

# Implementation of Law Number 24 of 2013 in Terms of Resources Factors (Budget and Asset) in Tanah Laut Government

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## Abstract

Based on the results of IKM and SKM from 2015 to 2017 shows that the weakness of the service in Disdukpencahil Tanah Laut Regency is in the element of service speed. The application of Law Number 24 of 2013 by Disdukpencahil Tanah Laut Regency is inseparable from the obstacles in the form of not achieving the SPM target from the Ministry of Home Affairs. The study was conducted from July to November 2017 at the Office of Population and Civil Registration Agency of Tanah Laut Regency with a survey method (quantitative approach). This study only examined one factor, namely resources. The research instrument was in the form of a community satisfaction questionnaire. Method of distributing questionnaires using purposive sampling. The distribution of questionnaires was carried out by quotation test in October 2017, for 5 days of service, with a total of 233 respondents consisting of 95 respondents in the Disdukpencahil office and 138 respondents who received services in seven sub-district offices. Based on the results of this study it can be concluded how the impact of the implementation of Law Number 24 of 2013 on increasing the effectiveness of services by the Tanah Laut Regency Disdukpencahil in terms of achievement of SPM targets and service quality. When viewed from the quality of service based on the answers to the questionnaire, the results showed an average of 72.01 (satisfied). The highest satisfaction was with the officers who helped ease the population in getting services (76.22%), while the lowest satisfaction was in the element of the length of service waiting time (68.33%). The results of the questionnaire showed similarities with IKM and SKM conducted in 2015 to 2017, which were good on average. The accountability factor is also reviewed by looking at the answers to the questionnaire which shows the results of the aspects with the most answers being related to service officers (user convenience in asking for information when handling population administration = 87.98%; and Officers are informative and clear in answering questions = 91.42%). The aspect that must be improved is the service standard for the narrow service waiting room.

**Keywords:** Resources, service quality, accountability, disdukpencahil.

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## INTRODUCTION

Law Number 23 of 2006 as amended by Law Number 24 of 2013 concerning Population Administration, is the basis for the administration of population administration. The law mandates the availability of national data and information on population registration and civil registration at various levels in a complete, accurate, up-to-date and easily accessible manner. The Tanah Laut Regency Government has not yet fully made adjustments to regional regulations or regent regulations governing technical implementation of population administration services that refer to Law Number 24 of 2013. The definition of population administration according to Law Number 24 of 2013, in Article 1 paragraph (1), is a

series of structuring and controlling activities in the issuance of Population Documents and Data through Population Registration, Civil Registration, management of Population Administration information and utilization of the results for public services and other sectors development. Recognition of the personal and legal status of the Indonesian population is realized by the issuance of population documents that are regulated in the Population Administration Act. Population documents include: resident biodata, Family Card, Resident Identity Card (KTP), Population Certificate, Child Identity Card, and Civil Registration Deed (in the form of Marriage Certificate, Birth Certificate, Divorce Certificate, Divorce Certificate,

Death Certificate, Recognition and Endorsement of Children).

One form of population administration services is population registration and the issuance of population documents in the form of KTP. The government has launched the implementation of the electronic ID card program (KTP-el) in 2011. The government entered into a mass KTP e-production process in 2013. In Presidential Regulation No. 112/2013 concerning the Fourth Amendment to Presidential Regulation No. 26/2009 concerning Application of Identity Cards Based on the National Population Registration Number, it is stated that the non-electronic KTP has not been valid since December 31, 2015. So that since January 1, 2015, residents have had to use KTP el.

KTP-el is a residence card that is supported by an accurate and safe information system and supports administrative order. Information systems recorded in the regions will be directly integrated with the population database at the Ministry of Home Affairs. Population data recorded in the area will be left alone by the Ministry of Home Affairs application so as to avoid the ownership of more than one KTP-el. Disdukpcapil Tanah Laut Regency gets 3 units of KTP-el printers from the Ministry of Home Affairs. The capacity to print machines in one day is 150 sheets of KTP-el [1]. The administration of population administration services, the Tanah Laut Government, in this case the Department of Population and Civil Registration (Disdukpcapil), uses two major groups of equipment, in the form of: 1) Equipment supporting SIAK application, with the ownership status of goods

being Regional Property (BMD) and 2) The supporting equipment for the KTP-el application, with the status of ownership of the goods, is State Property (BMN).

Factually in 2017 the condition of the supporting equipment for the KTP-el application was damaged. For the damage to the BMN equipment, the Tanah Laut Regency Government cannot budget maintenance costs using the Regional Budget and Revenue (APBD) sources. Therefore, the Disdukpcapil Tanah Laut Regency innovated by modifying the pattern of the KTP-el recording network and the exchange of equipment at the subdistrict office, which was replaced with a functioning device (taken from another district). Thus, in one sub-district office, all supporting equipment for the KTP-el application can be tried and used for services. Handling of the KTP el is entirely the responsibility of Disdukpcapil. Therefore, Disdukpcapil assessed its performance through four main performance indicators as the implementation of the Minister of Home Affairs Regulation (Permendagri) Number 69 of 2012. Minimum Service Standard Targets (SPM) in the domestic government sector in regencies/cities for the types of basic services in the form of population document services which become the responsibility answered the Population and Civil Registry Office with the scope of issuance: 1) Identity Card (KTP) 100% in 2015; 2) Family Card (KK) 100% in 2015, 90% birth certificate in 2020; and 4) Death certificate of 70% in 2020. In 2017, Disdukpcapil Tanah Laut Regency has not reached the target coverage for the issuance of KTP and KK. The realization of the achievement of the SPM target by Disdukpcapil Tanah Laut Regency is presented in Table-1.

