be observed are: Cengkau Services include: determining tariffs, which are grouped into a collective bargaining agreement or appropriateness based on the existing price.

Then observed how payment is made after completion of family card or payment in installments and free; Another thing examined is how to find customers, whether the customer wait or pick up the ball or waits at the village / sub-district office and the office of the Department of Population and Civil Registry; Another aspect observed is how Cengkau deposits files, whether collective or non-collective; (c) in addition to the study of decision Cengkau formed a community organization called Sri Rejeki community.

Factors that act as the background of Cengkau's behavior in the management of family card in the Department of Population and Civil Registration Malang Regency, can be grouped into: 1). Internal factors which include: economic and social motive. Whereas 2). External factors include: the distance factor, the factor of service bureaucracy, factors of social conditions, limited knowledge of society, community quality factors, topography and the limited facilities and infrastructure, a factor of dissatisfaction with the service and support of apparatus factor.

The basic technique of collecting data used were interviews, observation and documentation (Marshall and Rosman, 2006)

[10]. This study used the approach with the participation of the observation techniques, open-ended interviews, interview (in depth observation), documentation and triangulation as suggested by Spradley (1980) [11]. The data collection process includes three processes, namely: Firstly, The process of entering the study site (Getting in). Sherraden and Barrera (1995) [12] suggested that informal legitimacy is the presence of an acceptable and trustworthy and thoroughly rooted in the ability of researchers in the early stages of entering the study site.

Previous researchers will make contact first before doing the interview, including providing research permit. Secondly, when they are planted in areas of research (called getting along) building trust with the respondent is the key to achieve and gain accuracy and validity of data. Researchers sought to conduct personal relationships with research subjects, so that researchers can obtain the necessary information to uncover and to describe the phenomenon. Thirdly, data collection efforts (called logging the data). The data collection can be done by recording the spoken word either conversation or monologue. Besides, the words spoken in the journal, written field notes of the observers or participants of the meeting, ceremonies, rituals and family life. Life history and narrative story both oral and written form can be used as research material. Visual observations in the form of tape or photograph or other forms of self-disclosure, others such as facial expressions, body movements, physical appearance, dress and other forms (Ambert, 1995) [7].

Technique to analyse data is using domain analysis. Domain analysis technique is well known to be used in research that aims to discover the problem. That is, the analysis of the results of this study only targeted to obtain the full picture of the object being studied without being itemized in detail. According to Spradley (1980) [11] is that analysis of the domain is essentially a researcher's attempt to obtain an overview of the data to answer the research focus. The trick is to read the text of general and to complete the data to get a domain or realm of what is in the data. With domain analysis, the result obtained is a collection of the kinds of domains or conceptual categories and their symbols are compiled.

This analysis technique is very relevant for use in exploratory studies. That is, the analysis of the study results are targeted only to obtain a full picture of the character, without having specified elements in detail. In social situations there are hundreds or thousands of categories. A domain is a cultural category that consists of three elements, namely cover terms, included terms and semantic relationships. In analyzing the domain, Spradley stated that searching systematic relations are universal. There are at least nine semantic relationships that can be used to modify and to discover domain for Cengkau as shown in table 1.

To determine the validity of research results, Moleong (2005)[4] states the necessary examination techniques using four criteria, namely: (1) The degree of confidence (credibility), (2) transferability, (3) Addition (dependability), and (4) Certainty (confirmability). To test the credibility of the data, or reliance on qualitative research data include the extension of observation, increased diligence in research, triangulation, discussions with colleagues, negative case analysis, and member check.

Transferability is external validity in quantitative research. External validity indicates the degree of permanence or applicability of research results to the population in which the sample was taken. The transfer value is related to the question, to which the research results can be applied or used

in other situations. For researchers that are naturalistic, the value of the transfer depends on the wearer, until the results of the research can be used in other social contexts and situations. Researchers themselves do not guarantee this "external validity". In quantitative research, dependability is called reliability. A reliable study is when others can repeat or replicate the research process. In qualitative research, dependability test is the conduction of an audit of the entire research process. In the event where researchers do not carry the research process to the field but could provide the data, the researchers such as these need to be tested for dependability. The study was not reliable or dependable. For that dependability testing is conducted by an audit of the entire research process. The trick is done by an independent auditor to audit or to supervise the overall activities of researchers in conducting research.

For testing confirmability, assurance criteria is derived from the concept of objectivity with certainty that something objective or not, depending on the approval of the views, opinions and discoveries someone. Scriven in Moleong (2000) [4] states that: "it was dug out of the sense that if an objective means to be believed, factual, and can be ascertained". Certainty conducted to obtain qualitative research that meets the criteria of dependability, using audit trial to do as was done by Haplern in Lincoln and Guba are as follows: (a). Raw data, including material that is recorded electronically, record, writing field, photo documents and the results of the survey; (b). Data were reduced and the results of the study, including a complete written field notes, summary records, information created as a concept; (c). Reconstruction of data and synthesis of results, including the structure of the category: theme, definitions and relationships with cutting-edge literature, integration of concepts, relationships and their interpretation; (d). Notes about the process of implementation, including methodological notes: procedures, design, strategy, rational: notes about the validity of the data: terms of the degree of confidence and certainty dependence: search audit; (e). Materials relating to intentions and desires, including applied research, personal note: note relative and motivation: expectations and forecasting; (f). Information about the development of instruments, including the various forms used for assessment, preliminary schedule, format observers.

