



KOMPAK-CRVS Implementation Stories

in the Brebes, Pemasang, and Pekalongan
Central Java Province



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From 2015 to 2022, a collaboration between the Government of Indonesia, coordinated by Ministry of Development Planning (Bappenas), and the Government of Australia through KOMPAK, supported the Government of Indonesia's efforts to strengthen basic services and economic empowerment to reduce poverty. In partnership with the Center on Child Protection and Wellbeing at Universitas Indonesia (PUSKAPA), BAPPENAS and KOMPAK designed and implemented the Civil Registration and Vital Statistics (PASH/CRVS) program.

The CRVS program aims to help local governments and relevant service units inclusively record, without exception, all its citizens, especially the poor and vulnerable. The outcome will be that the citizens will then have their legal identity rights fulfilled and can use their legal identity documents to access basic services to support their welfare. In addition, the citizen data will be managed and become the basis for planning and improving these basic social services through accountability.

This document summarizes the journey, achievements, and lessons learned from the implementation of the CRVS program in the Brebes, Pemasang, and Pekalongan districts. At its conception, the CRVS program deliberately selected several subdistricts from those three districts as part of KOMPAK's working areas, but later on the program developed and expanded to several other districts.

This document is composed chronologically, with data and descriptions extracted from 91 documents consisting of activity reports, research, policy papers, technical documents, and bulletins. This document will support the synthesis analysis for the final report of the CRVS program as a whole.



A. Initial Situation of the Civil Registration and Vital Statistics System in Brebes, Pematang, and Pekalongan

To ensure that KOMPAK-driven programs effectively strengthen civil registration and vital statistics systems, KOMPAK and PUSKAPA carried out various assessments and studies at the beginning of their collaboration. In 2015 KOMPAK and PUSKAPA conducted a formative study¹ by sampling three subdistricts in three districts—West Aceh, Pekalongan, and Pangkep — to obtain in-depth information on community access and the CRVS system. The study provided an overview of the political, economic, social, and geographical backgrounds of the poor and vulnerable communities in each area.

Various assessments and mapping of CRVS related issues were carried out in all KOMPAK pilot areas.² A situation analysis³ was also conducted using the National Socioeconomic Survey (Susenas) data, civil registration data from the local civil registration office, as well as by reviewing relevant regulations at the regional level.

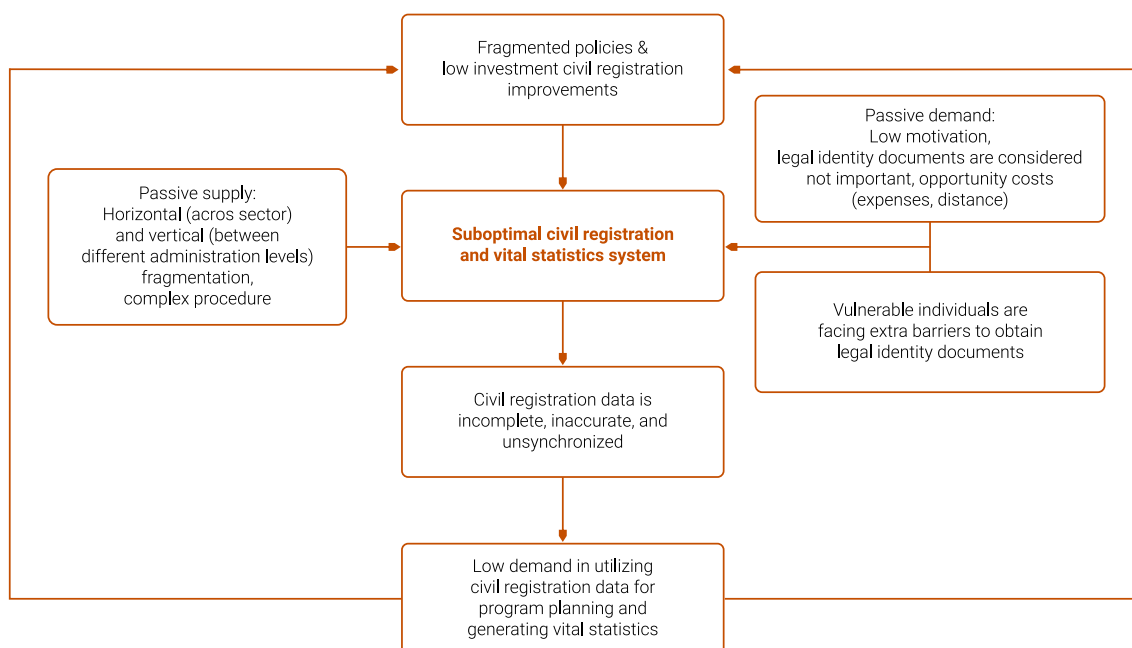
Based on the results of various assessments and studies, the CRVS program identified a number of key barriers to providing an inclusive and accountable civil registration and vital statistics system. The majority of these barriers were access obstacles that communities faced (demand side), and issues experienced by service providers (supply side), as well as a lack of policy enforcement and enabling environments.

¹ Kusumaningrum, S., et. al. (2016). *Back to what counts: Birth and Death in Indonesia (A Study to Institutionalize Civil Registration and Vital Statistics in Basic Services)*. BAPPENAS, KOMPAK, and PUSKAPA. <https://puskapa.org/en/publication/640/>

² PUSKAPA. (2016). *CRVS Program Design, a collaboration between Center on Child Protection & Wellbeing, University of Indonesia (PUSKAPA) with the Ministry of National Development Planning (Bappenas) and Community Collaboration and Services for Welfare (KOMPAK)*. [unpublished document]

³ PUSKAPA (2016-2020). *2016-2020 CRVS Situation Analysis in Brebes, Pemalang, and Pekalongan Districts*. A Collaboration between PUSKAPA, Bappenas, and KOMPAK [unpublished document]

Diagram 1. Mapping CRVS Related Problems



Demand Side Barriers

Long distances, processing fees,⁴ and complicated processing of paperwork were found to be the main barriers for residents in obtaining identity documents. Although administrative fines and application fees for birth certificates were removed, in Pekalongan, associated costs due to the distance and limited transportation options to get to and from government offices remained a hindrance.

The community's lack of initiative to report their personal/family life events also contributed to the suboptimal results of the recording system.⁵ Applications for identity documents was low because people did not see how having the documents could benefit them. The study found that even deaths were rarely reported promptly as most families preferred to wait, sometimes

⁴Processing fees refer to costs other than administrative fees incurred by the applicant, such as transport fares, photocopying costs, or fees when using informal processing services.

⁵Bappenas. (2016). *Catatan Kebijakan Juli 2016: Tak Terlihat, Tak Terjangkau: Memutus Rantai Keterabaian CRVS dan Keterlibatan Masyarakat*. PUSKAPA, Australian Aid & KOMPAK.

for a whole year, until they had to record another event, such as birth or change

of residence, to remove the name of the deceased from the official family card.

Supply Side Barriers

Although regulations at the national level aimed to bring services closer to communities at the subdistrict level, this had not been implemented in most subdistricts and villages. As a result, vulnerable people and others who lived far from their civil registration office had to travel long distances, as the offices are commonly located in downtown areas.