**Table-1: Realization of SPM Targets by Disdukpcapil Tanah Laut Regency**

Key Performance Indicators - SPM	2015	2016	2017*
Coverage of Identity Card Issuance	92,64%	86,88%	88,79%
Coverage of Family Card Issuance	20,70%	19,27%	73,75%
Coverage of Birth Certificate Quotation Issuance	64,00%	67,10%	74,86%
Coverage of Issuance of Death Certificate Quote	182 sheet	612 sheet	85,50%

**Source:** LAKIP 2015 and 2016, Disdukpcapil Report to the Organization Section (1<sup>st</sup> Sem, 2017) \*data as of June 30, 2017

Issuance of death certificate, before 2020, Disdukpcapil Tanah Laut Regency has reached 85, 50%. In addition, there are also performance indicators in the form of the Community Satisfaction Index (IKM) measured per semester. IKM is data and information about the level of community satisfaction obtained from quantitative and qualitative measurements of public opinion in obtaining services from public service

providers by comparing their expectations and needs. The purpose of the IKM survey is to determine the level of performance of service units on a regular basis as material to establish policies in order to further improve public quality. IKM survey results for 2015 until 2016 by Disdukpcapil Tanah Laut Regency is presented in Table-2.

**Table-2: The results of IKM on the Implementation of Population Administration by the District Civil Servants of Tanah Laut Regency in 2015 sd. 2017**

No	Year	IKM Value	The Most Satisfying Service Element	Service Elements
1	2015	Good (87.07)	Service Security (89.00)	What needs to be fixed
2	2016	Good (88.42)	Clarity of Service Officers (90.00) Courtesy and Hospitality of Officers (90.00) Service Security (90.00)	Speed of Service (87.00)
3	2017	Good (89,56)	Service Security (91.50)	Speed of Service (85.00)

**Source:** Results of the 2015 IKM and SKM Survey s.d. 2017, Department of Population and Civil Registration of Tanah Laut Regency

For three years in a row, the people receiving Disdukpencapil Tanah Laut Regency evaluated that the speed of service was an element of service that needed to be improved. This shows that the weakness of Disdukpencapil service in Tanah Laut Regency is in the speed of service element. The above description, Disdukpencapil Tanah Laut Regency has implemented Law Number 24 of 2013 in carrying out population administration services. However, in its implementation, up to 2017, Disdukpencapil Tanah Laut Regency has not reached the Permendagri SPM target in Number 69 of 2012 for the coverage of KTP and KK issuance and the service recipient community considers that the speed of service is an element that needs to be improved. This shows that the application of Law Number 24 of 2013 by the Disdukpencapil Tanah Laut Regency is inseparable from the constraints. In this regard, this article describes the implementation of the population administration policy of the Tanah Laut Regency Disdukpencapil.

## METHODS

Research from July to November 2017 at the Office of Population and Civil Registry of Tanah Laut Regency. Quantitative approach to the survey method used by the author. Survey research methods are quantitative research methods to obtain data that occurred in the past or at present, related opinions, beliefs, characteristics, behavior, relationship variables and to test several hypotheses about sociological and psychological variables on samples taken from certain populations [2]. Data collection techniques through observation (interviews or questionnaires) that are not exhaustive, where research results tend to be generalized. The author uses the theory from George C. Edward III. of the four factors (communication, resources, dispositions/tendencies, and bureaucratic structure) [3]. However, only one factor was examined, namely: resources, with the instrument lines in Table-3.

**Table-3: Matrix of Policy Implementation Instruments Grid**

No.	Implementation Factor	Subfactor	Indicator	Data collection
1	Resources	Budget (APBD and APBN)	Population registration and civil registration Presentation of population data	Interview Document
		Assets (supporting facilities and infrastructure)	Building and building Facilities/equipment other than Information Technology (IT): waiting chairs, tables/chairs for filling out forms and reporting, air conditioning, microphones, loudspeakers, mobile service cars Facilities/equipment related to Information Technology (IT), Can be grouped into 2, namely: (1) hardware (hardware); (2) software	Interview Document

Measurement of central and regional government performance can be seen from the achievement of the RPJM/RKPD, macroeconomic, IPM, and achievement of SPM. Institutional performance is judged by the achievement of SPM. Performance of programs/activities can be seen from: input, output, outcome, benefit, and impact. According to the World Bank [4] in Khoirunurrofik [5] in the form

of: input, output, outcome, and impact. Effectiveness reflects the interrelationship between outcomes of program output in achieving program objectives. In measuring the effectiveness does not care about the amount of costs required in achieving program objectives. The effectiveness of population administration services uses two measurement indicators, namely in the form of completion/work,

related to: 1) Achievement of the Permendagri Population Document (SPM) target: Family Card, Resident Identity Card, Birth Certificate Quotation, and

Death Certificate Quotation. 2) Service quality is developed in 10 questions with parameters (indicators) as follows:

**Table-4: Service Quality Parameters in the Questionnaire**

No.	Questioner Question	Service Quality Parameters
1	Access to services	Access to population administration services is easy to reach
2	Facilities (facilities and infrastructure)	Adequate service facilities (infrastructure)
3	Availability of types of services	-
4	Document Requirements	The service requirements document is clear and easy to fulfill
5	Procedure/service flow	The flow of service is clear
6	Queue waiting time	Waiting time/queuing at the service is not long
7	Service officer	The officer helps ease the population in getting services (implementing behavior polite, friendly, and informative)
8	Service fees/fees	Services are free of charge
9	Time period for completion	Information on the completion status of the document management is easily obtained
10	Documents taken care of	Handling of complaints/complaints

Accountability aspects in public services are realized through questionnaire questions, as follows:

**Table-5: Accountability Aspects in the Questionnaire**

No	Questioner Question	Accountability aspects
1	Access to services	Service Location
2	Infrastructure infrastructure services for population administration	Standard
3	Kind of service	Standard
4	Administrative Requirements	Requirements
5	Service flow	Procedure
6	Queue waiting time	Time
7	Service officer	Authorized and Responsible Officials
8	Cost	Financing
9	Period of service	Time
10	Information on the status of documents being taken care of	Information
11	Handling of complaints/complaints	Community Complaints Mechanism

The research instrument was a community satisfaction questionnaire. The method of distributing questionnaires uses purposive sampling, which is a type of sampling done deliberately in accordance with the required sample requirements [6]. Questionnaire structure in the form of: 1) General Section (instructions for filling out the questionnaire, respondent identity, service location, respondent data; 2) Part A (closed questions related to aspects of population administration services; 3) Part B (questions to measure 10 attributes

of community satisfaction and complaints and suggestion / input). Questionnaires were distributed using a test in October 2017, for 5 days of service, with a total of 233 respondents consisting of 95 respondents in the Disdukpenampil office and 138 respondents who received services in seven sub-district offices (Bati-Bati, Tambang Ulang, Bumi Makmur, Clothes, Batu Ampar, Takisung, and Kurau). The following data on the number of services is presented in Table-6.

**Table-6: Calculation of Number of Respondents**

No	Location	Estimated Amount of Services per day	Estimated Amount of Service per 5 Days	Number of questionnaires distributed (5 days)	Number of Questionnaires Returned (5 days)	Percentage of Number of Respondents in 5 Days
1	2	3	4 = 3 x 5 days	5	(5 days)	7 = 6/4 x 100
1	Disdukpenampil	50	250	125	6	38.00%
2	Bati-bati	3	15	25	95	160.00%
3	Remining	2	10	25	24	80.00%
4	Bumi Makmur	3	15	25	8	166.67%
5	Clothes	1	5	25	25	500.00%
6	Batu Ampar	3	15	25	25	80.00%
7	Takisung	3	15	25	12	126.67%
8	Kurau	3	15	25	19	166.67%
Total		68	340	300	25	68.53%

Source: Researcher (Data Processed, 2017)

The number of samples compared to the total population in Tanah Laut Regency was 340,060 people, amounting to 6.85%. Selection of respondents by considering: the number of transactions of population administration service activities and representation in each place of service. Respondents are residents who receive population administration services in the district and district offices of Tanah Laut Regency. Sampling of 233 respondents is a representative number because respondents are quite homogeneous. Whereas for interviews conducted using open questions tailored to the authority-duties of the interviewee.

## RESULTS AND DISCUSSION

Public policy is seen as a complex pattern of dependence on several interdependent collective choices made by the government, including the decision not to act. According to Edward III and Sharkansky public policy is a decision that the government says and does, or not to do depending on the goals and objectives of government programs [7]. Law Number 24 Year 2013 concerning Population Administration, is the basis for the administration of population administration and is part of public policy products. The factual implementation of Law Number 24 Year 2013 by Disdukpencapil Tanah Laut Regency touches on several aspects as follows:

### Implementation Factors are Related to Resources

The resource factors that took place in the implementation of population administration policies by the Civil Service Office of Population and Civil Registry of Tanah Laut Regency discussed in this study include: budget (both APBD and APBN) and assets. The budget is one main component of resources that can affect other components, namely assets (infrastructure). Without a sufficient budget, local governments cannot freely add or carry out optimal maintenance of their assets. So in this discussion, the budget resources and asset resources, combined into one.

The enthusiasm of the central government in increasing the availability and quality of population data and information is very high. This was mainly motivated by political factors, namely simultaneous regional head elections, Legislative Elections, and Presidential and Vice Presidential Elections in 2019. However, this enthusiasm was not yet supported by adequate resources. Budget data received by the Disdukpencapil Tanah Laut Regency from 2015 to 2017, derived from the APBD, when compared to the Tanah Laut Regency Government expenditure, are presented in Table-7.

