Implementation Of Birth Certificate Issuance Service Improvement Program (A Study of Permendagri No. 9 of 2016 in the Population and Civil Registration Office)

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ABSTRACT

This study aims to analyze the implementation of a program to improve birth certificate issuance services at the Population and Civil Registration Office in Madiun Regency as a mandate from Permendagri No. 9 of 2016 concerning the Acceleration of Increasing the Coverage of Birth Certificate Ownership and to know the supporting and inhibiting factors. The author uses the indicator component of PermenPAN-RB No. 38 of 2012 concerning guidelines for evaluating public service performance. The results showed that one out of three excellent programs have not yet been felt beneficial. Based on analysis of PermenPAN-RB Regulation No.38 of 2012, there are six of nine indicators in the study results that were not run optimally. Supporting factors include budget, government support, and collaboration with village officials. The inhibiting factors are geographical location, human resources, communication/coordination, community awareness, semi-online services, data management, and population event reports at the village level

INTISARI

Penelitian ini bertujuan untuk menganalisis Implementasi Program Peningkatan Layanan Penerbitan Akta Kelahiran di Kantor Kependudukan dan Catatan Sipil di Kabupaten Madiun sebagai mandat dari Permendagri No. 9 Tahun 2016 tentang Percepatan Peningkatan Cakupan Kepemilikan Akta Kelahiran; serta mengetahui faktor pendukung dan penghambat. Penulis menggunakan komponen indikator PermenPAN-RB No. 38 Tahun 2012 tentang Pedoman Penilaian Kinerja Layanan Publik; untuk menganalisis Pencapaian Program Peningkatan Layanan Penerbitan Akta Kelahiran di Kantor Kependudukan & Pencatatan Sipil Kabupaten Madiun. Hasil penelitian menunjukkan bahwa salah satu dari tiga program unggulan Kantor Kependudukan & Pencatatan Sipil Kabupaten Madiun belum terasa bermanfaat/berhasil. Berdasarkan analisis menggunakan Peraturan PAN-RB No. 38 Tahun 2012, ada enam dari sembilan indikator hasil penelitian menunjukkan tidak berjalan optimal. Adapun untuk faktor pendukung meliputi anggaran, dasar hukum dan dukungan pemerintah, dan kolaborasi dengan pejabat desa. Sedangkan untuk faktor penghambatnya adalah lokasi geografis, sumber daya manusia, komunikasi/koordinasi, kesadaran masyarakat, layanan semi-online, manajemen data, dan laporan acara populasi di tingkat desa.

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1. Introduction

Based on the 1945 Constitution and Law No. 23 of 2006 concerning Population Administration essentially states that Indonesia is obliged to provide protection and recognition of the determination of personal and legal status for any population and important events experienced by Indonesian citizens as well as status recognition law in the event of an important issue of birth certificate. Article 5 of Law No. 23 of 2002 concerning Child Protection emphasizes that birth certificates are children's rights and fully the responsibility of the government. Law No. 23 of 2006 concerning Population Administration further regulates the issuance of birth certificates and emphasizes the importance of birth certificates. The Population Administration Law states that every birth must be reported by the population to the implementing agency. In 2008, the Ministry of Home Affairs issued a strategic plan to achieve the target of universal birth certificate ownership for all children in Indonesia. The Ministry of Home Affairs issued regulations through Permendagri No. 9 of 2016 concerning the Acceleration of Increasing Birth Certificate Coverage.

Figure 1 Percentage of Birth Certificate Ownership from the 2017 Civil Registry Office

Source: BPS-Statistik Indonesia, 2017

Based on the results of the 2017 National Socio-Economic Survey (Susenas), it shows that birth certificate ownership in Indonesia is still low. The Susenas results in 2017 noted that around 62.19 percent of children had birth certificates and could show them. 21.14 percent who claim to have a birth certificate cannot show it. Around 16.39 percent do not have birth certificates and 0.28 percent do not know about birth certificates. Madiun Regency Government through the Population and Civil Registration Office of Madiun Regency continues mandate of Permendagri No. 9 of 2016 concerning the Acceleration of Increasing the Coverage of Birth Certificate Ownership as an effort to improve the quality of services through several excellent programs to issue ownership services) birth certificates. Three superior programs are the Masmedi (Fifteen

Minutes Ready) movement, Online Services and the ball pick-up program (One Day Ready). Based on data from the Population and Civil Registry Office (in the Population and Civil Registration Office), Madiun Regency is one regional area where most of the population still do not have birth certificates, based on data owned by the Population and Civil Registration Office, especially at the age of 0-18 years. As of March 2019, there were 11,036 people who still did not have a birth certificate. This amount can be seen based on the table presented, in 2016-2019, the ownership of birth certificates is not significant.