The lack of available and quality human resources also hindered the provision of civil registration services. For instance, an initial study found that there were only two civil registration officers in Petungkriyono, a subdistrict in Pekalongan, to process all the applications for identity documents.⁶ Officers at the subdistrict level with experience in the registration verification and validation process were often transferred to other areas, leaving the community to be served by untrained people such as health volunteers, Posyandu cadres, or midwives.

The CVRS system was also impeded by a lack of guiding policies when it came to inter-sectoral collaboration. Some government offices that could reach unregistered groups assumed that they were not authorized to do so. For example, no effort was made by the education sector to contact those students without birth certificates. Although it was required to admit a child to school, most schools did not systematically record the status of a student's birth certificate. Structured effort was also wanted in the health sector where health facilities and midwives could directly facilitate birth registrations. Although several midwives were willing to assist, in general, health workers were reluctant to because of their high workload. In the education sector, although it was required to admit a child to school, most schools did not systematically record the status of a student's birth certificate.

⁶ Kusumaningrum, S., et. al. (2016). *Back to what counts: Birth and Death in Indonesia (A Study to Institutionalize Civil Registration and Vital Statistics in Basic Services)*. BAPPENAS, KOMPAK, and PUSKAPA. <https://puskapa.org/en/publication/640/>

Funding for civil registration in the regional budgets was quite low and limited to regular services.⁷ Government offices did not have the funding to provide mobile services, procure

the necessary equipment, employ sufficient and competent staff, or utilize information and communication technologies.

The Lack of Supporting Policies and Enabling Environment

The suboptimal implementation of the CRVS system was also influenced by the fact that the civil registration data system was not connected with data systems in other sectors. In 2015, the Ministry of Home Affairs opened access to civil registration databases in other sectors, such as health and social welfare. However, this access was strictly limited to verifying the Citizen Identification Number of BPJS insurance members, and it was found that much of the registration data was invalid.⁸

The lack of optimal connectivity between relevant sectors with respect to the most recent or up-to-date civil registration data made it difficult for other sectors to use the data as a basis for planning and budgeting. Although discussions on efforts to harmonize sectoral data had been carried out several times, discrepancies were still found between the need and the availability and timeliness of data, posing a major setback in these efforts.

⁷ KOMPAK. (2021). Public Financial Management Challenges: Lessons Learned from the Budget Constraint Analysis in 15 Districts. KOMPAK.

⁸ Fauzia, M. (March 17, 2021). Dirut BPJS Kesehatan: 1.6 Juta Data Pbi Tak Valid. Kompas.com. <https://money.kompas.com/read/2021/03/17/193020326/dirut-bpjs-kesehatan-16-juta-data-pbi-tak-valid>.

The 2015 Susenas Birth Certificate Ownership Analysis

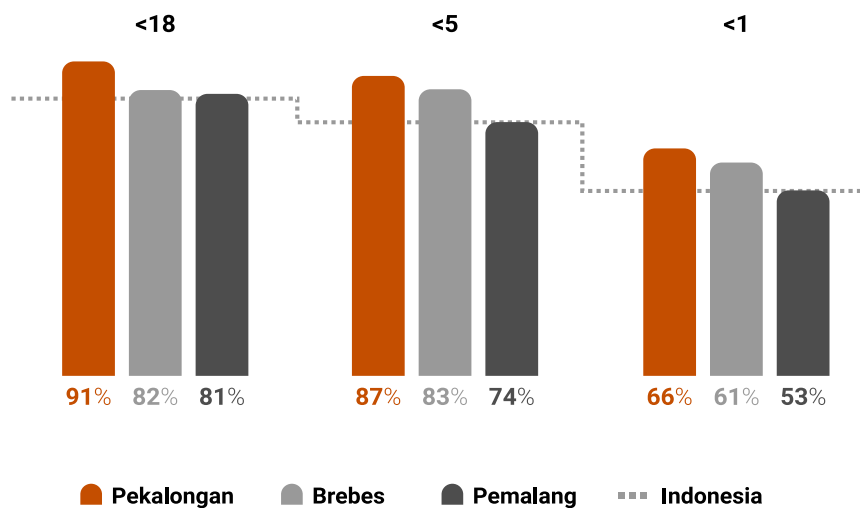
The 2015 Susenas analysis on birth certificate possession⁹ in Pekalongan, Brebes, and Pemalang provided an overview of the situation in each district, which informed the formulation of program designs that would be implemented.

The suboptimal results of the CRVS system was indicated by the low rate of birth certificate issuances for newborns. This pattern was observed in almost all KOMPAK-supported districts in the Central Java province. In Pekalongan,

birth certificate possession was 91% for children under 18, about 87% for children under five, and only 66% for children under 12 months. In Brebes, the rates were 82% for children under 18, 83% for children under five, and only 61% for under 12 months. In Pemalang, the numbers were 81% for children under 18, 74% for children under five, and only 53% for children under 12 months (Diagram 2). This initial data indicated that the civil registration system had not been able to record data for newborn children in a timely manner.

Diagram 2. Estimated Birth Certificate Ownership by Age (U18, U5, U1) in KOMPAK Supported Districts, Central Java, in 2015

(Susenas, 2015)



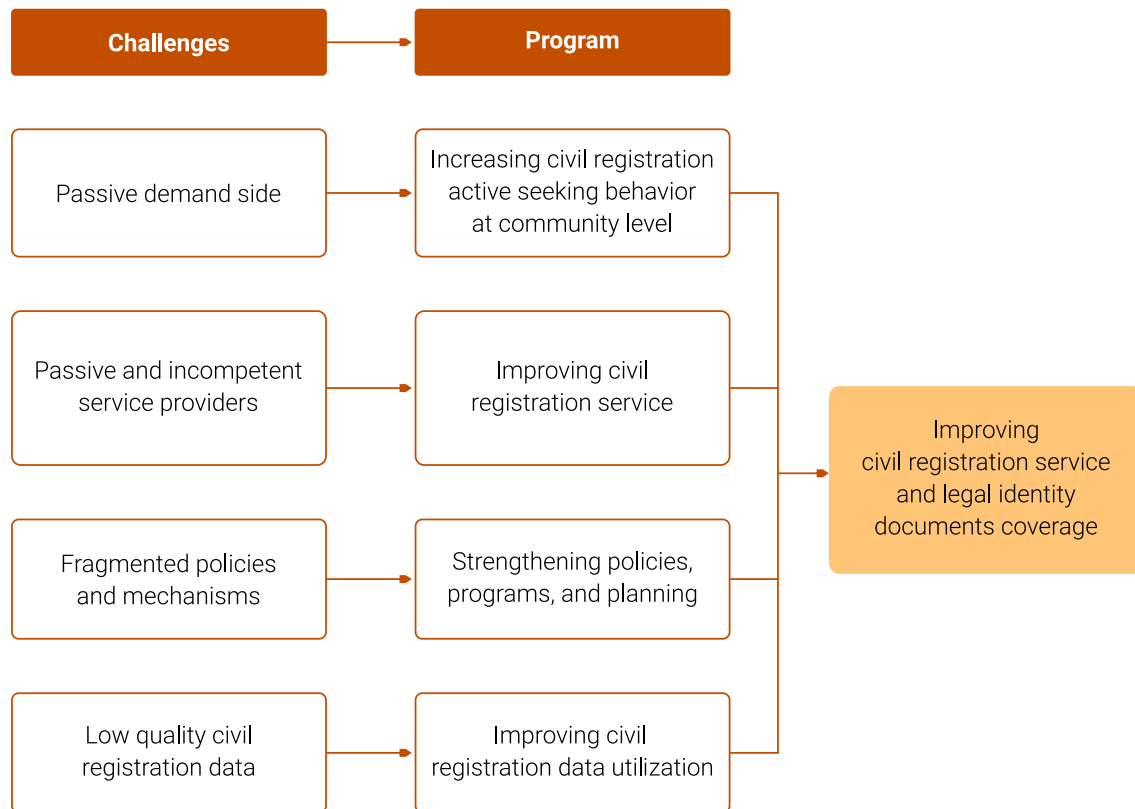
⁹Based on respondents who reported having a birth certificate.