**Table-7: Comparison of the Realization of APBD and Disdukpencapil of Tanah Laut Regency**

No.	Description	Budget Realization in Tanah Laut Regency Government		
		Fiscal Year 2015	Fiscal Year 2016	Fiscal Year 2017
1.	Employee Shopping	Rp519.245.148.197,00	Rp550.032.803.441,00	Rp511.248.810.744,00
2.	Shop for Goods and Services	Rp241.568.348.279,93	Rp426.503.510.529,50	Rp376.599.794.098,00
3.	Capital Expenditures	Rp335.712.833.050,00	Rp614.206.284.761,73	Rp509.090.221.986,30
4.	Shopping Total	Rp1.148.422.682.606,93	Rp1.603.018.777.872,23	Rp1.441.016.196.968,30
5.	Total Shopping and Transfers	Rp1.150.958.462.606,93	Rp1.793.809.838.254,23	Rp1.619.982.825.089,30
No.	Description	Budget Realization in Disdukpencapil Tanah Laut Regency		
		Fiscal Year 2015	Fiscal Year 2016	Fiscal Year 2017
1.	Employee Shopping	Rp2.073.370.016,00	Rp2.005.346.973,00	Rp2.423.483.732,00
2.	Shop for Goods and Services	Rp2.497.264.506,00	Rp2.508.763.285,00	Rp2.663.665.342,00
3.	Capital Expenditures	Rp342.163.200,00	Rp185.573.350,00	Rp781.013.000,00
4.	Shopping Total	Rp4.912.797.722,00	Rp4.699.683.608,00	Rp5.868.162.074,00
No.	Description	% Disdukpencapil Budget Realization of Tanah Laut Regency Government		
		Fiscal Year 2015	Fiscal Year 2016	Fiscal Year 2017
1.	Employee Shopping	0,40	0,36	0,47
2.	Shop for Goods and Services	1,03	0,59	0,71
3.	Capital Expenditures	0,10	0,03	0,15
4.	Shopping Total	0,43	0,29	0,41
5.	Total Shopping and Transfers	0,40	0,36	0,36

**Source:** LHP BPK Representative of South Kalimantan (2017) and Disdukpencapil Tanah Laut Regency

In Law Number 23 Year 2014 concerning Regional Government, population administration and civil registration are included in mandatory government affairs that are not related to basic services. Table-7 compares, the proportion of Disdukpencapil budget and realization with the total realization of APBD of Tanah Laut Regency in 2015 to 2017, it can be seen Disdukpencapil expenditure realization in the range of

0.29% s.d. 0.41%. Meanwhile, when compared to the total realization of expenditure and APBD transfers in Tanah Laut Regency in 2015 to 2017, it ranged from 0.36% to 0.40%. Comparison of total expenditure realization between Disdukpencapil and Tanah Laut Regency Government during 2015 s.d. 2017 is illustrated in Figure-1.

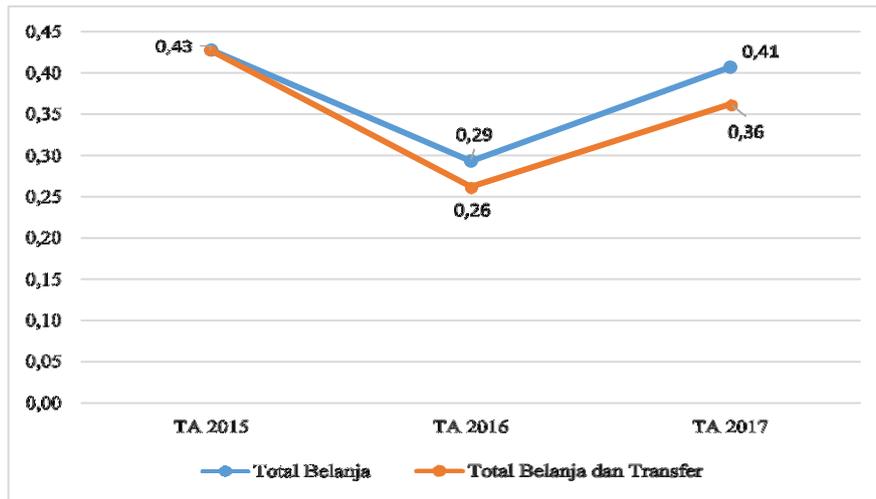


Fig-1: Comparison of Disdukpencapil Budget Realization to Tanah Laut Regency Government

In addition to the regional budget, the Disdukpencapil Tanah Laut Regency also received an APBN through Co-Administration Funds (TP) in 2015 and 2016, amounting to Rp 712,644,700.00 and 463,204,200.00. TP funds are intended for spending on goods, are not allowed to be used for capital expenditure or employees. Changes in Law Number 23 Year 2006 to Number 24 Year 2013 brought fundamental changes to population administration services, namely:

#### The shift from a passive system to an active system

Initially residents were required to have an active role in the effort to register and update their population data, but these obligations were transferred to the Government through officers, among other things by providing mobile services. Reporting of death registrations is no longer an obligation and is charged to the family concerned to become the responsibility of the local Neighborhood Association Chairperson. In the discussion of resource-budgets, this has an impact on increasing the budget for the socialization of policy changes and official travel budgets for traveling services.

#### KTP-el is valid for life if there is no change in data elements

The validity of a KTP-el for life is stated in Law Number 24 Year 2013, Article 64 paragraph (7) letter a and Article 101 letter c. E-KTPs that have been printed before (even though the KTPs have a 5-year validity period) or after the issuance of Law Number 24 Year 2013, all are valid for life. For residents who already have an KTP-el then move domicile (change of address), then the KTP-el with the old address is withdrawn if the KTP-el with the new address is available. In Law Number 24 Year 2013 Article 64 paragraph (7) letter a states that "KTP-el for Indonesian citizens has a lifetime of validity". The Minister of Home Affairs has also reaffirmed in the form of Circular of the Minister of Home Affairs Number 470/295/SJ dated January 29, 2016 addressed to the

Ministers of the Working Cabinet and Leaders of Non-Ministry Institutions and Number 470/296/SJ dated January 29, 2016 addressed to At Governors and Regents/Mayors throughout Indonesia, regarding Electronic KTP (KTP-el) Valid for Life. Therefore, the Disdukpencapil Tanah Laut Regency in printing their KTP-el has followed these provisions. Information on this provision has been disseminated by Disdukpencapil Tanah Laut Regency including through brochures.