Table 1 Number of Children aged 0 to 18 years in Madiun Regency in 2016-2019

No	Year	Number of Children Aged 0 to 18 years	Have Birth certificate	Not Having a Birth Certificate
1	2016	155.256	142.558	12.698
2	2017	160.651	142.755	17.896
3	2018	157.450	146.739	10.711
4	2019 (28 Maret)	169.920	158.884	11.036

Source: Dinas Kependudukan dan Pencatatan Sipil Kabupaten Madiun (The Population and Civil Registration Office of Madiun Regency), 2019

This caused several problems faced by some residents, especially children of 0-18 years old who did not have a birth certificate, including potentially inability to register for school, potentially not getting a Child Identity Card (KIA), and Nasab (family lineage) issues related to the origin/descendants of children. Law No. 25 of 2009 concerning Public Services states that public services are activities or a series of activities in the framework of meeting service needs in accordance with statutory regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers. Issuance of Permendagri No. 9 of 2016 concerning the Acceleration of Increasing Birth Certificate Coverage is a form of the seriousness of the Madiun Regency government to improve public services, especially in the issuance of birth certificate services.

In order to assess the extent of program implementation to improve birth certificate issuance services and the performance of public services provided by the Population and Civil Registration Office of Madiun Regency, the researchers refer to the Minister of Administrative Reform No. 38 of 2012 concerning Guidelines for Evaluating Public Service Unit Performance as an indicator of evaluation of public service performance starting from briefly describing the vision mission, target objectives, policy strategies, programs and activities, performance indicators and budget. This is in line with the research objectives, namely to find out and describe the Implementation of the Birth Certificate Issuance Improvement Service Program

at the Population and Civil Registry Office of Madiun Regency and to assess the performance of public services and analyze supporting and inhibiting factors. Considering this, the researcher is interested in conducting research under the title Implementation of Birth Certificate Issuance Improvement Service Program (A Study of Permendagri Number 9 of 2016 at the Population and Civil Registry Office of Madiun Regency).

2. Theory

2.1 Birth Certificate Services

Based on the 1945 Constitution and Law No. 23 of 2006 concerning Population Administration in essence states that the Indonesian State is obliged to provide protection and recognition of the determination of personal status and legal status for any population events and important events experienced by Indonesian residents as well as recognition legal status on important events the issuance of birth certificates. Child birth registration is one of the public services that has non-derogable right. Theoretically, Law No. 25 of 2009 concerning Public Services states that public services are activities or series of activities in the framework of meeting service needs in accordance with statutory regulations for every citizen and resident of goods, services, and / or administrative services provided by public service providers. In carrying out public services the government forms an Organizing Organization. Organizer is any state-run institution, corporation, independent institution established under the law for public service activities, and other legal entities that are formed solely for public service activities. Birth Certificate Issuance Services in the Birth and Death Sub-section of the Act of Birth and Death can be interpreted as providing services or services by the government to the people who are residents of the area. According to Ramdani (2009) *"Birth Certificate is a civil registration certificate resulting from the recording of the birth of a child"*. Meanwhile, according to Sutanta & Pesona (2009) *"Birth certificates are official records that contain the time, place of birth of a person, the name of the owner of the birth certificate, the names of his parents in full and clearly, and the status of citizenship which is valid for life"*.