B. Initial Design of the KOMPAK CRVS Program¹⁰

¹⁰PUSKAPA. (2016). *CRVS Program Design*, a collaboration between Center on Child Protection & Wellbeing, University of Indonesia (PUSKAPA) with the Ministry of National Development Planning (Bappenas) and Community Collaboration and Services for Welfare (KOMPAK). [unpublished document]

Diagram 3. Initial CRVS Program Design



Based on the results of a problem mapping conducted at the beginning of the program design, various targeted activities were developed to increase applications for and possession of official identity documents. These activities included information gathering, technical assistance, behavior-changing communications, support for community institutions, as well as testing and improving various implementation models. The activities were directed at

improving the civil registration system by increasing the incentives for people to apply for their identity papers; increasing the amount and quality of civil registration services; strengthening policies and operational systems for effective services, and increasing the use of civil registration data.



C. KOMPAK-CRVS Implementation Stories (2016-2018)

Cross-Sectoral Collaboration

Brebes

Cross-sectoral collaboration in CRVS began in 2017 with the integration of a number of services, including marriage legalization for Muslim couples, by the religious courts, issuance of marriage certificates by the Religious Affairs office, and issuance of birth certificates by the civil registration office.

The CRVS program initiated this integration to encourage cross-sectoral collaboration during a workshop on mapping CRVS needs and challenges in Brebes. In December 2017, the program passed its first milestone: the issuance of Brebes Regent Regulation Number 116 of 2017, which established an integrated CRVS service involving the District Education Office, Health Office, and Islamic boarding schools managed by the Office of Religious Education.¹¹

In 2017, Brebes also launched a collective registration service model, developed through a series of cross-sectoral discussions initiated by the program. This model focuses on accelerating birth registration through front-line health, education, and social protection services as well as increasing the coverage of Citizen Identification Numbers (NIK), National Identity Cards (KTP), Family Cards (KK), marriage certificates, and death certificates in collaboration with village and subdistrict officials.¹² Based on the results of cross-sectoral

discussions and workshops, the program agreed to support the development of key acceleration and outreach services in the district, including *Jempol Kalih* (Birth Certificate-KTP Mobile-Pick-up Service) and *Bangkit* (Immediate Issuance of Birth Certificate and Family Card). *Jempol Kalih* is a civil-registration service operated in collaboration with the education office and the Educational Technical Service Unit (UPTD) in the subdistrict. *Bangkit* is a program, launched in collaboration with the District Health Office and subdistrict health centers, for identifying, documenting, and issuing legal identity documents for newborns.

The CRVS program's support also strengthened monitoring of CRVS services driven by cross-sectoral programs. In April 2018, a total of 3,959 supporting documents and data from unregistered residents were collected by going door to door in the community, which helped facilitate the processing of legal identity documents.¹³

¹¹ KOMPAK-TAF Program Implementation Report.

¹² KOMPAK & PUSKAPA. (2017). *Collective Actions to Break the Cycle of Invisibility: A Program Report on Institutionalizing Inclusive and Accountable Civil Registration and Vital Statistics (CRVS) Systems (1 Aug 2015 - 31 Aug 2017)*. KOMPAK & PUSKAPA.

¹³ KOMPAK & PUSKAPA. (2017). *Collective Actions to Break the Cycle of Invisibility: A Program Report on Institutionalizing Inclusive and Accountable Civil Registration and Vital Statistics (CRVS) Systems (1 Aug 2015 - 31 Aug 2017)*. KOMPAK & PUSKAPA.

Pemalang

The CRVS program established support for cross-sectoral collaboration to increase issuance of legal identity documents in Pemalang by strengthening Integrated Service/Yandu, an integrated service program operating in the district since 2017. Integrated Service/Yandu is an integration of several services, including marriage legalization (*itsbat nikah*) by the religious courts, issuance of marriage certificates by the Religious Affairs office, and issuance of birth certificates by the civil registration office.

The CRVS program supported collaboration with the district government to reduce the cost of marriage-legalization proceedings, where applicants had to pay fees of up to one million rupiah to get their marriage legalized. With these fees now covered with funding from the district budget (APBD) and village budget (APBDesa), Integrated Service/Yandu has become more accessible, and so is expanding coverage of legal identity document ownership in the district.¹⁴ The access facilitation provided by community maternal and child health centers (Posyandu) resulted in 126 previously undocumented couples acquiring proof-of-marriage certificates in 2017.¹⁵

In March 2017, the program encouraged the Pemalang district government to initiate cross-sectoral discussions to develop a model for accelerating the issuance of legal identity documents in their communities. From these discussions, the civil registration

office issued a Memorandum of Understanding (MoU) along with the education office, the Indonesian Association of Early Childhood Educators and Education Personnel (HIMPAUDI) and the Indonesian Kindergarten Teacher Association (IGTKI) to identify children without birth certificates in Early Childhood Education (PAUD) and Kindergarten schools.¹⁶

Of the three KOMPAK-supported districts in Central Java, only Pemalang has yet to implement an acceleration model. Although a cross-sectoral collaboration model has not yet been fully established, the Pemalang civil registration office has managed to consistently conduct mobile and pick-up services at subdistrict and village levels. As of April 2018, Pemalang reported a 25 percentage point increase (from 55% at the end of 2016, to 80%) in birth certificate possession among children.

¹⁴ KOMPAK-TAF Program Implementation Report.

¹⁵ KOMPAK & PUSKAPA. (2017). *Collective Actions to Break the Cycle of Invisibility: A Program Report on Institutionalizing Inclusive and Accountable Civil Registration and Vital Statistics (CRVS) Systems (1 Aug 2015 - 31 Aug 2017)*. KOMPAK & PUSKAPA.

¹⁶ KOMPAK, The Asia Foundation, LPPSP, & PUSKAPA. (2018). *Progress Pelaksanaan Kegiatan, Capaian, dan Tantangan di 3 Kabupaten* [Power Point].