#### Officers of the Population and Civil Registry Office are appointed and dismissed by the Minister of the Interior

Structural officials in the work unit that handles population administration services at the provincial level, are appointed and dismissed by the Minister of the Interior at the suggestion of the Governor. Structural officials in the work units that handle district / city-level population administration services are appointed and dismissed by the Minister of Home Affairs at the suggestion of the Regent / Mayor. Performance appraisals of structural officials are conducted periodically by the Minister of Home Affairs. Even though the Disdukpencapil Officer is appointed and dismissed by the Minister of Home Affairs, the budget for Employee Expenditures and Services Goods Expenditures for these officials, remains charged to the Regional Budget. In the discussion of budgetary resources, this does not have an impact on increasing the budget, because previously the budget for personnel expenditure and expenditure for services related to Disdukpencapil employees was the burden of the regional budget. Officials in the Tanah Laut Disdukpencil work unit already have a Decree on the Dismissal and Appointment of Personnel from the Minister of Home Affairs, in accordance with Permendagri Number 76 of 2015 concerning Appointment and Dismissal of Officers in Work Units that Handle Population Administration Affairs in Provinces and Regencies/Cities.

Permendagri issued refers to the provisions of Article 83A paragraph (4) of Law Number 24 of 2013, where the Minister of Home Affairs has the authority to appoint and dismiss Officers in the Work Unit that handles population administration matters. The officials in question include: Primary Leadership Positions, Administrator Positions, and Supervisory Positions. Permendagri No. 76 of 2015 regulates the appointment, dismissal, replacement or transfer of official duties, competency standards and performance appraisals, as well as coaching and supervision. Officials in charge of Disdukpencapil Tanah Laut Regency are stipulated through a Decree of Tanah Laut Regent (completed with Declaration of Inauguration and Declaration of Execution of Tasks) as well as a Decree of the Minister of Home Affairs regarding Reappointment/Inauguration or Appointment of and within (in the position of Primary High Leader as Head of Service; Position of Administrator as Secretary of Office and Head of Division; Position of Supervisor as Section Head/Head of Subdivision).

#### **Accelerate Increase in Coverage of Birth Certificates**

Issuance of birth certificates whose reporting exceeds the one-year deadline initially requires the establishment of a District Court. But now it has changed, the issue of the birth certificate is enough with the Decree of the Head of the Regency / City Population and Civil Registry Office. Recognition and endorsement of children is limited to children born from marriages that are legal according to religious law but are not legal according to state law. Child endorsement, which has been carried out only with margin notes, has been changed to become Child Endorsement Deed.

#### **Free Resident Administration Services**

Population administration services and the issuance of population documents are free of charge. So that regulations in the regions must also adjust the provisions of this matter. In the discussion of budgetary resources. This has an impact on reducing one source of Local Revenue (PAD) in the form of user fees for printing population documents. The Tanah Laut Regency Government has stipulated the Regional Regulation of Tanah Laut District Number 5 of 2011 on June 10, 2011 concerning the Implementation of Population Administration and Civil Registration in Tanah Laut Regency. Regional Regulation Number 5 of 2011 refers to Law Number 23 of 2006. When there was a change to Law Number 24 of 2013, the Tanah Laut Regency Government had not revised Perda Number 5 of 2011 because it was still waiting for the issuance of implementing regulations for Law Number 24 of 2013.

Disdukpencapil Tanah Laut Regency has prepared a draft revision of Perda Number 5 of 2011. Disdukpencapil Tanah Laut Regency has coordinated with officials at the Director General of Adminduk of the Ministry of Home Affairs and is advised to wait for

derivative regulations from Law Number 24 of 2013 before revising Perda Number 5 of 2011. In administering administrative services population, Disdukpencapil Tanah Laut Regency has referred to Law Number 24 of 2013 related to population administration service fees. The Tanah Laut Regency Government does not collect fees for the reimbursement of KTP printing and Civil Registration Deed. The Fiscal Year from 2015 until 2017, the Disdukpencapil Tanah Laut Regency no longer budgeted the Regional Original Revenue (PAD) in the form of a Reimbursement for KTP and Civil Registry Deed Printing Fees. The basis for the collection of PAD is Regional Regulation No. 1 of 2012 concerning Reimbursement for KTP and Civil Registration Deed Printing Fees, which was published on January 2, 2012. This regulation was issued based on the review based on Law Number 28 of 2009 concerning Regional Taxes and Regional Levies.

Perda levies prior to Perda Number 21 of 2000 as amended by Perda Number 6 of 2003 concerning Amendments to Perda Number 21 of 2000 concerning Reimbursement for Printing Cost of Identity Card and Deed of Civil Registration. To follow one of the provisions in Law Number 24 of 2013, namely Article 79A which states that "The administration and issuance of population documents is free of charge," the Tanah Laut Regency Government issued a Local Regulation Number 7 of 2015 concerning Revocation of the Tanah Laut Regional Regulation Number 1 of 2012 concerning Reimbursement of Identity Card and Civil Registration Deed Printing Fees. Regional Regulation Number 5 of 2011 states in Article 94 which states that "The cost of population registration and civil registration services is guided by the Tanah Laut Regency Regional Regulation which regulates the Reimbursement of Identity Cards and Civil Registration Deed Printing Fees". The intended Regional Regulation can be interpreted as Regional Regulation Number 1 of 2012 concerning Reimbursement of Reimbursement of Identity Card and Civil Registration Deed Printing Fees, then Perda Number 7 of 2015 concerning Revocation of Tanah Laut Regional Regulation Number 1 of 2012 concerning Reimbursement for Identity Card and Civil Registration Deed Printing fees. Dissemination of information on the free population administration services carried out by the Tanah Laut Regency Disdukpencil are communicated through pamphlets, banners, and information boards at the Disdukpencapil Office in Tanah Laut Regency.