2.2 Public Service Performance

As a form of public service, the government has a function of service and empowerment to the community which is shown in the form of performance. Prawirosentono (1999) defines that performance is the work that can be achieved by a person or group of people in an organization, in accordance with their respective responsibilities, in order to achieve the organization's

objectives legally, not violating the law and in accordance with morals and ethics (Sinambela, 2012). LAN-RI formulates performance is a picture of the level of achievement of the implementation of an activity, program, policy in realizing the goals, objectives, mission, and vision of the organization (Pasolong 2014, p. 175). Meanwhile, according to Regulation of the Minister of Administrative Reform No. 38 of 2012 that the performance of service units is the success rate of service units in providing services to the community. The main concept in this study, the authors assess that the concept of performance formulated by the PAN-RB Permen is most relevant to be used as a reference regarding the definition of performance in this study. MenPAN-RB formulates the scope of evaluation of public service units is the performance of public service units which includes: vision, mission, and service motto; standard service and service notice; service systems, mechanisms and procedures; Human Resources (HR); service facilities and infrastructure; the handling of complaints; Community Satisfaction Index (IKM); public service information system; and productivity in achieving service targets.

2.3 Implementing Program

The program is a policy instrument in an effort to achieve the stated objectives. As Grindle (1980, p. 10) stated that "Implementation is that the set of activities directed towards putting out a program into effect". The implementation of the policy is a series of activities that are influenced by programs that are carried out as instruments of the policy. The success of the policy will be influenced by implementability through programs One model of program implementation is the model disclosed by David C. Korten. This model uses a learning process approach and is better known as the suitability of program implementation. The Corten suitability model is described as follows:

Figure 2 Program Implementation Suitability Model

Source: Akib & Tarigan (2008, p. 2)

Korten (1988) states that a program will be successfully implemented if there is a match of the three elements of program implementation. Korten described

this model as having three elements in program implementation, namely the program itself, the program implementation, and the program target group. First, the suitability of the program with the beneficiaries, that is, the compatibility between what is offered by the program and what is needed by the target group (beneficiaries). Second, the compatibility between the program and the implementing organization, that is, the compatibility between the tasks required by the program and the capabilities of the implementing organization. Third, the suitability between the beneficiary groups and the implementing organization, that is, the conformity between the conditions decided by the organization to be able to obtain program output with what can be done by the target group of the program.

3. Research Method

This study is a descriptive study with a qualitative approach. It aims to obtain data and collect information as widely as possible to describe the implementation of the birth certificate issuance service improvement program. The results were obtained through interview techniques, direct observations as well as documentation studies which were analyzed descriptive used follows the interactive data analysis model from Miles, Huberman, & Saldana (2014, pp. 10-12) and presented in tabular form, so the results obtained were the number of assessments of the indicator components specified in the PermenPAN-RB assessment format reinforced by the results of interviews by 5 employees in in the Population and Civil Registration Office related to the research, two 2 employees in the village office and 10 general public, observations, and study documentation obtained in the field. To obtain in-depth information from the Population and Civil Registration Office officers and the community, a purposive interview was conducted that had a link to the research objectives so that it was expected to answer the research problem. Stages of research data analysis: (a) data collection, (b) data condensation, (c) data presentation, and (d) conclusion.

4. Results and Dissscussion

Based on the study conducted, the results of the analysis on the implementation of the birth certificate issuance service improvement program based on indicators of the Minister of Administrative Reform No. 38 of 2012 concerning the Guidelines for Evaluating the Performance of Public Service Units are as follows:

4.1 Implementation of Birth Certificate Issuance Service Program. (Indicator of Performance Assessment of the the Population and Civil Registration Office Service Unit for Birth Certificate Issuance Service)

4.1.1 Program

a) Service Vision, Mission and Motto

In its Implementation, the Population and Civil Registration Office of Madiun Regency itself has a Motto that can motivate employees to provide the best service. The motto is to serve with a smile and work cheerfully. The service motto can be seen in the front of the waiting room for services and the website of the Population and Civil Registration Office of Madiun Regency. However, the service motto is not well understood by the service implementers. There are still many employees who do not apply the important meaning of the contents of the motto.

b) Service Standards and Notices

Enforcement of Standard Services at the Population and Civil Registry Office refers to Law No. 25 of 2009 concerning public services. However, based on the findings, the Office of Population and Civil Registry needs to include community participation or related parties so that there is a two-way communication between the service provider and the recipient. Based on the results of interviews, many people complain about service procedures and mechanisms that are still considered difficult, including birth certificate services. Therefore, it is necessary to hold a Public Consultation Forum (FKP), Group Discussion Forum (FGD), so that people can express their aspirations as recipients of public services. However, based on the findings, service notices are not published either in the Population and Civil Registry Office or on the Website. Meanwhile, in accordance with Law No. 25/2009 concerning public services, service notices must be made public.