Pekalongan

As reported in the 2015 CRVS baseline study, Pekalongan had established cooperation between civil registration and other sectors, especially health and education. In 2015, Family Welfare Empowerment (PKK) cadres were trained and mobilized to explain the importance of acquiring legal identity documents and the process of obtaining a birth certificate. The health sector's close involvement with birth and mortality services illustrates its strategic role in the CRVS process.

In the Petungkriyono subdistrict, health workers such as community maternal and child health centers (Posyandu) cadres and traditional birth attendants have better access to remote communities than midwives. In Petungkriyono, schools have agreed to help identify students without a birth certificate and to coordinate with village and subdistrict officials for follow-up. However, the family card still remains an alternative for school registration. On the other hand, the prospect of mobilizing teachers to help students obtain birth certificates has raised concerns among officials at the District Education Office. They worry that this additional task might interfere with the teachers' primary functions and the duties of other agencies.¹⁷

Since October 2016, the program has also encouraged all subdistricts in Pekalongan to participate in a civil registration innovation competition by devising a model for accelerating birth certificate ownership. The five

winning submissions were adopted into programs to encourage cross-sectoral coordination with registration offices. One such innovation, the winner of the 2016 competition, is the Petungkriyono Civil Registration Ojek (*Jek-Duk*), which addresses time-consuming and costly transport between some communities and registration offices. *Jek-Duk* continues to be refined and promoted by the program.¹⁸ With the *Jek-Duk* service, the time needed to process legal identity documents has been reduced from 2-4 weeks to only 2-4 days. As a result, 1,523 legal identity documents have been issued through the *Jek-Duk* service in Pekalongan. This initiative has made civil registration services more accessible to the community by encouraging subdistrict officials to play a more active role in collecting requests from community members for further processing.

In March 2017, the CRVS program facilitated cross-sectoral collaboration to kick-start the development of an

¹⁷ Kusumaningrum, S., et. al. (2016). *Menemukan, Mencatat, Melayani: Kelahiran dan Kematian di Indonesia (Studi dan Rencana Pelembagaan Identitas Hukum dan Sistem Pencatatan Sipil dan Statistik Hayati (CRVS) pada Layanan Dasar)*. KOMPAK & PUSKAPA.

¹⁸ Ibid.

acceleration model in Pekalongan. A series of discussions and workshops mapped out needs and challenges, and encouraged CRVS model interventions in accordance with local context and available resources. In addition to using Jek-Duk as a model for outreach and acceleration services, the discussions also determined the framework for collaboration with the health¹⁹ and education sectors.²⁰

In April 2017, based on discussions initiated by the program, a local regulation was issued to establish coordination of each sector and determine a budgeting process that includes the the civil registration service component in village budgets.²¹ Meanwhile, the program continued to provide technical support for the Integrated Service/Yandu program, resulting in the issuance of 218 marriage certificates in 2017.

Collaboration with Village Communities

By April 2018, seven of the 16 districts had already established a village-level civil registration service mechanism through the appointment of a village registration facilitator, who was then referred to as a CRVS facilitator. The CRVS facilitator was tasked with facilitating applications for legal identity documents at the village level and to support the process at the district or subdistrict level. The program provided technical assistance to local governments in executing these functions in the districts of West Aceh, Bireuen, Bener Meriah, Pekalongan, North Lombok, East Lombok, and Sumbawa. Between July 2017 and April 2018, 319 CRVS facilitators were appointed to work in the villages, including 34 facilitators

placed in the education service unit and community health centers.²² The program also provided training, mentoring, and access to materials and references required by the CRVS facilitators. The primary responsibility of the CRVS facilitator is to assist community members in applying for identity documents and otherwise to navigate the complex administrative process. These tasks include quantifying the need for civil documents within the community and assisting individuals to acquire, complete, and submit applications. Upon receiving an application, the CRVS facilitator submits it to the district or subdistrict registration office (if available), and later collects the issued document and delivers it to the applicant.

¹⁹ The health sector will identify and serve the need for birth certificates and updates to family cards for newborns in hospitals and puskesmas.

²⁰ The education sector will identify children without a birth certificate and students who are eligible for an ID card once they turn 17 years of age.

²¹ PUSKAPA (2017). PUSKAPA Quarterly Report Periode April-Juni 2017. [unpublished document]

²² KOMPAK & PUSKAPA. (2017). *Collective Actions to Break the Cycle of Invisibility: A Program Report on Institutionalizing Inclusive and Accountable Civil Registration and Vital Statistics (CRVS) Systems (1 Aug 2015 - 31 Aug 2017)*. KOMPAK & PUSKAPA.

Brebes

Between July 2017 and April 2018, the CRVS program introduced the CRVS system at the village and subdistrict levels by empowering facilitators and local communities. From July 2017 to April 2018, 1,611 village officials (433 women, 728 men) were trained to deliver civil-registration services.

This included 319 CRVS facilitators in Central Java who had been appointed since July 2017, of which 34 were placed in education service units and subdistrict health centers. All 319 facilitators received full support based on a governor's or regent's decree regarding the institutionalization and implementation of village and subdistrict

infrastructure. In April 2018, the program also began to prepare a grass-roots style of communication materials to educate villagers about the importance of civil registration, which were distributed to 1,053 residents (542 women and 511 men) through a series of 28 community discussions in the target villages.²³

Pekalongan

In Petungkriyono subdistrict in Pekalongan, village officials, including the village or hamlet chief, regularly assist in collecting and processing identity document applications.

According to program administrators, the involvement of the hamlet chiefs is more common in Pekalongan compared to the other two districts. The communities tend to place a great deal of trust in their leaders, and are comfortable turning to them for help in acquiring official documents. Meanwhile, the Pekalongan registration office was

severely understaffed, with only one operator in charge of managing the civil registration information system (SIAK), even though five operators were requested for the task. Thus, the program advocated for the appointment of CRVS facilitators at the village level to help community members obtain their identity documents.

²³ KOMPAK & PUSKAPA. (2017). *Collective Actions to Break the Cycle of Invisibility: A Program Report on Institutionalizing Inclusive and Accountable Civil Registration and Vital Statistics (CRVS) Systems (1 Aug 2015–31 Aug 2017)*. KOMPAK & PUSKAPA.

Strengthening Policies & Standard Operating Procedures (SOPs)

Brebes

In 2017, the CRVS program began to promote the improvement of civil registration services through policy advocacy. In September of that year, advocacy efforts resulted in the issuance of Brebes District Secretary Circular Letter Number 470/02874/IX/2017 on the Facilitation of Screening and Processing of Birth Certificates and Death Certificates.

This instruction was implemented across multiple sectors: education service units reached 1,178 children; the health sector, primarily hospitals and community health centers, reached 363 children; the social sector through the subdistrict social welfare personnel and Family Hope Program (PKH) facilitators reached 4,665 children, and the *Fatayat* organization managed to reach 40 children.²⁴

Removing penalties for delayed application for identity documents represents the first step in improving service and increasing birth certificate possession in Brebes. The CRVS baseline study revealed that fines for late applications were a significant barrier in applying for official documents. In September 2017, the program's advocacy efforts resulted in the issuance of Brebes District Head Decree Number 470/458 of 2017 on the Exemption of Administrative Fines for Late Birth Reporting for Children Aged 0-18.