In addition, to test the validity of the data, it was necessary that the data triangulation resources, time and method or tool be considered. According to Patton (1987) [13] triangulation with the means to compare and check the source behind a confidence level information is obtained through time and different tools in qualitative research (Moleong, 2000) [4]. It can be achieved by: (1) comparing the observed data with data from interviews; (2) comparing what people are saying in public and in private; (3) comparing what other people say about the situation of research to what is said all the time; (4) comparing the current state and perspectives of someone with different opinions and views of people like ordinary people, people with secondary or higher education, the government; (5) comparing the results of interviews with the contents of a related document.

RESULTS AND DISCUSSION

To get a profile of Cengkau, it is necessary to interview and observe the activities of the respondents who have been assigned through random sampling. Table 2 shows the number of respondents.

Table 1. Cengkau semantic relationships, forms, and examples

| Semantic Relationship | Form | Examples |
|---|--|--|
| Type. eg: Business Service of Cengkau | X is Y. Examples of services types of Cengkau | Cengkau is types of business services |
| Room. eg. population and registration office | X is place of YY, in which Y is a part of Y. Population and registration office ia a place for Cengkau business | Population and registration office is a place for Cengkau business. |
| Cause and effect. eg cengkau is indirect product of a system | X is effect of YX and YX is caused by Y. Government services system give opportunity to Cengkau in market mechanism | Income of Cengkau is effected by product of services government system that give opportunity for new jobs. It is also give services to the people in handling populations documents. |
| The rational reason. eg why some people is interested to be Cengkau | X is reason to do Y. Public services system is created by government gives opportunity for Cengkau to increase their income. | Interested to be Cengkau is the way to seek for and to increase income, as well as to help busy people for handling population documents. |
| Location to process population documents by Cengkau not only in population village or town. | X is a place to do Y. Cengkau jobs are coming from people. There are some people given guidance from village official or there are some people need Cengkau services | Cengkau and people are close relationship which based on win win solution, although there are some people often complaint about expensive tariff given by Cengkau. |
| Way to goal. eg Population and registration office | Profession as cengkau must always establish good relations with the population and civil registration office as a form of mutualistic symbioses | Population and registration office and society are sources of Cengkau income. |
| Function. eg: Cengkau profession must have good social capital | Cengkau is actually covert power in the service of the family card. Cengkau as a profession that is promising as laong cengkau have a good relations with the population and civil registration office and village officials | Cengkau is an individual or non-formal institutions. Cengkau can be regarded as a solution for busy urban communities and they do not have the time to take care of the family card. |
| Order, eg. Cengkau services as prioritized for people who need help at the beginning. | People need help to Cengkau for population documents process based on regulation. | The stage for completion data as required by regulation submitted to office of population and registration. And they process in line with regulation procedure. |
| Cengkau Character is reflected as long as Cengkau is handling population documents | Cengkau is usually work very fast and on time. Such types of Cengkau work Cengkau work very trusted by the majority of the population | Cengkau always maintain good relations with everyone |

Table 2. The number of respondents in each element

| Number | Element | Amount (people) | Percentage (%) |
|--------------|----------------------------------|-----------------|----------------|
| 1 | government bureaucracy (Village) | 4 | 8.51 |
| 2 | Community | 13 | 27.66 |
| 3 | Cengkau | 30 | 63.83 |
| Total | | 47 | 100 |

Based on Table 2, it was shown that the three elements simultaneously investigated by the number of respondents was as many as 47 people. Of the 47 respondents, 4 respondents (8.51%) are personnel in the civil service (the device Lawang village in the district). While as many as 13 respondents (27.66%) are from family card applicant community and 30 respondents (63.83%) are from Cengkau. This shows that the village had a considerable role in providing services to the community card family, including his role with the presence of Cengkau. Cengkau in Lawang districts is looking for people who need its services, but there are also people who come to Cengkau. Based on individual interviews with Cengkau, average Cengkau interviewed had experience of over 5 (five) years and have a relationship with the village office and the district office.

Doing research on Cengkau is not easy, because they do not move openly. But they move silently. Cengkau as an individual who takes care of services for the civil registry documents. Cengkau is growing and developing, because they have opportunity to meet people's needs on the maintenance

of personal documents. Cengkau grow and develop as the likely impact of the transaction needs to grow following the "market mechanism". According to the observations, Cengkau cannot be turned off just like that, or prevent its development. This is because the people need services and assistance in civil registry documents. Cengkau was born because there are opportunities provided by the system of laws and regulations concerning residence documents. While, people who need desirous residence documents quickly, easily, and do not be too bothered. Cengkau characteristics studied are as shown in table 3.

