

The Problems of The Implementation of Authority on Affairs of Population and Civil Registration in Regional Governance in Banten Province

Oki Oktaviana

*Research and Development Division
Regional Planning and Development
Agency of Banten Province
Serang, Indonesia
oktavianaoki@gmail.com*

Devi Triady Bachruddin

*Research and Development Division
Regional Planning and Development
Agency of Banten Province
Serang, Indonesia
dvon.triady@gmail.com*

Bani Adi Darma

*Research and Development Division
Regional Planning and Development
Agency of Banten Province
Serang, Indonesia
baniadidarma87@gmail.com*

Abstract—*This study aims to see at the problems of the implementation of authority on population affairs and civil registration in regional governance in Banten Province. The study was conducted in March to April 2019. The method used in this study is descriptive research with a qualitative approach based on primary data obtained by interviews and secondary data in the form of documents that have relevance to the research objectives. The results of the study show that based on Law 23/2014, the implementation of the affairs of Population Administration and Civil Registration in large part is still the authority of the central government. The authority of the district / city government is limited to population registration services, civil registration services, population data collection, utilization and presentation of district / city population databases. Meanwhile, the provincial government has only the authority to make a population profile in level province. The lack of authority and responsibility for carrying out the affairs of Population Administration and Civil Registration at the provincial government level made the reason for the Banten provincial government to unite the affairs of Population Administration and Civil Registration with two other affairs namely government affairs in the field of women and child protection and the field of population control and family planning (DP3AKKB). This condition has implications for the not yet optimal implementation of the duties and responsibilities of the provincial government in handling population administration as contained in Law 24/2013 concerning Population Administration and Decree of the Minister of Home Affairs Number 100-1077 Dukcapil in 2017. DP3AKKB Institutional Strengthening is needed through fulfilling the need for human resources who have competence in the area of population administration, especially expert in Population Administrator Database (ADB), Banten Provincial Budgeting alignments and optimizing budget submissions sourced from the APBN.*

Keywords: *Population Administration, Civil Registration, Banten*

I. INTRODUCTION

The issue of [1] shows that the Government is very serious in implementing Population Administration and Civil Registration (Admindukcapil) services in line with professional service demands, meeting information technology standards, dynamic, orderly, and is not discriminatory. Through this law, various levels of government are given duties and responsibilities in accordance with the authority they have. The Government through the Ministry of Home Affairs is obliged and responsible for organizing Admindukcapil nationally, the provincial government is obliged and responsible for

organizing Admindukcapil affairs at the provincial scale, the district / city government is responsible for organizing this Affairs at the district / city scale [1].

The existence of other regulations governing the authority of the regional government seems to be the problem of the sub-optimal distribution of tasks and responsibilities for the administration of Admindukcapil. Reference [2] mentions less authority for the provincial government in carrying out this matter. This little authority has implications for the budget allocation of the provincial government in carrying out Admindukcapil affairs. Whereas on the other hand the provincial government is required to implement [3] concerning Technical Guidelines for Appraisal of Performance of Officials in Work Units that Handle Admindukcapil affairs in Provinces and Districts / Cities government. This rule stated that the performance of the units that handled the provincial Admindukcapil affairs was a cumulative facilitation of the achievement of District/ City performance targets. This means that the success of the unit that organizes Admindukcapil affairs in the district / city determines the success in achieving the performance indicators of the Provincial Government.

Other problems, such as those conveyed by [4], are that even though [1] has divided the authority of the regional government in handling Admindukcapil, the division of authority between the provincial and district/city governments needs to be further specified. For the provincial government, it is necessary to compile a population strategic study that forms the basis of the provincial and district / city population policies and compile Operational Procedure Standard (SOP) for administrative services and conduct monitoring and evaluation of district/city administrative services. Meanwhile [5] states that the fundamental problem in population administration is that which relates to the definition of population used. The regional government considers that only those who need to be registered are official residents, which means using the de jure concept whereas in [1] it is stressed that the implementation of population registration is based on the principle of domicile or residence (de facto). More technically [6] mentioned that the lack of human resources both in quality and quantity in providing population administration services to the community and the lack of public attention to the importance of population administration for their lives, has made population administration services inaccurate.

The description of the problem as presented above cannot be separated from the distribution of businesses that must be handled at every level of government. Reference [7] states that the distribution of functions that do not attention to the ability of regions has the potential to harm the public interest. Various problems in the Admindukcapil service have caused the achievement of the fulfillment of the Electronic Resident Identity Card (KTP-el) to be realized one hundred percent. Data for the first semester of 2017 [8], the total population of Indonesia is 261,142,385 people, with a total of 185,249,711 records required by KTP-el, and a population of 178,580,721 records (97%). Thus in 2017 around 6,668,990 residents do not have an el-KTP.