The CRVS program continued advocating through discussions on strategies to increase identity document ownership, eventually resulting in the issuance of more regulations with a wider scope, including Brebes Regent Regulation Number 116 of 2017 on Accelerating Increased Coverage of Birth Certificates and Death Certificates. By involving the health, education, and social sectors in initial discussions on improving civil registration services, the regulation also encouraged the implementation of a birth-registration policy supported by schools, subdistrict health centers, midwives, and orphanages in identifying and assisting children without a birth certificate. Through this regulation, the program also encouraged the appointment of CRVS facilitators at the village level, covering 285 villages throughout the Brebes district. In the three villages directly supported by the program, a community-based group called *Selapanan*²⁵ was also

²⁴ KOMPAK, The Asia Foundation, LPPSP, & PUSKAPA. Progress Pelaksanaan Kegiatan, Capaian, dan Tantangan di 3 Kabupaten [Power Point]

²⁵ Selapanan is a women's group consisting of village residents. The group was established to ensure representation and participation of marginalized women in social life and local economy. The group regularly meets to discuss issues around basic services, including health, education, and civil registration (Adapted from the PPA PPA Division <http://dp3kb.brebeskab.go.id/antara-jw-dan-selapanan-saling-complete/>).

established, strengthening the role of CRVS facilitators in identifying children without birth certificates, assisting with document management, and resolving issues related to identity documents.²⁶

By 2018, cross-sectoral discussions and policy advocacy activities carried out by the program had prompted the Brebes district government to issue seven regulations related to strategies for accelerating identity document acquisition. The CRVS program ensured the involvement of the health, education, social, and village sectors in a series of discussions to develop a CRVS improvement strategy with the civil registration office. These discussions resulted in seven interrelated regulations: a District Secretary Circular; four MoUs between the civil registration office and the District Education Office, Health Office, Social Affairs Office, and Village Social Service; a regent regulation (Perbup) on accelerating increased coverage of birth certificates and death certificates, and a district head decree on the exemption of administrative fines for late applications for legal identity documents. These regulations also stipulated the roles of the District Office of the Ministry of Religious Affairs, (which is responsible for publishing marriage certificates) subdistrict governments, and village administrators.

The CRVS program also supported the Brebes district government in translating existing policies into Standard Operating Procedures (SOP) in service delivery. In September 2018, the program formulated SOP templates for civil registration services, which had previously been developed from May to June of 2018 with implementing partners in Aceh and West Nusa Tenggara. However, the program only began supporting SOP development workshops in Central Java in 2019. The SOPs include standard procedures for civil registration services and a CRVS service model involving other sectors in the Brebes district government. The model is based on lessons learned from *Jempol Kalih*²⁷ and *Bangkit*.²⁸

²⁶ KOMPAK-TAF Program Implementation Report.

²⁷ Through the Jempol Kalih model, the service identifies and provides birth certificate and identity card services in schools (explanation adapted from the KOMPAK-TAF Program Implementation Report)

²⁸ Through the Bangkit model, the service provides immediate birth certificate issuance and family card updating after delivery (explanation adapted from the KOMPAK-TAF Program Implementation Report)

Pemalang

In 2017, the program's advocacy to support a more inclusive Integrated Services/Yandu resulted in four important regulations. The first two are Pemalang Regent Regulation Number 11 of 2017 on the Implementation of Legal Aid for the Poor, and Pemalang Regent Regulation Number 91 of 2017 on the Guidelines on Village Administration.

As the advocacy continued, the regulation that mandated the use of village funds was updated as Pemalang Regent Regulation Number 11 of 2018 on Technical Guidelines for the Use of Village Funds. These regulations served as the legal basis for local government agencies, particularly village governments, to facilitate official document services, especially for those who could not afford to pay service fees.

The program continued to conduct advocacy and cross-sectoral policy support to facilitate birth registration based on Minister of Home Affairs Regulation Number 9 of 2016 on Accelerating Increased Birth Certificate Ownership, which allowed a child's birth certificate to list the names of both parents using a Declaration of Absolute Responsibility (SPTJM) to substitute a marriage certificate. The program helped ensure that these stipulations and procedures were included in the SOP and service standards of the Pemalang registration office.²⁹ The program also supported the formulation of a strategy

known as Accelerating Increased Coverage of Birth Certificates and Death Certificates established through a series of cross-sectoral discussions initiated by the CRVS program, and later formalized in Pemalang Regent Regulation Number 12 of 2018. A series of program-sponsored cross-sectoral discussions produced three draft regulations in 2018: an MoU between the civil registration office, the Religious Courts and Ministry of Religious Affairs on Integrated Services for Marriage Legalization, Issuance of Marriage Books and Birth Certificates (Yandu); an MoU between the civil registration office and education office on data utilization and data sharing, and an MoU between the civil registration office and the health office on the registration of newborns for birth certificates at health care facilities.

²⁹ KOMPAK-TAF Program Implementation Report.

Pekalongan

Given the limited discretionary authority for budgeting at the local civil registration office, the CRVS program encouraged discussions between that office and the health, education, social, and regional and village governments to develop strategies to accelerate official document acquisition.

In 2017, a circular letter was issued from the district government instructing schools and community health centers to identify children without birth certificates and facilitate document applications.³⁰ The program's involvement in encouraging resource and role-sharing to increase birth certificate possession is summarized in a Regent Regulation (Perbup) on Birth Registration (Pekalongan Regent Regulation Number 7 of 2019 on Accelerating Increased Coverage of Birth Certificate and Death Certificate Ownership), in addition to

three previous supporting Perbup, namely Pekalongan Regent Regulation Number 46 of 2017 on Partial Delegation of District Head Authority to Subdistrict Heads, Pekalongan Regent Regulation Number 60 of 2017 on Accelerating Increased Ownership of Birth Certificates and Death Certificates, and Pekalongan Regent Regulation Number 5 of 2018 on the List of Village Authorities Based on Origin Rights and Village-Scale Local Authorities.

Utilization of Civil Registration Data

As identity documents are often required for accessing basic services, utilizing civil registration data from other databases is essential to ensure public access to these services. In Central Java, individual identification was conducted by Sub-District Social Welfare Personnel (TKSK) in updating the vulnerable-groups database so these individuals could obtain a Citizen Identification Number and be included in civil registration data. Central Java built an online database for 23 categories of vulnerable groups which is synchronized among districts.

This database also includes a column for Citizen Identification Number, which is verified by civil registration information system, to ensure that the most vulnerable individuals could be identified and assisted to obtain the required documents. In addition, the Central Java Office of Labor, Transmigration, and Population Affairs established an online communication media platform with the Central Java Regional Office of the Ministry of Religious Affairs to verify civil registration data for the registration of marriages.

³⁰KOMPAK. (2017). *Progress Report July - December 2017*. [unpublished document]

Evidence of civil registration data use in the education sector was also found in 2018. Schools and education institutions now use identity documents to verify graduation certificates as part of the student admission process.