Based on analysis of the domain, then adjusted to focus on the research, the results of the study are as follows: analysis of the behavior of Cengkau shows that the attitude of Cengkau can be grouped into three components that support each other (Walgito, 2003) [14], namely: a cognitive component, affective component and the conative component. These three components are analyzed for religious, theoretical, aesthetic, social, political, dynamic and innovative aspects.

Table 3. Characteristic of Cengkau

| Number | Characteristic | Amount | Percentage |
|---------------------|-----------------------------|--------|------------|
| Age | | | |
| 1 | ≤ 30 year | 0 | 0.00 |
| 2 | 31 - 40 year | 13 | 43.33 |
| 3 | 41 - 50 year | 13 | 43.33 |
| 4 | > 50 year | 4 | 13.33 |
| Gender | | | |
| 1 | Men | 16 | 53.33 |
| 2 | Women | 14 | 46.67 |
| Education | | | |
| 1 | Elementary School | 3 | 10.00 |
| 2 | Junior High School | 5 | 16.67 |
| 3 | Senior High School | 17 | 56.67 |
| 4 | Diploma | 1 | 3.33 |
| 5 | Bachelor | 4 | 13.33 |
| The Main Job | | | |
| 1 | Housewives | 3 | 10.00 |
| 2 | entrepreneur | 12 | 40.00 |
| 3 | Farmers | 6 | 20.00 |
| 4 | Bureaucrats village | 1 | 3.33 |
| 5 | Cengkau | 8 | 26.67 |
| Income | | | |
| 1 | < Rp 1 million | 13 | 43.33 |
| 2 | Rp 1 million - Rp 3 mmiilon | 14 | 46.67 |
| 3 | > Rp 3 million | 3 | 10.00 |
| Working Time | | | |
| 1 | Full time | 8 | 26.67 |
| 2 | Part time | 13 | 43.33 |
| 3 | Incidental | 9 | 30.00 |

Source: Data Processing

Cengkau's behavior of the religious aspects can be analyzed as follows: According to Majid (1997) [15] religiosity is a human behavior that is completely shaped by belief in magic or the supernatural, the realities of the supra-empirical. Cengkau has a religious aspect that is very high. It is motivated by the presence of cengkau located in the Java community that still upholds the values, norms, ethics, beliefs, customs, traditions, and customary law. It has a wide range of functions.

One of them is to regulate people's lives, by utilizing the values that have contents in it as the value of religious, ethical, aesthetic, intellectual, social and economic. Cengkau claimed as the Javanese because they still live with Javanese culture. The finding of Cengkau religion can be summarize as follows: Findings 1: Cengkau always carry appropriate worship religion and belief and holding each customs or culture as a way of life in society. Findings 2: Attitude of cengkau in providing services to the community based on the goodwill or good awareness and foster a sense of trust and professionalism in their actions.

Based on interviews with cengkau, theoretically cengkau's attitude to be able to provide services to the public must possess the following properties: Cengkau should be polite and able to attract sympathy. Cengkau can be trusted by the community and have social as well as the relationship,

cengkau can complete the mandate given by the people in a timely manner. The most important thing is that Cengkau does not disappoint the people in service. Cengkau's attitude is motivated by the theory of excellent service to the perpetrator of service. Excellent service emphasis how the services should be provided; to provide good communication, solve the problem without any problems.

Cengkau must have self-confidence, motivation and look good. Having Cengkau inclusion of vast knowledge and conveying ideas are well and firmly, as well as a person who dressed proactive. Thus, the profession cengkau can be sustainable. This study resulted in the following findings: Finding 3: cengkau behaves very well in contact or serve customers that is based on personal gracefulness, polite and sympathetic and can be trusted. Findings 4: cengkau behaves very well in providing services to the public, and does not discriminate against people based on their economic capabilities.

Cengkau aesthetic analysis results are as follows: that according to Allpout (1954) [16] obtained from a human attitude interaction with other human beings, whether at home, school, place of worship, or other places through advice, example or conversation. Attitude is an interpretation of the

behavior and tendency to act. This opinion is supported by Krech (1962) [17] which states that the attitude of readiness include behaviors. So if a person has a positive attitude towards an object, it is prone ready to help, to support, to approach and accept to make it in equilibrium. According to Suit-Almasdi (1996) [18] that in the birth of this attitude can be done in the form of expression of thoughts or feedback through conversation (oral) or in writing, that his form could be engendered in the two conditions, namely the attitude of dualism (ambiguous).

That is, what is contained in the mind or conscience, a distinct possibility with what is born. According to Krech (1962) [17] that the mental attitude of man needs to be nurtured and directed in a positive direction. Aesthetic beauty or concerns related to the appreciation of beauty (nature, art, and literature); or have an assessment of beauty. Based on interviews with the three cengkau, aesthetic values that are developed concerning the positive attitude of cengkau to customers by raising the value of beauty in the association, has a sense of "empathy" to the customer by knowing what the problems faced, meet the customer's desire to complete the residence documents (family card) appropriately and timely, avoiding negative perception of the public about the work of cengkau and fostering social good. The aesthetic experience is the most important part of the experience of the encounter between cengkau and the customer.