The problems of does not optimally implementation of Admindukcapil also occur in Banten Province. Reference [9] states that all performance indicators target the units that handle Adminduk affairs are the ratio of babies with birth certificates, ratio of couples to marriage certificates, ownership ratio of KTP-el and NIK, ownership of birth certificates, data coverage and population information as stated in the [10] nothing was achieved. This condition illustrates that the handling of Adminduk's affairs at the provincial government level has not run optimally. Although according to [2] it is not the domain of the provincial government but if it refers to [1] or [3] still results in an assessment of the performance of the Provincial Government. Based on thats problems, it is necessary to conduct a research to identify problems regarding the implementation of the authority for population administration and civil registration in the Banten province.

II. METHODOLOGY

The method used in this research is descriptive research by obtaining qualitative based on primary and secondary data obtained based on interviews using an instrument that contains a list of questions that have been prepared. In-depth interviews (in-depth interviews) are conducted with respondents who have experience and are related to challenges (purposive sampling).

III. RESULTS

a. Problems of Population Administration Services in the Banten Province Region Based on Authority

Reference [2] concerning Regional Government which provides smaller space for the Provincial Government in exercising the authority of the Admindukcapil affairs has become the background for the provincial governments for unite Population Administration affairs with other similar affairs such as Women's Empowerment and Child Protection, Population and Family Planning Control, and Community and Village Empowerment. This also happened in the governance of Banten provincial government. Based on [11] Admindukcapil affairs are managed by the Office which handles three affairs at namely the Office of Women's Empowerment, Child Protection, Population and Family Planning (DP3AKKB).

Although [2] provides little authority for the provincial government, [1] fact gives a large obligation and responsibility to the Governor in managing Population and Civil Registry administration. Article 6 of [1] explicitly states

that the provincial government is obliged and responsible to carry out Admindukcapil affairs. As a derivative of [1], reference [3] states that the performance of work units that handle population administration affairs provinces include: a. facilitation of achieving district/city performance targets. b. Development of apparatus and institutions of the Regency / City Population and Civil Registry Office. c. Monitoring and evaluating the implementation and achievement of Regency/City performance.

Unlike other matters that are the authority of the Regional Government, the [3] makes the DP3AKKB performance assessment also supervised by the Ministry of Home Affairs through the Director General of Disdukcapil. This condition illustrates that although the technical affairs of the Population Administration have been delegated to the Regency/City Government, in stages the Central Government still has control in its implementation. In fact, not only in performance appraisal, in terms of appointment and dismissal, the Minister of Home Affairs through the Director General of Disdukcapil has the authority to appoint and dismiss officials in units that handle Population Administration matters in provinces and districts / cities [12]. This condition shows that there is a distortion in the implementation of regional autonomy that arises from the actions of the sectoral Ministry of Understanding which has taken over the functions that have been carried out by the regions [7]. In this case, the central government does not take over the authority but has strong control over the work units under the Regional Government.

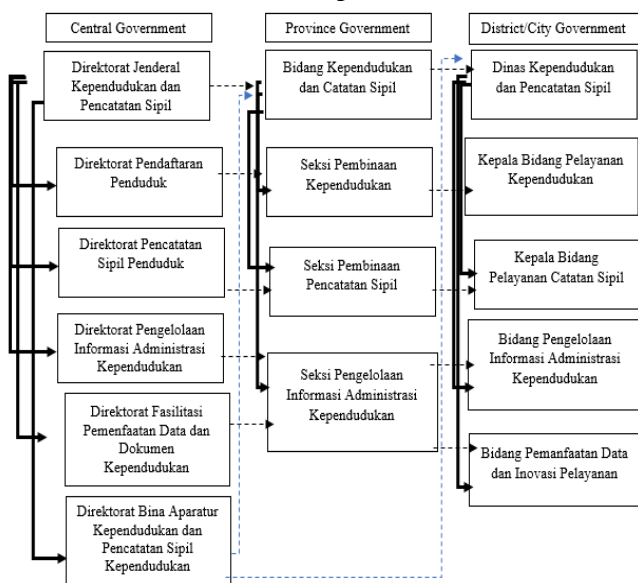
Workload demands from the Ministry of Home Affairs to meet performance targets as mandated in the [3] has responded the divison of Population and Civil Registry Administration DP3AKKB Banten Province by carrying out various coordination activities, supervision and assistance to the Department of Population and Registration Civil at District /City government. Although the printed ID card target has reached 93% of the population who are required to have a KTP (90.49% RPJMD target) the existence of a national target that requires coverage of ownership of the KTP el to 100% makes this sector make various efforts to overcome it [13]. The achievement of other indicators of concern for the Population and Civil Registration Section of the DP3AKKB Banten Province is the scope of birth certificate ownership of residents aged 0-18 years. The achievement of this indicator is not in accordance with the demands of performance achievement as stated in the [3] which states that the Coverage of Birth Certificate Ownership aged 0-18 years is 85%. Although it seems that the implementation of programs and activities overlap with the decentralized functions to the Regency / City [7], the acceptance of the Department of Population and Registration Civil (Disdukcapil) at District /City government causes this is not a problem. The Disdukcapil at Districts/City actually feels helped and expects the intensity of assistance carried out by the division of Population and Civil Registry DP3AKKB can be increased in the further. Limited budgeting, facilities and availability of resources owned by Disdukcapil Districts/City are expected to be overcome if they receive assistance from the Banten provincial government. Human resource problems are a common

problem encountered in the implementation population administration in city districts [6]. For this reason, it is necessary to strengthen institutions through budgeting support from the Banten provincial budget or the National Budget (Special Allocation Fund Scheme) as well as the placement of competent human resources in population administration so that these expectations can be realized.