#### **E-KTP Printing**

In 2014 and beyond, printing of KTP-el was submitted to the Regency/City Population and Civil Registry Office. In the discussion of resource-budgets, this has an impact on operational and maintenance costs and the purchase of equipment/assets.

### Issuance of Civil Registration Deed

Previous regulations, the issuance of civil registration deeds carried out at the place of the Important Event. This turned into a publication carried out at the place of residence of the population. For example: residents with domiciles in Tanah Laut Regency, give birth to children in a hospital in the city of Banjarmasin. Prior to the enactment of Law Number 24 of 2013, the issuance of a Child Birth Certificate was carried out by the Banjarmasin City Population and Civil Registry Office (according to the place of birth). After the enactment of Law Number 24 Year 2013, the issuance of a Child Birth Certificate is carried out by the Population and Civil Registry Office of Tanah Laut Regency (according to the place of domicile).

### Funding

The budget for population administration service activities at both the provincial and district / city levels is charged to the APBN since the 2014 APBN-P. Before the 2014 APBN-P is available, continue to use the APBD. In the discussion of budgetary resources. Such an impact on the budget is not burdened by the administration of population administration. These provisions are contained in Article 87A and 87B of Law Number 24 of 2013 and the Minister of Home Affairs Circular Letter Number 470/327 / SJ dated January 17, 2014.

### Added Sanctions

The amendment of Law Number 23 Year 2006 to Number 24 Year 2013 which brought fundamental changes to population administration services is the addition of sanctions, namely:

- Any person who orders and/or facilitates and/or manipulates population data and/or population data elements is sentenced to a maximum of six years in prison and/or a maximum fine of Rp75,000,000.
- Every official and officer in the village, sub-district, UPTD, implementing agency who orders and/or facilitates the collection of fees to residents in the processing and issuance of documents shall be sentenced to a maximum of six years in prison and/or with a maximum of Rp75,000,000.
- Any person or legal entity without the right to print, issue, and/or distribute population documents shall be sentenced to a maximum of ten years in prison and/or a maximum fine of Rp1,000,000,000.

In Tanah Laut Regency Regional Regulation Number 5 of 2011 concerning the Implementation of Population Administration and Civil Registration in Tanah Laut Regency, there is a clause on sanctions, namely in Articles 86 through 92. However, this Regional Regulation has not been adjusted to Law Number 24 of 2013. Results the research shows that the Tanah Laut Regency Government has never applied sanctions, both criminal sanctions and administrative fines, according to the Regional Regulation to reporters (the public) and Disdukpencapil officials. Therefore,

during the study up to 1<sup>st</sup> semester of 2018, this policy had no impact on resource-budgets.

One problem in the budget besides the unclear details of Article 87A of Law Number 24 of 2013 is the budgeting of utilization of population data. The component of population administration consists of: population registration, civil registration, information presentation (which is the authority of the regional government, while for the central government is information management), and the utilization of results for public services and other sector development. In the organizational structure before 2017, Disdukpencapil did not have a work subunit that handles the utilization of results, in this case the utilization of population data. The Cooperation and Service Innovation Section is a new formation in 2017, so a budget has not been prepared for the dissemination of data utilization to SKPD and other agencies.

The provision of assets in the form of facilities and infrastructure to support the administration of population administration services also requires substantial budget support. At the beginning of the application of KTP-el, the Ministry of Home Affairs provided each sub-district and Disdukpencapil, a set of KTP-el recording devices and a central network. Assets provided to provide KTP-el services are not accompanied by Minutes of Handover of BMN assets to the regions. So that the asset is still a BMN, not a leased use asset. Because the region has not yet received, the local government cannot budget the cost of maintenance and repairs to all of the BMN assets. The Minister of Home Affairs issued the Circular Letter with Number 470/6499/SJ on November 18, 2015 concerning the Allocation of the Budget for the Implementation of Population Administration in the Fiscal Region of 2016.

Referrals if there is damage to equipment, it can be financed from the APBD by referring to the Attachment to the Minister of Home Affairs Regulation Number 52 Year 2015 concerning the 2016 APBD Guidelines. Direction from the Ministry of Home Affairs, in this case the Director General of Dukcapil is a damaged asset brought to Jakarta for repair. The cost of official travel to Jakarta in the context of repairing the equipment is borne by the Regional Budget, which had never been planned before. So, Disdukpencapil handled it by entrusting it to the Disdukpencapil who got an assignment to Jakarta to stop by the Director General of Dukcapil and put the damaged equipment to be repaired. So it is not a special assignment to deliver damaged goods to the Director General of Dukcapil. Damaged equipment delivered to Jakarta was not merely repaired immediately. If in Jakarta there is a similar tool in good condition, then the tool can be taken directly to Tanah Laut Regency (the damaged tool is exchanged for the stock of tools in functional condition). If there is no stock of similar equipment,

then you have to wait again. Come back to Jakarta to get the repaired tool, or if there is already a stock of similar tools. Disdukpencapil said that they objected to the Director General of Dukcapil.