Every aesthetic experience of Cengkau always involves a phenomenon whether it was just a customer or a set of customers with recurring events experienced by the same process in the processing of documents (Family Card). Indeed, the aesthetic experience has a strong subjective side when interacting with citizens who need legal documents when both experience positive or negative, but also cannot be separated from the public perception of whether the applicant has a positive attitude and negative attitude. The quality of the objective attitude of the residents of the community will build social relationships whether good or bad relationship.

Findings 5: That cengkau always wanted to maintain good relations with the public that their customers rated positively that eventually gained a place and a community trust. Findings 6: In providing services to people cengkau in addition to the economic ability, empathy and social awareness, for people who are not able or poor management is free to use, while the public with mediocre income can be made by installments

Cengkau has social attitudes. That means everything is concerned with the system live together or live in a society of a person or group of persons included in it have the structure, organization, values of social and life aspirations as well as how to achieve it. According to Bertrand (1980) [19], a social system is: a). Two or more b). There is interaction between them. Slamet (2001) [20] mentions that the social system is influenced by ecological; demographics; culture; personality; time, history, and background. The main characteristic of social Sstem receiving elements from outside (open). But also cause bonding between elements with other elements (internal) and mutual exchange between the social system itself to its environment (external).

Cengkau's position in society has different views, positive / negative depending on the attitude and behavior, follow the horns, do have empathy for others and become a respected figure. Based on interviews with the three cengkau, social attitudes that they put forward have in common, namely: the desire and hope to foster social familiarity, the occurrence of social trust, social behavior that leads to goodness, attitude to avoid social tension, expectation after life and timeliness in serving the community. Social attitudes are motivated by an

individual's consciousness which determines the real action in social activities. Thus social attitudes by cengkau is the individual's consciousness which determines the real action that is repeated to the people who need its services. Social attitudes that will decide where the next cengkau that the community response is positive or negative. Findings 7: Attitudes of cengkau prioritize aspects of kinship by customs, and does not cause social jealousy and the presence awaited community. Findings 8: Cengkau not only the pursuit of economic gain alone, but also the pursuit of social piety in order to maintain the continuity of their business.

Political attitudes can be understood as an assessment of how well a person can display behavior that is needed to resolve the situation or a specific task. This assessment of strong influence on individual choices, effort, perseverance and emotion associated with the task (Bandera,1986) [21]. Whether cengkau social attitudes can influence government policy on their whereabouts. Is this assessment during cengkau neighbor positive or negative connotation, when it is a positive connotation then their existence as elements of the community get a place and a positive role in the community. However, if on the contrary, their existence will soon disappear in the society. Based on interviews with cengkau that their attitude to the public have the following elements: to help the government to speed up service family card documents, in this position means to position themselves as partners of the government.

Besides, to be able to have a good name in society by improving the performance, trying to serve with did not recognize groups and principled serve populations in need irrespective of the origin group or origin of political parties. Cengkau build perception and public confidence that they have the ability and skills to help people resolve civil documents, as well as a positive connotation. Thus, the subjective factor cengkau which is a series of psychological aspects are positive and will influence the decision of citizens of other individuals and groups to participate in the management of the service population documents such as family card. Findings 9: Existence cengkau in the process of the documents required by the community and the family card in a factual existence recognized by the community. Findings 10: Cengkau organize themselves to form associations in order to gain recognition and convenience of the government.

Dynamic stance is a hard-working attitude, of not wanting to be silent, ever-changing, moving, and growing. Dynamic stance never get bored because it is always changing and working. These people will continue to try to improve what has been accomplished, not easily satisfied with its achievements, despite being very high. Based on interviews with Cengkau, there are some dynamic stances expressed by Cengkau namely: attempt to increase public confidence, always self-correct, always prioritize the people's desire to achieve what they want, always receive public complaints and provide solutions. Based on the dynamic stance, Cengkau have an active attitude and tend to like the change. With the change, it will feel challenged to deal with it.

Dynamic stance is likely to never get bored, likes to learn and find the breakthrough and the obstacles encountered in the field, taking the time to help others, whether it provides maintenance services for free to those who cannot afford or for people who are less fortunate. Cengkau tried to always make themselves available for work, either for himself or for another person voluntarily, e.g. subdistrict officials asked for assistance or village officials delivering mails. This causes many people to like Cengkau get help when in trouble. Besides, one important factor of concern is that cengkau dresses neat, and always took time to pray and ask for God's blessing so that all work

can be done properly. Findings 11: The cengkau provides the best service to the public, open to criticism by the public, and the important thing is to listen to customer complaints and provide solutions. Findings 12: The cengkau is always seeking knowledge, breakthroughs and relation in particular to the apparatus in an attempt to facilitate the maintenance of the family card.