A birth certificate is not required to benefit from social-assistance programs, such as the Family Hope Program (PKH), conditional cash transfers, or the Poor Student Assistance (BSM). Instead, individuals must be registered in the Ministry of Social Affairs database as being impoverished, defined as having an income level in the bottom 40% of the population, and immediately verified as poor by either the subdistrict social welfare personnel or PKH

facilitators. Even today, they also need a recommendation from their school to receive BSM. In Central Java, verification to receive BSM is based on having of a Social Protection Card (KPS).

Beginning in July 2017, CRVS facilitators and local partners in Central Java attended training on civil registration and the basics of using CRVS data as input for planning and programs. In particular, the program supported a regulation on the use and sharing of data between the education office and the local civil registration office. However, no specific strategy was promoted regarding data use during the 2016-2018 period, as the focus of assistance was on accelerating birth certificate acquisition.

In general, the implementation of the 2016-2018 CRVS program in Central Java resulted in several achievements, but there is still room for improvement. Some achievements and challenges during the 2016-2018 period included:

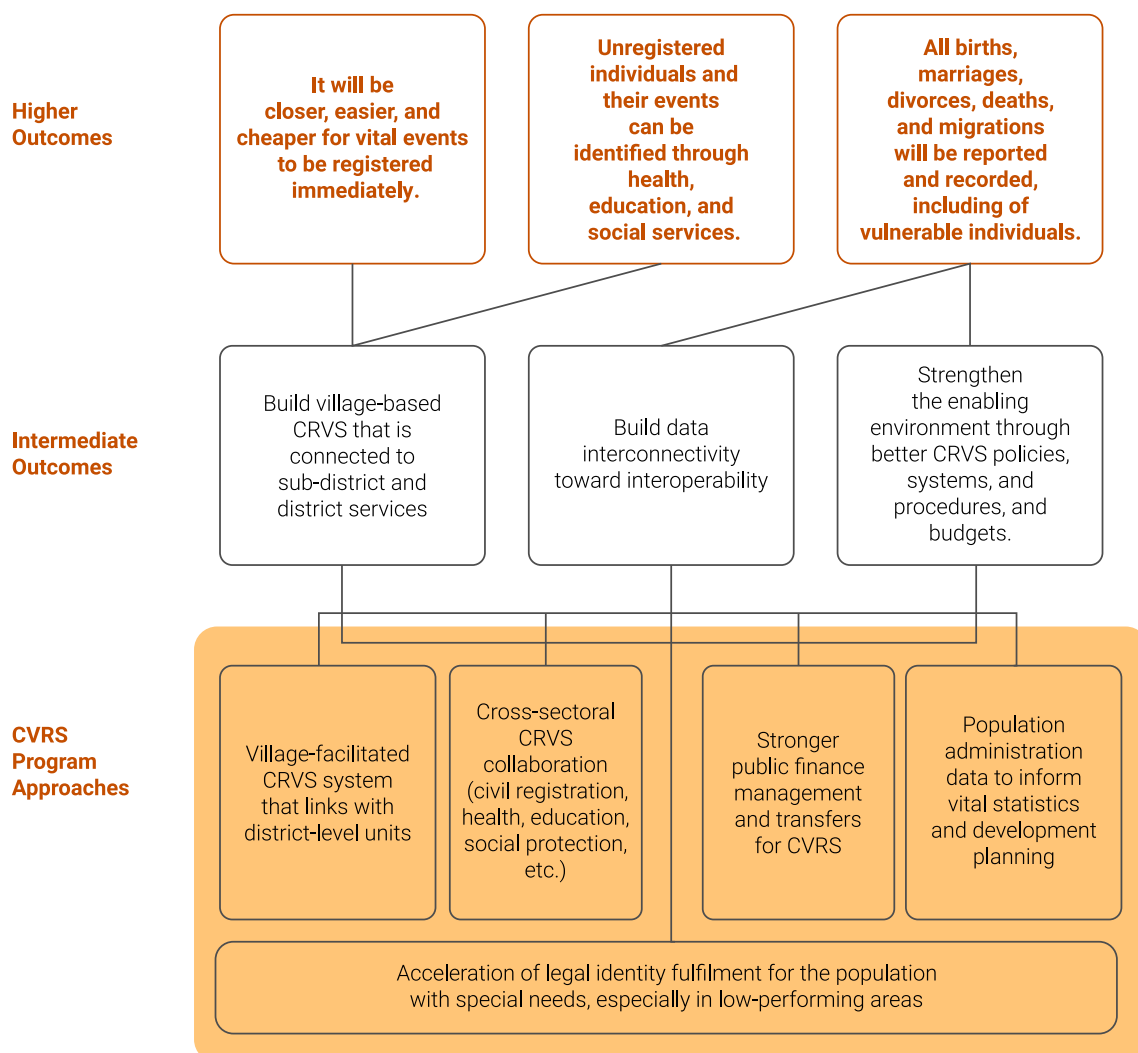
- 1) The possession of legal identity documents in general was improving, but there were still vulnerable groups who did not have access;
- 2) The civil registration service had started to implement the SOP, but most were only available in the districts;
- 3) The civil registration and vital statistics system had expanded into various sectors, but not all were fully connected;
- 4) The allocation of resources was still low for civil registration and vital statistics;
- 5) Civil registration data was still incomplete and inaccurate.



D. 2018 Transitional Period: Refocusing of the KOMPAK CRVS Program

In 2018, restructuring and refocusing of KOMPAK programs was carried out to ensure more effective interventions. Based on lessons learned from the 2016-2018 facilitation period, the CRVS program focused resources on supporting five main approaches: 1) A village-based CRVS system connected to service units in the district; 2) Cross-sector collaboration for CRVS; 3) Stronger local public financial management for CRVS; 4) Civil registration data for vital statistics and planning and 5) Acceleration of the acquisition of legal identity documents for people with special needs.

Diagram 4. Five CRVS Program Approaches



The CRVS program implemented its refocusing strategy by striving for the greatest impact possible with the resources available while ensuring relevance to the problem at hand. The stages or levels of implementation for each approach were readjusted based on the situation in a given working area.

The CRVS activities in 2019-2021 in East Java were focused on the model to facilitate civil registration services in the villages by encouraging the institutionalization of CRVS facilitator initiatives. In the 2019-2021 period, the CRVS program no longer facilitated or monitored other intervention models that were previously encouraged in the 2016-2018 period, including cross-sectoral collaboration.