c) System, Mechanism, and Procedure

In conducting public services, the Population and Civil Registry Office does not have an ISO 9001: 2008 certificate. However, in implementing a quality management system, he has received an ISO 9001: 2015 certificate issued by a certified institution in Indonesia, QNA. The Quality Management System covers all types of services and refers to Law Number 25 of 2009 concerning public services. With regard to Standard Operating Procedures (SOPs), all civil registration services have their own SOPs including birth certificate services displayed in the service room. However, in its implementation, the flow is still complicated and difficult to understand. Likewise, online birth certificates and ready service days have service procedures that are different from manual programs, which are complicated and difficult to understand. Meanwhile, as stated by the Ombudsman regarding service standards in accordance with Law No. 25 of 2009, the flow of services must simple, uncomplicated, understandable, and implemented.

Determination of job descriptions already exists in Standard Operating Procedures, but they are not displayed in the service room so people cannot fully understand the duties of each officer in the birth certificate service flow.

4.1.2 Implementing Program

a) Human Resource

Based on the determination and code of ethics of employees through the Decree of the Head of Population and Civil Registration No. Madiun Regency. 188/kpts/402.110/2019 concerning the Code of Ethics for Population Services in the Population Office and the Civil Registry of Madiun District, during the field of study, there were some employees who did not apply the established code of ethics. For their discipline, based on field observations, there were some birth certificate service employees who were not on the service desk during service hours. The level of sensitivity/ response of employees is good. Matters that need to be emphasized in the aspect of human resources are employee skills in providing services and the existence of employee development policies in improving skills/ professionalism, especially in civil registration services including birth certificates both for employees in the Population and Civil Registry Offices and the environment of the Village Registration Officer (PRD).

b) Service Facilities and Infrastructure

There are a number of facilities and infrastructure available that are not utilized optimally, such as information counters (customer service) that appear to be no longer in use. Furthermore, based on the findings, facilities and infrastructure needed for electronic services, especially on online birth certificates are hardware that includes a set of computers and software such as a population information improvement system (SIAK) and population applications.

4.1.3 Utilization (Group Program Objective)

a) Handling of Complaints

Complaints Handling at the Population and Civil Registry Office was only established in early 2019. Previously, there was no complaint handling service at the Population and Civil Registry Office. As for this year, an officer was appointed to be responsible for handling complaints, so that procedures for managing user complaints have not been established by the Office of Population and Civil Registry. As stated in the Permen PAN-RB No. 38 of 2012 that in the success of service aspects of service complaints are important. Although currently, while getting 5% of complaints from the community and resolved.

b) Community Satisfaction Index

The Community Satisfaction Index was obtained by researchers through 2 (two) data; IKM survey from the Population and Civil Registry Office and data from interviews with the public as recipients of public services. The results are as follows: The Office of Population and Civil Registry Survey is conducted using a questionnaire with an indicator of 5 (five) questions. The average value obtained is 76.66, so the quality of service gets a value of B, which means that the performance of the service unit is good. However, the format of the survey questionnaire conducted by the Population and Civil Registry Office has not yet fully referred to PAN Regulation No. 25 of 2004 concerning general guidelines for preparing the community satisfaction index. Of the 14 indicators that will be used only 5 indicators. While the results of research by the researchers themselves indicators of the Community Satisfaction Index (IKM) are Parasuraman, et al., (1988) as follows: Realibility, Assurance and Tengible get less satisfied responses, while the responsiveness and empathy factors are good enough.

c) Public Service Information System

The Public Service Information System at the Population and Civil Registry Office is already electronic as does the Population Office and Civil Registry website as a Population Administration Information System that functions to deliver public service information to users. However, based on investigators' observations, the information displayed was not updated by officials such as information about the requirements for requesting populations and civil registration documents. Websites often experience errors when users type in one of the information links displayed there. In addition to population information systems that do not function properly, the use of information technology for online services is not optimal. Current services that should be carried out electronically or online through population applications cannot be implemented optimally, so this service is still semi-online.

d) Productivity in Achieving Service Targets

Performance measurement is used as a basis for assessing the success and failure of the implementation of activities in accordance with the stated goals and objectives in order to realize the organization's vision and mission. In setting performance targets for services for an indicator of the average length of service days of all services for the problem document population has been achieved in accordance with the targets set. While the target number of ownership for the issuance program of birth certificate ownership at the age of 0-18 years is

adjusted to the National Permendagri target that can reach in 2019. The latest data collected by researchers as of December 2018 currently reaches 93%, almost meeting the national target of 95%.