Innovation is a process to find and to implement something new into a situation or condition that does not exist and has not been thought out in advance. In other words, innovation is how to think and how to do something new that can add or create value benefits, both socially and in economic ways. Implementation of innovative ideas virtually is unlimited by time and space. However, it should be on those ideas that will continue to rely on customer needs. As nice and as good as any creative ideas of cengkau, if it does not take into account the needs of society, it is only a dream that will never materialize. One of the ideas of innovation that is needed is the ability of cengkau to provide excellent service opportunities so that the future can be trusted by the people. Cengkau obtained from interviews with innovative properties as follows: innovation to accelerate and simplify service, straightforward, easy, implement pick up the ball, convincing attitude, and easy administration and low cost.

The innovative attitude initially started the round of confusion where what used to be done. However, the shortcomings and limitations in self cengkau who want to get ahead and be successful, try to improve the motivation that is used as the trigger and pumping passion to change the position of weakness into a strong state. When someone cengkau has managed to achieve his dream he must remain consistent and focused on achieving a successful service to the community. For that, cengkau should always treat people who are served as kings and put it in a respectable position. Cengkau must have a soul that can satisfy all of our loyal customers who need its services. By placing the community as a king, then the community will be more satisfied and felt able to pass on the experience to others so that another party will be able to follow the trail or behavior to use his services.

Through this concept without realizing that in fact people who become loyal customers will tell promotions to potential new customers without having cengkau bother to get new customers. Cengkau service quality will have a positive image in the eyes of customers. Success is measured by broad access and market share. A cengkau successful in his attempt is visible by how many people ask for their services and the extent of access are built and run in the success of the services it manages. Findings 13: Cengkau is communicative, provide exemplary care of the card on the expertise of the family, and the guarantee that the settlement population documents implemented as promised. Findings 14: Proactive method is an effective method and excellent service to acquire customers.

To analyze the actions of Cengkau services, it will include the discussion how to payment, how to find customers, and how to deposit files. Services are tasks or activities done by you to the customer or the activities undertaken that uses the power and the skills and capital inputs. Process of Cengkau services is performed by direct contact with the applicant at the time of the price negotiation. Field observations corresponding tariff determination is based on two (2) things namely by agreement and on the basis of merit. The determination of tariff by agreement (bargaining) is a negotiation process tailored to the ability of the applicant. Applicants usually make the process of negotiating with the information obtained from friends, neighbors or other sources

of information related to general tariff that already applies. A service conducted by Cengkau is called a success, if the family card service is completed on time and the customer is satisfied.

Cengkau and the applicant did negotiated by agreement or bargain. Bargaining should be done voluntarily between the two sides and provide the benefits proportionate to the perpetrators. Cengkau benefit from the services, and the applicant benefited from the family card processing results in a timely and correct manner. Communication is required at the time of bargaining. Communication is meant here as the interpersonal communication that allows the bargaining process that is two-way. Through individual interpersonal communication, Cengkau more boldly express their personality by sharing their experiences and successes as they take care of family cards quickly and correctly. Many applicants could feel the impact of their services. Thus bargaining is a process. The process is the order of execution or events that occur naturally or are planned, perhaps using time, space, expertise or other resources, which produces an outcome. A process may be recognizable by the changes made to the properties of one or more objects under its influence. This means that the bargaining process takes place in a state fast without knowing where the place of occurrence is.

Rates were already agreed upon, it was determined solely by Cengkau based on the breakdown of spending ranging from transportation costs, accommodation costs and administrative costs. Cengkau already quantify the benefit he got to take care of personal documents. To negotiate with the customer, they first look at the physical condition of the customer, then the socio-economic conditions of citizens. The communication process is bargaining, including the occurrence of feedback, that the flow of the communicant to the communicator (Cengkau), as the main determinant of the success of communication. In this communication pattern, the communication process is a continued feedback between the communicator and the communicant based on agreement.

Cengkau agreement and the applicant community is a form of agreement which is not written and oral. Bargaining agreements are unwritten agreements, but binding, observed, kept, within the rights and obligations of the society between Cengkau and the applicant. Findings 16: Cengkau set tariffs through bargaining and requires the existence of an agreement between the two parties based on operating costs and proper price. Findings 17: Cengkau communicates with the public applicants through electronic media and direct communication (face to face). Cengkau tariff service setting policy is a short-term decision with regard to the fee to be achieved individually and in organizations. According to economic theory, tariffs for most good, that produce the greatest difference between the total revenue received by the total costs is incurred by Cengkau. In carrying out its activities Cengkau is still considering social mission, namely in the form of service at great rates. Determination of tariffs by Cengkau is a very important issue. The rate has been set, Cengkau must meet the standard operational costs incurred or that which have been issued.

If costs are not controlled, there will be unexpected expenses with a very big difference, therefore we need a budget calculation. Calculations in the manufacture of the budget should be appropriate, although not required to be precise, but it is expected to manufacture the budget of operating expenses, Cengkau can control its operating costs were offset by rate setting standards. If the operating expenses can be controlled then this will affect the tariff setting the standard services. Therefore, in setting tariffs for Cengkau that

standard is not rigid, but also the nature of merit. Findings 18: Determination of rates to the public is determined by the ability of people, operating costs, and public awareness to pay a fee based on the cost of the public. Findings 19: Behavior of Cengkau in providing services to the society does not discriminate against people based on ability and merit. Methods of payment to Cengkau is done by various methods, namely: payment after completion of family cards or payment is made by installments or free. Payment after the family card is completed by payment of work performed by Cengkau.