E. Development of the 2019-2021 CRVS Program Approach in Brebes, Pemalang, Pekalongan Districts

Development of Ways to Facilitate Civil Registration Services in the Village

Inhabitants of remote villages have difficulty accessing civil registration services because of the time and expense required to reach the registration office in their district. Acknowledging this problem, the CRVS program encouraged the formation of CRVS facilitators to assist in facilitating the administration of official documents. Efforts made by the district governments of Brebes, Pemalang, and Pekalongan to provide cross-sectoral civil-registration services inspired the conception of the model to facilitate civil registration services in the villages. The village sector showed consistent contributions to helping residents obtain their documents. This became the basis for the innovative facilitation model implemented in Central Java, which had demonstrated the efficacy of this concept in increasing possession of official documents.³¹

In 2019, a pilot of the facilitation model was implemented in all the villages in two subdistricts in Pekalongan (Petungkriyono and Paninggaran), Brebes (Paguyangan and Bantarkawung), and Pemalang (Belik and Pulosari). This pilot program aimed at increasing the applications for identity documents, especially birth certificates, by encouraging the provision of civil registration service facilitation at the village level. The issuance of the Pemalang District Secretariat Circular Letter Number 470/861/Disdukcapil

on the facilitation of civil registration services in the villages had further driven the expansion of civil registration services into all the villages in Pemalang. Expansion beyond the pilot area was also carried out in Pekalongan and Brebes in the second semester of 2021.

The application of the model increasingly expanded throughout Central Java, and this showed the active role of districts and villages in administering civil registration services. In Pekalongan, Brebes, and Pemalang, the facilitation model was formalized under a regent regulation stipulating the authority of village governments in facilitating identity document applications, and establishing a budget allocation for the cost of obtaining such documents in the village budget. Villages in the Paguyangan and Petungkriyono subdistricts issued regulations or policies related to the role of village government and financial management to institutionalize the facilitation model. Interestingly, in Paguyangan subdistrict, one village had even issued a Village Regulation on Accelerating Increased Ownership of Legal Identity Documents as a legal framework for implementing the facilitation model. In addition, Standard Operating Procedures and monitoring and evaluation instruments for the model were also produced in Brebes, Pemalang, and Pekalongan in

³¹ Policy Paper on Replicating LAKBD in Central Java.

2021. In Pemalang, dissemination of the facilitation model Standard Operating Procedures was conducted in all villages and subdistricts, while monitoring and evaluation instruments had been piloted in Pekalongan.³²

In Central Java, the systems and procedures to facilitate civil registration services in the villages continued to be refined and standardized in order to anticipate the problem of illegal fees. The civil registration offices in Pekalongan, Brebes, and Pemalang had established standard service procedures for implementing the facilitation model as a guideline for villages in recruiting facilitators, collecting civil registration data, and processing identity document applications. These systems and procedures allowed officers to spot application errors at point of entry.³³

The three districts provided counters or officers specifically tasked with processing identity document applications through CRVS facilitators. The Pekalongan and Pemalang registration offices also provided dedicated Internet-based service accounts so CRVS facilitators could process identity document applications online. Collaboration between village governments and registration offices in processing applications also came with an integrity pledge to prevent illegal levies and other abuses.³⁴ The Central Java

Office of Community Empowerment, Villages, Population Administration, and Civil Registration (*Dispermadesdukcapil*) played a strategic role in supporting the implementation of the facilitation model in Central Java outside the pilot areas. Article 6 of Law Number 24 of 2013 on Amendments to Law Number 23 of 2006 on Civil Registration gave the provincial government the authority to coordinate, guide, supervise, consult, and socialize the administration of civil registration to district and municipal governments. Government Regulation Number 40 of 2019 on the Implementation of Law Number 23 of 2006 on Civil Registration mandated the implementation of this authority to province level civil registration offices. The Central Java *Dispermadesdukcapil* provided guidance, supervision, and consultation related to implement the model to district- and municipal-level registration offices.³⁵

Based on data from the June 2021 KOMPAK survey, all villages had implemented the model of facilitating civil registration services in the villages in Pemalang, while in Brebes and Pekalongan, the model was still in the pilot stage. In Pemalang, 211 villages (100%) had implemented the model. In Pekalongan, 24 (8%) villages in two subdistricts, Petungkriyono and Paninggaran, had implemented the model. In 2021, the replication

³² Annual Workplan CRVS KOMPAK 2021-2022 [unpublished document]

³³ Policy Paper on Replicating Model of Facilitating Civil Registration Services in the Villages in Central Java.

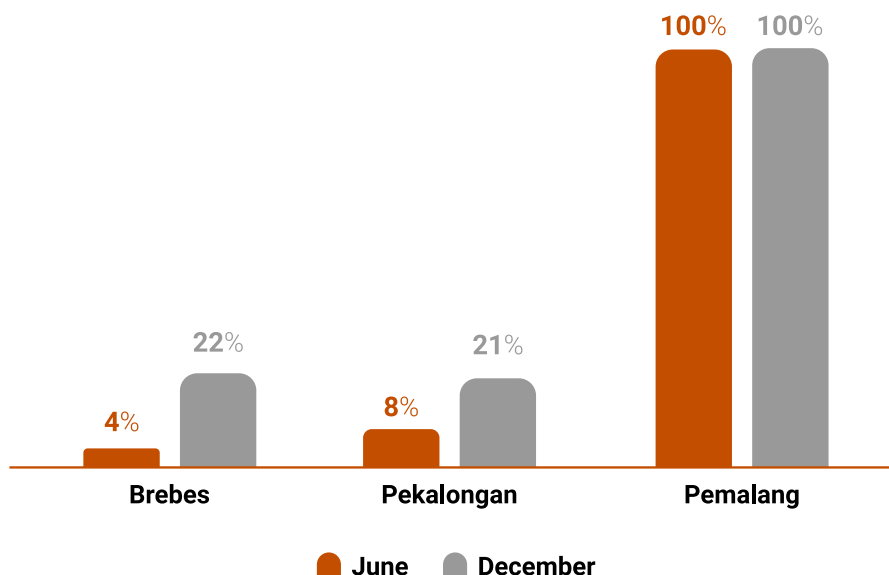
³⁴ Ibid.

³⁵ Ibid.

effort targeted 69 villages across five subdistricts in Pekalongan.³⁶ In Brebes, only 13 villages (4%) in two subdistricts, Bantarkawung and Paguyangan, had adopted the model (Diagram 6). While the model implementation in Brebes was still in the pilot stage, in the future

the pilot area would be expanded to two villages for each subdistrict.³⁷ Meanwhile in Pemalang, all villages in 14 subdistricts had adopted the model, where it had been institutionalized in the district's Regional Medium-Term Development Plan (RPJMD).³⁸

Diagram 5. Percentage of Villages that Have Implemented the Facilitation Model in KOMPAK Supported Districts, Central Java (KOMPAK District Survey, June & December 2021)



In May 2019, the program facilitated workshops and discussions on the establishment of a civil registration service unit in Brebes. During these

meetings, the context for the formation of the registration unit was provided along with further support to provided by PUSKAPA and KOMPAK.³⁹

³⁶ Baqi, A. (September 13, 2021). Praktik Baik Fasilitasi Adminduk di Desa Pekalongan [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

³⁷ Herbimo, M.S. (September 13, 2021). Praktik Baik BKD Brebes [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

³⁸ Asrini, N.W. (September 13, 2021). Praktik Baik Fasilitasi Adminduk di Desa Pemalang [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

³⁹ PUSKAPA 2019. PUSKAPA Progress Report March - May 2019. [unpublished document]

Prior to the implementation of the subdistrict service unit, the strategy of bringing CRVS services closer to the community had been promoted through village-level officers or facilitators able to assist residents apply for their identity documents. In November 2019, 285 CRVS facilitators were recruited in Brebes. In line with strengthening efforts at the village level, in August 2019 the program facilitated the development of Standard Operating Procedures (SOP) for civil registration services together with the Brebes registration office. In October 2019, the program followed up on the preparation of SOPs with training on their implementation. In September 2019, the program facilitated a technical meeting for the establishment of the Brebes civil registration service unit, and also conducted Training of Trainers workshops for CRVS facilitators in Semarang. In addition, workshops on the model were organized in Brebes and Pemalang in November 2019. In August and October 2019, the program facilitated workshops on the preparation of registration office SOP and training on the application of SOPs in Brebes and Pemalang.