The following is a table on the results of the Dispendukcapil service unit performance evaluation based on PermenPAN-RB No. 38 of 2012 as follows:

Table 2 Service Unit Performance Evaluation in the Population and Civil Registration Office of Madiun Regency

No	Component Assessment	Field Conditions	Score
1	Vision-Mission-Motto	Vision and Mission Motto Referring to Law 25/2009 and spelled out in the planning, the determination of service motto exists but is not understood and not announced.	3%
2.	Service Standards and Service Notices	Refer to Law Number 25 Year 2009 concerning Public Services for all types of services. There is a Service Notification but it is not published	25%
3	Systems, Mechanisms, and Procedures	Not having an ISO 9001: 2008 certificate in carrying out public services with the scope of all types refer to Law 25/2009. However Implementing a Quality Management System (QMS), covers all types of services. Establish Standard Operating Procedures (SOP) and apply. There is a determination of job description but it is not displayed	6%
4	Human Resources	Establishment and application of employee code of ethics guidelines exist but are not applied. The attitude and behavior of employees in providing services to service users is good enough. The level of employee discipline in providing services to service users results in lack of discipline. The level of sensitivity / response of employees in providing services to service users is less responsive	7%
5	Facilities and infrastructure Service	Facilities and infrastructure used for the service process have not been utilized optimally. Facilities and infrastructure of services available provide convenience to service users such as the location is clean enough. There are complaints facilities (complaint boxes, complaints counters, toll telephone lines, e-mails, etc.) but are not used optimally	1.5%
6	The handling of complaints	There is no system / procedure management of user service complaints. No special Officers / units handling complaints management. Percentage of number of complaints can be resolved. There is no complaint management that refers to the Minister of PAN-RB Regulation No. 13 of 2009 in order to improve service quality.	1%

No	Component Assessment	Field Conditions	Score
7	Satisfaction Index Public	The IKM survey in the assessment period is carried out for all types of services. The IKM survey that was conducted did not refer to Kepmenpan 25 T of 2004 in the assessment period. The average IKM scores obtained are 60-70. There is a follow up from the results of the IKM survey	6 %
8	Information Systems Public service	There is an electronic service information system functioning partly and partially updated. Delivery of public service information to service users. The level of service information disclosure to service users is quite good	1%
9	Productivity in target achievement service	There is a set of service performance targets. Level of achievement of performance targets has been reached	6%
TOTAL			55%

**The assessment (score) contained in the table is obtained from the performance appraisal guidelines for public services based on PermenPAN-RB No. 38 of 2012. Each component has an indicator that has a value*

Source: Analytical result, 2019

A program will be successfully implemented if there is a match between the three elements of program implementation. Based on the analysis results using predetermined assessment indicators of the Minister of Administrative Reform No. 38 of 2012 concerning the Guidelines for Evaluating the Performance of Public Service Units. The implementation of the program to improve birth certificate issuance services in Dispendukcapil has not been successful. This is based on the results of research showing that First, the suitability of the program with the beneficiary is one of the flagship programs, namely the online program is less in accordance with the needs of the community. Dispendukcapil readiness of the information system that has not been integrated both central and inter-district and also the lack of socialization to the community. This can be seen from the achievement results that are far below the targets that have been set. Second, the suitability between the program and the implementing organization, namely the conformity between the tasks required by the program with the ability of the implementing organization where human resources or Dispendukcapil staff and Village Registration Officers (PRD) in implementing the program do not fulfill the skills and abilities in accordance with the required competencies to run a flagship program to improve birth certificate issuance services. Third, the compatibility between the beneficiary groups and the implementing organization, which is the requirement to obtain a birth certificate and

also the standard operational procedures carried out by the community make it difficult and confusing. That is due to the lack of coordination in the application of SOP which is not carried out correctly between Dispendukcapil employees and Village Registration Officers (PRD).