It can be administered in the form of a lump sum payment after completion of the work. The main requirement is a primary principle which is the "Achievement of Works". That is, in the absence of job performance, then there will be no payment of the public as an applicant. Findings 20: The attitudes of Cengkau innovative communication provide an exemplary expertise in processing of family cards, as well as the guarantee that the settlement population documents are implemented as promised. The findings 21 is that the existence of a warranty or guarantee that Cengkau able to complete the processing of documents in a timely fashion family card. Findings 22: The public entrusts the management of the family card document because people have believed in the ability Cengkau to finish their order on time.

Method of payment by installments is the effort to achieve the goal with a model of installment payments (in installments). That's because the customer's ability to pay is limited. Someone's needs for services can be easily met if he has enough money to pay the price. If he had not enough money, then the payment is made by installments. Model repay is often done by modern society. Cengkau is fully aware of this condition. Based on the interviews, then Cengkau use this system to help the middle and lower class. Thus the background provide opportunities for communities to pay for services in installments as follows: a). the ability of people to pay a fee based on the limited financial aspect; b) models in installments to a necessity, has become a "life style" of the public and easily implemented tailored to ability; c) provide solutions for installment payments gradually repaid within a certain time according to ability to pay public.

These installments have the advantages and the disadvantages. Side of the advantages of the card makes it easy to have a family without having to wait for the money collected. How installment provide economic benefits in the form of ownership of the family card more quickly realized, immediate family cards can be used to take care of all the needs and the number of installments can be adjusted with the ability to pay of the customers. Findings 23: Behavior of Cengkau in providing services to the Society does not discriminate against people based on their ability. Findings 24: Cengkau in doing service to the community to care also about the ability of the local economy. For people who cannot afford the submission is free, while the people with mediocre income can be achieved by installments.

Cengkau provides service to customers free of charge, if the applicant cannot afford to pay for the services (poor or very poor). Free payment is granted to families who do not meet the basic requirement of the following variables; food, clothing, shelter, or home along with the equipment and environment, education, health and social care. Cengkau selection of customers for a free payment is based mainly on economic ability level. Cengkau recognizes that poverty is a situation where there is an inability to meet basic needs such as food, clothing, shelter, education, and health. Moreover, the cost to take care of the family card documents, to meet these needs

are very difficult, including the difficulty to get access to education and employment.

Findings 25: Cengkau in doing service to the community also cares about the ability of the local economy. For people who cannot afford the submission is free, while the people with mediocre income can be achieved by installments. Findings 26: The quality of the people to understand the procedures and mechanisms for the maintenance of family cards are limited and require the services Cengkau. As for the poor, there is need to help resolve the concern of Cengkau.

Cengkau in finding customers is done by several approaches, namely waiting for customers, pick up the ball, waiting in the office of the chief, waiting in the sub-district office and wait in the Department of Population and Civil Registration. Cengkau way to get customers one to do is to wait for customers. According to marketing theory that in order to get customers there are various ways to do such as: should meet people somewhere who are considered strategic and then start prospecting, introducing services practiced, provide information about the services that is unique, showing expertise solve a problem, using the technology and capabilities convincing.

Cengkau this type do not bother to find customers or issuing operating costs or to develop a business plan, this type just sit at home and the applicants come and submit the file. This type of Cengkau usually has the following characteristics: a) Cengkau is a public figure who is already known by the people with a long enough period of his profession as Cengkau; b) Cengkau always trusted people, because they are always on the promise; c) Cengkau have a pretty good economic conditions; d) Cengkau have good social relationships and has a wide network; e) Cengkau this attitude and behavior were pleasant and acceptable to all parties; f) Cengkau this type use modern tools to support its work such as laptops, gadgets, mobile phones, internet.

Findings 27: Behavior of Cengkau in contact customers are determined by the personality of their own that must be flexible, be a fun person and trustworthy. Findings 28: Behavior cengkau in providing services to the Society does not discriminate against people based on their ability. Findings 29: Attitudes cengkau in providing services to the public is based on good intentions and a feeling of confidence that cengkau is a professional in his actions.

The term pick up the ball in the marketing world is to go or to find customers with proactive. Cengkau prefer active to proactive marketing strategy. This is to increase the turnover of his services. What is meant by proactive marketing strategy in itself is a strategy in which they conduct marketing activities by directly contacting or visiting prospective customers. This strategy is quite effective, because it can bring its service to customers and make it easy for customers to meet their needs. Based on interviews with informants cengkau to run the business is done in several ways: a). Provide home delivery. One strategy that can be done cengkau to spoil the applicant is to provide home delivery. This is to meet the needs of the applicant. Through home delivery, applicants do not need to bother to leave home to get the services they need cengkau. b). Offering products via telephone, SMS, or email.