Beginning in 2017, there are directives to collect damaged equipment in the Provincial Government. Later, personnel from the Ministry of Home Affairs come to the province periodically to repair damaged equipment that has been collected throughout the province. But this is also less effective. It was unclear when the personnel came to the province and the queue of repairs made became an obstacle experienced by the Tanah Laut Regency Disdukpencapil. On November 10, 2017, there was the Minister of Home Affairs Letter Number 471.13/14652/DUKCAPIL concerning the Procurement of Electronic Identity Card.

The increase in expenditure realization in Fiscal Year of 2017 is relevant because in FY 2017 the Disdukpencapil procured mobile service cars, provision of backup servers, the appointment of 24 temporary employees (PTT), as well as more mobile services as directed by the Minister of Home Affairs through the Minister of Home Affairs. In addition, in 2018, in Tanah Laut Regency there will be regional elections.

### **Impact of Implementation on Increasing Effectiveness**

The impact of the implementation of population administration policies on improving the effectiveness of services by the Office of Population and Civil Registration of Tanah Laut Regency in the form of achieving targets (SPM) and service quality. Targets achieved from various documents, the figure is different. Coupled with a number of Minister of Home Affairs letters that direct the achievement of population documents increased by including the target number and the time limit for achieving the target. With a variety of references, of course, implementers in the field feel confused about which documents they should target. If the planning is not clear from the beginning, then the implementation of the achievement of objectives (in this case the target of achieving population document coverage is experiencing obstacles). A description of the quality of population administration services organized by the Tanah Laut Regency Civil Servants and Disdukpencil from two sources, namely: a questionnaire distributed to the service recipient community as well as the results of the IKM and SKM surveys from 2015 to 2017. Broadly speaking, the results are similar, namely the lowest level of satisfaction at speed of service time element. The cause of the long service time comes from various factors, including:

- The number of equipment and networks damaged in the sub-district office so that people come to the Disdukpencapil office. This results in an increase

in the number of people asking for services and the queue is getting longer;

- Lack of operator workforce at Disdukpencapil. To meet the shortage of officers, one way to overcome this is by asking operators in the sub-district office whose equipment is completely unable to function, to serve in the Disdukpencil office.
- During 2016 and 2017 there were two main problems that were not the authority of the regional government, but the authority of the Ministry of Home Affairs, among others, the blank KTP-el and the process of single-sided KTP-el data that was hampered (depending on the condition of the communication/internet network), so the letter information does not need to be published.

### **Impact of Implementation on Accountability**

The impact of the implementation of population administration policy on service accountability by the Department of Population and Civil Registration, Tanah Laut Regency, is based on aspects of the Ministerial Decree PAN Number Kep/26/M.PAN/2/2004 and indicators of accountability, although there are problems with the issuance of regulations implementation of Law Number 24 of 2013, but in general the accountability of the administration of population administration services runs well. The answer to the questionnaire about the aspect of accountability, the majority of the community answered that the officers were quite informative and clear in answering questions (91.42%) and it was easy to ask the officers when experiencing difficulties in the process of managing population administration (87.98%). While the element that needs to be improved by Disdukpencapil Tanah Laut Regency is the lack of service waiting area (42.92%).

### **Population Administration Services Innovation by Disdukpencapil Tanah Laut Regency**

Disdukpencapil Tanah Laut Regency in carrying out population administration services has conducted several service innovations in an effort to maintain service quality in the event of a policy vacuum regarding the implementation regulations of Law Number 24 of 2013, particularly regarding budget burdens and unclear status of KTP-el instruments. The service innovation that has been carried out by Disdukpencapil Tanah Laut Regency is as follows:

### **Modification of Data Communication Networks (Jarkomdat)**

Handling various damages in the Information Technology infrastructure so that services can run optimally, ADB at the Tanah Laut Regency Disdukpencapil innovates to modify the network. The Ministry of Home Affairs provides a set of IT for KTP-el and central network access to each sub-district in Tanah Laut and Disdukpencapil Districts. The IT equipment is in the form of a server unit (to store the recording database), two PC sets, and supporting KTP-

el recording devices (iris scanner, signature pen, camera set, and fingerprint sensor, back cloth, etc.). Jarkomdat pattern applied by the Ministry of Home Affairs for recording KTP-el is every time there is an activity recording KTP-el in the district, the data is stored in the database server district. The server is directly connected to the Ministry of Home Affairs server, but is not connected to the server in Disdukpencapil. ADB at Disdukpencapil does not know the data stored on the KTP-el servers of each sub-district if it does not back up data on each sub-district server. With so many problems occurring in the KTP-el server equipment that was damaged but not fixed, ADB Disdukpencapil modified the network so that the KTP-el recording service can continue to be carried out in the sub-district. Changes in network patterns are done by replacing the KTP-el recording server network in Bati-Bati District into a local network in storing recording data in the sub-district, to then connect to the central server using the central network in the Disdukpencapil Office (pointing). This brings many advantages for ADB, namely the recording data in the sub-district (whose jarkomdat has been modified) can be directly monitored from Disdukpencapil, and the sub-district data uses the Population Administration Information System (SIAK) service data from Disdukpapapil (no need to inject data).

#### **Exchange Damaged Devices in other districts**

Another effort is to exchange equipment/hardware/spare parts between sub-districts that have damaged their equipment so that one device can occur that is complete and can function in providing population administration services. The KTP-el recording devices replaced/exchanged by ADB include, among others, servers, iris scanners, signature pens, camera sets, and fingerprint sensors.