PermenPAN-RB indicator No. 38 of 2012 concerning guidelines for evaluating the performance of public service units as a focus in analyzing the implementation of the birth certificate issuance service program, namely 6 (six) indicators that have not been optimal in improving services including: a) Procedure Mechanism System (6% of 10%); b) Human resources; (7% of 17%) c) Facilities and infrastructure Service; (1.5% of 8%) d) The handling of complaints (1% of 10%); e) Information Systems Public service (1% of 7%); f) Satisfaction Index Public (6% of 10%). Whereas for the other 3 (three) component indicators, it is quite optimal in improving birth certificate issuance services, these components include: a) Vision, Mission and Service Motto (3% of 5%); b) Service Standards and Service Notices (25% of 25%); c) Productivity in achieving service targets (6% of 8%).

Based on the Korten mindset, it can be understood that if there is no conformity from the three elements of policy implementation, program performance will not succeed as expected.

4.2 *The Results of The Supporting and Inhibiting Factors in Implementing The Birth Certificate Issuance Service Improvement Program are as Follows:*

a) Supporting

- The government provides a budget through the regional budget given to the Population and Civil Registration Office;
- There are clear legal basis and support from the Madiun Regency government and related agencies;
- There is a collaborative partnership with village officers related to birth certificate services as village registration officer (PRD); and
- The attitudes and behaviors of the Population and Civil Registration Office officers are good in providing services.

b) Inhabiting

- The geographical location of Madiun Regency, which is forests and mountains, causes difficulty for services to reach many areas;
- The limited human resource capacity in the regions, both in the village and district, resulted in the less orderly data validation and reporting, so the population data presented are not accurate. The limited number of HR personnel implementing

services and administration also affects public satisfaction in receiving public services;

- The coordination between the Population and Civil Registration Office officers and village officers (PRD), optimal performance of some village registration officers, and their skill levels are still lacking;
- There community awareness in Madiun Regency about the importance of Birth Certificate Ownership is still lacking;
- The Population and Civil Registration Office readiness has not been maximized in providing electronic services. Based on the field study, its service is still semi-online; and
- There are still disorderly data collection and reporting of population events at the village level.

5. Conclusion

Implementation of birth certificate issuance service improvement program (a study of permendagri number 9 of 2016 in the Population and Civil Registration Office of Madiun Regency) based on the results of research 1 of 3 excellent programs have not gone well. The program is a form of birth certificate services electronically/online. Apart from the aspect of the government that was not ready to implement the online program, in terms of people who were unfamiliar/ had difficulty in accessin.

In this study to determine whether Dispendukcapil has succeeded in improving service performance, the researchers refer to the Government's assessment through components for PermenPAN-RB No. 38 of 2012, which means that the success assessment is not only based on one aspect, namely the program performance targets set by Dispendcapil through the 2013-2018 Strategic Plan, but the success of service performance is assessed from 9 indicator components belonging to the No. 38 of 2012. Component indicators 9 (nine) out of 6 (six) have low scores so it can be said that 6 (six) components have not been optimal in improving services including: a) System Mechanism Procedures (6%); b) Human resources; (7%) c) Facilities and infrastructure Service; (1.5% of 8%) d) The handling of complaints (1%); e) Information Systems Public service (1%); f) Satisfaction Index Public (6%). As for the 3 (three) other indicator components, a high score is obtained, so it can be said that these 3 (three) components are optimal for improving birth certificate issuance services, these components include: a) Vision, Mission and Motto (3%); b) Service Standards and Service Notifications (25%); c) Productivity in achieving service targets (6%).

The low score above illustrates that there is no conformity of the three elements of policy implementation of the program, the implementation of the program and the utilization of the program itself, so the program's performance will not succeed as expected.

The supporting factors include budget, legal basis and government support, and collaboration with village officers (PRD). The inhibiting Factors are geographical location, human resources, communication and coordination between Population and Civil Registration Office officers and village officers (PRD), community awareness, semi-online services, data management and population event reports at the village level.

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