This is done by cengkau, but assisted with the closest people who are able to operate the computer and internet. Cengkau strategy is a way to contact prospective applicants via sms, telephone. c) Another strategy is to go directly into the field to capture the applicant. Cengkau use this strategy to go directly to the consumer to present the document management services offered by demography. Cengkau's experience is that the strategy of door to door felt less effective, cengkau works

around this by having promotion at gatherings of housewives or meetings in the community such as community meetings. Findings 30: Pick up the ball method is an effective method for cengkau with experience of more than 5 years. Forms of this type of service is a form of excellent service to the community. Findings 31: The use of information technology cengkau performance find customers and offer services ranging from a close neighbor.

Cengkau get customers to wait in the office of the chief. This is due, Cengkau see the opportunity that excellent service at the office of the village chief has not been implemented optimally. Impact of non-performance customer excellent service are dissatisfied with the services provided by the service providers. This is due to the lack of knowledge of the apparatus in the village. Of informants it is seen as an opportunity to gain customers by being sweet, friendly and volunteered to help resolve the issue of the applicant. Findings 32: Community understanding of the requirements of the management of personal documents is still lacking. Findings 33: Understanding of apparatuses in the village, especially the regulations or the latest legislation is lacking.

The same condition is also the reason cengkau waiting for customers at the Head Office. This is due Cengkau see the opportunity that excellent service at the office of Head is yet to be implemented optimally. Impact of non-realization of excellent service is the applicant is not satisfied with the services provided. This opportunity is seen by Cengkau as an opportunity to get customers. These conditions are caused by the applicant is not willing to Office of Population and Civil Registration. Findings 34: Cengkau waiting family card applicant did not have time to take care of themselves in the head office. Findings 35: Apparatus districts in principle no objection or deny the existence of Cengkau.

Cengkau wait applicant families forms are confused because the requirements are still not complete so the They had to go back again This condition is utilized to assist and to extend customers. Findings 36: Stress Management family card document was conducted in the Department of Population and Civil Registration in office center. Findings 37: Apparatus of Population and Civil Registration not refuse the processing of documents through Cengkau family card provided in accordance with applicable regulations. Findings 38: Attitudes Cengkau friendly greeting and actively communicate with the applicant in the Department of Population and Civil Registration.

Cengkau depositing files is done collectively and non-collective. This was done to facilitate the processing and acceleration of the process according to the needs of the applicant. By using the system, collective findings 37 is to obtain efficient way of working and effective way to do file deposit of at least 10 files. Findings 38 is to serve the maintenance of family card Cengkau wait file of the applicant or pro-actively seek customer. Findings 39 that village often also act as the maintenance cengkau family cards.

Findings of the theoretical aspects of social behavior: collective system built by cengkau with various models show that in providing optimum service required efforts and breakthroughs and innovations. The relationship between the applicant cengkau and created by social mechanisms that need each other.

Findings of the aspects of social exchange theory: That the collective system built cengkau take both at the stage of planning, implementation is up to the family cards accepted by society. The planning stage includes the design of how the family card is collected, then created a shuttle mechanism and penumpulannya family card. After the collection process, and

then start the implementation phase. If there is still an incomplete file is returned to the community. After checking and file declared complete, freshly processed and delivered to the Department of Population and Civil Registration to be processed, to the Family Card so and delivered back to the applicant. Collective system in a position dimension of social exchange included in the bargaining. Cengkau get a reward of their services, and community benefit. However, if cengkau violate the rules, then there is a community sentence (punishment). The conclusion of the research paper aspects of social exchange that the system should ensure their collective agreement between the two sides.

Findings from the aspect of social interaction: The system can collectively make social relations between villagers and Cengkau accelerate service system that cannot be reached by the government. Limitations of man powers, equipment, and lack of socialization can cause the service is not optimal. Collective system is a form of social interaction and a form of understanding that unconsciously Cengkau and community created a system of its own to speed up the management of the family card. Collective system can be regarded as a symbol of social interaction that has meaning a mutually beneficial relationship, mutual acceptance and members.

The symbol has a meaning that dynamic means for the agreement between the community and Cengkau can be maintained, then no conflict arises. However, if the agreement is injured by one of the parties, then there will be conflict. Thus, to maintain social stability needed social contact between the two sides. For that establish communication it is important in social interaction. Build such communication is to increase the distance through the intimate emotional relationships, personal distance by knowing each character, and to reduce the social distance information bias.

Findings from the aspect of rational choice that the collective system in terms of rational choice is the best option, rather than using individual systems that are inefficient and wasteful. Collective system more understandable for the public social interaction. Collective system in this study has 2 types, namely: the system of collective self-help and collective systems pick up the ball. The system of collective self-help is the shared collection and collected by local government officials, and then delivered to cengkau. While the collective system pick up the ball is each cengkau take kemasing each applicant to be processed.

The essence of rational choice of the collective system is confronted with the choice people have to do the maintenance of the family card with the groove easily, and cost-effective, whatever system is used. In the theory of rational choice when people are faced with some maintenance paced groove complicated, then society will usually choose the alternative arrangements easier is through Cengkau as an intermediary which they believe will speed up service.