#### **Holding 1 Car Unit for Mobile Services**

Disdukpencapil has also budgeted the purchase of 1 unit of car for traveling services in 2017. The car was used in 2<sup>nd</sup> semester of 2017. Mobile service is a form of innovation that aims to expand services to people who are constrained in managing population administration in the district and Disdukpencapil as well as achieving the target improving population documents and compiling complete population data. The mobile service is an effort to pick up the ball, carry out active systems. The IT equipment received by Disdukpencapil is in the form of a set of mobile enrollment devices that can be used for mobile services or two printer units for printing KTP-el. Mobile enrollment equipment is carried in a mobile service car, where the KTP-el data recording on the mobile service is done offline at the service location. KTP-el recording is done by recording population biometrics on a PC/computer, including: fingerprints, iris, photographs, and signatures. The biometric data is stored in a database on a mobile recording server, importing the recording data manually by ABD into the KTP-el

recording database, then the server is connected to the Ministry of Home Affairs data center through the central network.

#### **Meeting the needs of the quantity of HR**

The lack of human resources has been identified by Disdukpencapil. In 2015 and 2017, the Head of Disdukpencapil Tanah Laut Regency submitted a Recapitulation of Civil Servants (ASN) needs for the Fiscal Year of 2017 to the Head of the Human Resources Development Agency, regarding the budgeting of employees submitting data on the Civil Servants Needs.

#### **Improved services at the Disdukpencapil office**

Disdukpencapil Tanah Laut Regency has tried to continuously improve service performance in accordance with its capabilities, both human and financial. This is evident during the ongoing research there has been an increase in service to the community carried out at Disdukpencapil. Both for setting the queue, queue number, and service desk. The service desk is not totally replaced, only cut to make it shorter, so that the service is done sitting down. Similarly, the provision of queue numbers, not through the procurement of sophisticated equipment. Service improvement through changing service desks and providing queuing numbers is done in a simple, adjusted budget available. But the main goal, which is to provide optimal services to the community, can be achieved. This is due to budget constraints in increasing the number of service rooms while the number of queues is increasing. Initially, all services were carried out in the main service room. Then, the retrieval of printed documents is done outside the main room of the service, by sticking the information paper where the documents have been printed. Information on where to take documents that have been printed, is posted in a place that is visible so that the public can know directly clearly.

#### **CONCLUSION**

The resource factor that takes place in the implementation of population administration policies by the Population and Civil Registry Office of Tanah Laut Regency consists of the budget and assets including both, the budget factor that influences the policy implementation. The problems described include: 1) the KTP-el device with BMN status, so that the APBD cannot be budgeted for maintenance and repair; 2) budget limitations for the socialization of population data utilization and fulfill the quantity and quality of HR; 3) and the last is the limited facilities and infrastructure that supports services. The absence of implementing regulations for Law Number 24 of 2013, especially the absence of further explanation of Article 87A of Law Number 24 of 2013, the misalignment of regulations, as well as several Minister of Home Affairs Circular Letters affecting regional policies on budgets and assets, have an effect on increasing the realization

of Disdukpencapil FY budget of 2017. Increased budget realization for all types of expenditure, namely: employee expenditure, goods and services expenditure, and capital expenditure, compared to the last 3 years. However, despite the increasing trend of spending realization, when compared to the total expenditure realization of the Tanah Laut Regency Government, in the FY of 2017 the percentage of expenditure realization was still lower than the FY of 2015.

The impact of the implementation of Law Number 24 of 2013 on improving service effectiveness by the Office of Population and Civil Registration of Tanah Laut Regency is seen from the achievement of MSS targets and service quality. The problems found were: there were differences in targets between planning documents, there is a Minister of Home Affairs Circular Letter whose targets are different from the Minister of Home Affairs SPM, and the Disdukpencapil Tanah Laut Regency had not yet reached the SPM target for the coverage indicator of KTP and KK issuance (but had reached the target in LAKIP). When viewed from the quality of service based on the answers to the questionnaire, the results showed an average of 72,01 (satisfied). The highest satisfaction is in the officers who help the ease of the population in getting services (76,22%), while the lowest satisfaction is in the element of the length of service waiting time (68,33%). The results of the questionnaire showed similarities with the IKM and SKM conducted in 2015 to 2017, which is a good average. The highest element of service security and the lowest element of service speed.

The impact of implementing population administration policies on service accountability by the Office of Population and Civil Registration of Tanah Laut Regency is reviewed based on aspects in the Ministerial Decree No. Kep/26/M.PAN/2/2004 and accountability indicators. Questionnaire answers to the accountability aspect show the results of the aspects with the most answers are related to service officers (Easy to ask the officers when having difficulties in the process of administrative administration = 87,98%; and

Officers are quite informative and clear in answering your questions = 91,42%). The aspect that must be improved is the service standard for the narrow service waiting room. For accountability indicators in the form of: SOPs, accountability mechanisms, performance monitoring systems for state administrators, annual reports, and accountability reports, monitoring systems, as well as reward and punishment mechanisms, all of these elements already exist and are carried out by Disdukpencapil Tanah Laut Regency. However, the accountability factor does not only refer to the implementation of Law Number 24 of 2014, but also refers to other policies, such as: Law Number 25 of 2009, Law Number 17 of 2003, and Law Number 15 of 2004.

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