b. Coordination Pattern of DP3AKKB Banten Province with Disdukcapil at District / City Government

The difference in institutional design that handles Admindukcapil affairs at the Central, Provincial and District/City Government must be anticipated by increasing coordination of each level of activity manager. Reference [3] which illustrates that the achievement of provincial performance is a cumulative achievement of the achievement of district/city performance targets also indicates that the success of the service of Population Administration and Civil Registration nationally is also a cumulative achievement of the achievements of the provincial government. Therefore, various programs and activities that are rolled out in the framework of achieving collective achievements must be carried out cooperatively not only within the organization but also across organizations that handle Admindukcapil affairs. In stages the Directorate General of Population and Civil Registration of the Ministry of Home Affairs must be able to coordinate and direct the implementation of programs and activities in the division of Population and Civil Registration of the DP3AKKB. Likewise, the division of Population and Civil Registry of the DP3AKKB must be able to coordinate and direct the implementation of the programs and activities of the Disdukcapil at the City/District government. Coordination and direction from the division of Population and Civil Registration DP3AKKB is manifested in the form of activities in each sections in this division to support the programs and activities of each division at the Disdukcapil at the City/District government. A simple pattern of coordination and supervision is described as follows at this picture:

Fig. 1. District / City, Province and Central Government Coordination Patterns in Handling Admindukcapil Affairs



The pattern of coordination also has an important role to play in raising people's awareness of the importance of ownership of civil registration and civil registration documents. Lack of public attention to the importance of population administration for their lives makes the services of population administration provided less than optimal [6]. For this reason, in the context of increasing public awareness of the orderly administration of population and civil registration based on [1], the government has launched the Indonesian Population Administration Conscious Movement (GISA) [14]. Following up on this, starting in 2018, the Governor of Banten has launched the movement of the Indonesia Population Conscious Administration (GISA) in Banten Province. This activity is a collaboration between the Ministry of Home Affairs, the Provincial Government of Banten and the Districts / Cities of Banten. the launch of GISA also marked the start of four GISA programs in Banten, namely awareness of ownership of population documents, awareness of updating population data, awareness of utilization of population data and awareness of serving population administration towards service to the community. This movement is very important to support the progress of government in the effort to record population data used to support other programs. For this reason, the presence of residents who are domiciled in district / city areas requires an increase in the intensity of coordination and assistance to the Disdukcapil of district / city governments in Banten province.

CONCLUSION

1. Law 23/2014 provides a very limited portion of authority for the provincial government to manage the affairs of Population Administration and Civil Registry. Based on Law 23/2014, the implementation of Population Administration and Civil Registration affairs is still largely under the authority of the central government. The authority of the district / city government is limited to population registration services, civil registration services, population data collection, utilization and presentation of district / city population database. Meanwhile, the provincial government only has the authority to make a population profile at the provincial level.

2. Lack of authority and responsibility to carry out affairs of Population Administration and Civil Registration at the provincial government level has made the Banten provincial government combine the Population Administration and Civil Registry affairs with two other affairs, namely the affairs of women's empowerment and child protection and the affairs of population control and family planning.

3. The combining of the affairs Population Administration and Civil Registration with other affairs resulted in the non-optimal implementation of the tasks and responsibilities of the provincial government in handling population administration as stated in Law 24/2013 on Population Administration and the achievement of several performance indicators as stated in the Minister of Home Affairs Decree. Number: 100-1077 Dukcapil Year 2017

4. Institutional Strengthening of the Departement of the Women's Empowerment, Child Protection, Population and

Family Planning (DP3AKKB) is required by fulfilling the need for human resources who have competence in the area of population administration, especially expert in Population Administrator Database (ADB), Banten Provincial Budgeting alignments and optimizing budget submissions sourced from the APBN.

RECOMMENDATION

1. Banten Provincial Government needs to strengthen institutions to improve performance in the context of achieving the target of Population and civil registration administration affairs both in regional and national scope. Institutional strengthening can be realized through fulfilling the need for human resources who have competence in the area of population administration, especially expert in Population Administrator Database (ADB), Banten Provincial Budgeting alignments and optimizing budget submissions sourced from the APBN.

2. It is necessary to instill a spirit of mutual cooperation which is not limited to the internal environment of the organization but includes external organizations ranging from the Department of Population and Civil Registration in the District/City governments, Division of Population and Civil Registry in Banten Province government (DP3AKKB) and related directorates within the Director General of Population and Civil Registration Ministry of Home Affairs.

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