Findings from the aspect of social action that the system of collective family card collection is an option that has meaning ease of servicing. Collective system became consensual. Selection as a collective system of rational social action and subjectivity. The characteristics of social action community who choose a collective system. a) If the system is deemed collective benefit of society, then society will continue to use the system as an effective system of collective; b). Collective system of choice along with a selection is subjective and thought; c). Systems that have a collective impact society more widely to the public, because it has a positive influence on a situation where a collective system of perceived benefits and will continue to be used as a good system; d). Collective

system was directed to other communities to follow a system that has been created.

CONCLUSION

To describe and to analyze the behaviour of Cengkau and what factors are underlying the community to take care of family card to Cengkau based on the above analyse, it can be concluded as follows: Cengkau behaviour to take care of family cards in the Department of Population and Civil Registration have a good attitude in terms of religious, aesthetic, social, political, dynamic and innovative. The finding of this research that Cengkau has excellence services to the community with characteristics services: fast service and timely, smiling, delighting customers, working professional. Cengkau also has an action in the maintenance of the family card related services, payment methods, how to find customers and how to deposit files.

Cengkau determines rates based on the agreement through bargaining and based on the appropriateness price. As for how the payment is made by 3 (three) ways, namely: means of payment after the family card is finished then paid, in installments and free. The third type of mode of payment is determined by social status, education level and income level. To find customers, cengkau do several ways: waiting for customers at home, do pick up the ball, waiting at the village office, the district office and the office. Results of research for Cengkau waiting at home. Cengkau the type kind of waiting for this ball is cengkau which has a high-flying and has good relations with the sub-district officials, village officials. Cengkau this type are often in touch came apparatus districts, villages and often consulted by their duty, and done well by Cengkau and do not receive rewards, such as delivering mail, typing, buying food. Relationships are formed on the basis of social exchange and is a rational choice.

For type Cengkau who pick up the ball, the type Cengkau this type is to go to the applicant who will take care of the family card. But do not know the direction and path. Prior to the applicant, cengkau came first, kantordesa untukmengentahui anyone who needs a family card. Cengkau types of social actions that have come in and offer services at a reasonable rate. Second, the type of cengkau have a good relationship with officials at the village including the apparatus of Capil Dispenduk district level. Of social analysis, both types cengkau a people's culture and society both urban and rural communities.. Whereas, Cengkau decision to create Cengkau organization or to act as individually.

Factors that act as the background of cengkau's behaviour are based on two (2) things: internal factors and external factors. For internal factors include the economic and social motives. Economic motives include livelihood, tariff determination of Cengkau services and the income earned each month based on Cengkau background, education and relationships. While social motives include: Cengkau social care, poverty reduction and efforts to speed up service as a government partner.

Whereas, external factors of Cengkau background includes: the distance factor, the factor service bureaucracy, factors social conditions, limited knowledge society, community quality conditions, topography and the limited facilities and infrastructure, a factor of dissatisfaction with the service and support factor apparatus village, district and department of Population and civil registration. The presumption factor that the distances between office of population and civil registration with community living is very far away. So Cengkau have opportunity pick up the ball. Cengkau called this region is a

"target group". Factors family card service bureaucracy that must be done in the office of population and Civil Registration. This office make it difficult to reach the population especially for old community who do not have a partner.

Factor condition of the people is also a factor Cengkau to make urban areas into a "target group" in view of the population in this region. The characteristic of such region indicated that most of population are very busy and such condition is the opportunity to take care of a family card. So Cengkau usually visit urban areas. For rural communities, especially rural communities who do not understand about the flow and process of taking care of a family card is a potential attended by Cengkau. The results showed that the level of service in the Office of population and civil registration is satisfactory and it is recognized by the community component. But at the village level has been no family card services, so that the community is difficult to access. Based on the above condition, it is can be summarize that cengkau help the public because of the lack of comfortable over government services at the village level.

Strategy is built to optimize public services and reduce service of cengkau, then arranged a service strategy based on family card: a) the delegation of authority of local governments Malang through the office of population and civil registration up to the village level; b). form a cadre of population in village level to assist the communities to replace the role of taking care of the family card Cengkau. Meanwhile Cengkau which will end its role prepared a program through the Agency for community empowerment. Based on the model there are 9 (nine) strategy that includes: (1). to manage the maintenance of the family card to be effective, efficient, proportionate, free participation; (2). to enforce local regulations of Malang district Number 9 of 2003 on the Implementation of the Population Registry; (3). Public awareness increased care of the family card; (4). Management of the family card; (5). to increase management of socialization, communication, information, education, facilitation and assistance in order to improve and realize the orderly population administration especially family card; (6). to manage the rapid population growth by supplying data related with population registration such as the Population dual identity card, multiple birth, and the falsification of documents other population; (7). to improve services to corporations through socialization; (8). to increased appearance of mechanism in handling family card services both in the office of population and civil registration; (9). to reduce Cengkau role in the management of family cards and other personal documents.

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