In January 2020, the program supported the KOMPAK annual work plan for Central Java, focusing on the village-level CRVS system. In March 2020,

the program facilitated a workshop to discuss SOPs for CRVS services in Pemalang and Brebes. The arrangement of SOPs for service providers was also strengthened by the preparation of SOPs for implementing the model in villages as a follow-up to Brebes Regent Regulation Number 108 of 2020 on Village Authority-Based Civil Registration Services. The implementation of facilitating civil registration services in the villages was carried out by recruiting CRVS facilitators at the village level to assist residents in obtaining their identity documents. The CRVS facilitators had different titles in each region. In Brebes and Pemalang they were referred to as Village CRVS Facilitators (*Fasilitator Adminduk Desa*), while in Pekalongan, they were known as *Junjang Adminduk*.⁴⁰

In Pemalang, the Standard Operating Procedures supported by the program included SOPs for recruitment of village CRVS facilitators, data collection and updating of civil registration data, facilitation of online and in-person legal identity document applications, and coordination between village CRVS facilitators and the civil registration office.⁴¹ Additionally, in Pekalongan, the CRVS program assisted the development of SOPs for the recruitment of Junjang Adminduk, the collection and updating of civil registration data, operational

⁴⁰ Junjang adminduk is a civil registration service innovation that aims to bring services closer to the community. It is supported by a central government policy instructing that all legal identity documents, with the exception of e-KTP and KIA, can be printed on 89 grams A4 paper and signed electronically.

⁴¹ Asrini, N.W. (September 13, 2021). *Praktik Baik Fasilitasi Adminduk di Desa Pemalang* [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

protocols for *Junjang Adminduk* in electronic IDs and Child Identity Cards service delivery as well as general services.⁴²

In 2020, the district government delegated the authority to issue family cards and birth certificates to subdistrict offices. In Pemasang, the delegation of authority was implemented through the Civil Registration Data Collection Stations (TPDK).

A report delivered during the Discussion on Achievements and Good Practices for the Implementation of the facilitation model on 13 September 2021 noted that 30 Village CRVS facilitators had been appointed in Brebes (12 in Paguyangan subdistrict and 18 in Bantarkawung subdistrict) along with four trainers. Village CRVS facilitators in Brebes also performed data collection on vulnerable individuals under the Home-Based Civil Registration Services for Persons with Disabilities, People with Severe Illnesses, and the Elderly (*Pandu Disana*) initiative. However, as of 2021, the model had not yet been included in the Brebes District Medium-Term Development Plan (RPJMD).

In 2021, all villages in the Petungkriyono, Belik, and Paguyangan subdistricts already had CRVS facilitators. In

Petungkriyono (Pekalongan) they were known as *Junjang Adminduk*, while in Paguyangan (Brebes), they were referred to as Village CRVS facilitators (Fasilitator Adminduk Desa). Both *Junjang Adminduk* and *Fasilitator Adminduk Desa* were appointed entirely by the village officers through a village head decree. Five subdistricts and 68 villages replicated the facilitation model, including 11 in Karangdadap, ten in Talun, 11 in Lebakbarang, 22 in Bojong, and 14 in Kandangserang subdistricts.⁴⁴ There are nine *Junjang Adminduk* facilitators in Petungkriyono Subdistrict, 15 in Panninggaran Subdistrict, and six trainers.⁴⁵ In Pemasang, there are 12 facilitators at the district level (eight men and four women), 11 subdistrict CRVS facilitators (seven men and four women), and 211 Village CRVS facilitators (117 men and 94 women).⁴⁶

In Pemasang, all villages across 14 subdistricts replicated and coordinated the facilitation of civil registration services in the villages model through WhatsApp groups in each subdistrict. This excellent response demonstrates that replication efforts should be included in the planning documents of village governments and other local government offices, including in the Medium-Term Development Plan and the Annual Work

⁴² Baqi, A. (September 13, 2021). *Praktik Baik Fasilitasi Adminduk di Desa Pekalongan* [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

⁴⁵ Baqi, A. (September 13, 2021). *Praktik Baik Fasilitasi Adminduk di Desa Pekalongan* [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

⁴⁶ Asrini, N.W. (September 13, 2021). *Praktik Baik Fasilitasi Adminduk di Desa Pemasang* [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

Plan (Renja).⁴⁷ Monitoring and evaluation of the model was carried out through the Thematic Subdistrict Coordination Meeting (Rakorcam).⁴⁸

Information technology can play a strategic role in responding to emergency needs and situations. In April 2020, the CRVS program discussed strategies for utilizing online platforms to provide civil

registration services. In June 2020, the program developed a joint work plan between CRVS and the village sector to strengthen Covid-19 responses. The program team also held follow-up meetings on the use of online-based services and engaging CRVS facilitators to identify and record vulnerable individuals during the pandemic.

Strengthening Civil Registration Services for Vulnerable Communities in Central Java during the Covid-19 Pandemic

During the Covid-19 pandemic, the Indonesian government pledged to support vulnerable communities by providing social assistance. However, the social-welfare database, which had been the primary reference for social assistance distributions, could not be used to reach the most vulnerable members of the community because much of the data was out of date. The program saw an opportunity to contribute in supporting the distribution of social assistance to vulnerable communities through the CRVS sector.

The program recognized that efforts were needed in each KOMPAK-supported area to ensure that civil registration services reached the most vulnerable. In Central Java, the program carried out capacity building for village-level CRVS facilitators in Pekalongan and Brebes throughout June 2020. Through this capacity building exercise, the program trained participants about civil registration services during the pandemic, and the role of CRVS facilitators in supporting these services. The program also strengthened participant knowledge about the impact of the pandemic on vulnerable communities and explained how the definition of vulnerable should be expanded during a pandemic.

Through this exercise, the program supported village facilitators in providing civil registration services, identifying vulnerable individuals, and understanding ethics and other related protocols during a pandemic. That way, the village facilitators and the model to facilitate civil registration service in the villages could continue to develop and support the community, and navigate the challenges of the Covid-19 pandemic.

⁴⁷ Program Manager's Observation Results.

⁴⁸ Ibid.

Stronger Public Financial Management for CRVS

Brebes has institutionalized efforts to provide, finance, and enhance human-resource capacity for CRVS, especially at the village level. In 2021, Brebes instituted Village Government Technical Development (PTPD) across all subdistricts. Although not directly providing civil registration services, PTPD at the subdistrict level were also tasked with supporting the training of village-level CRVS facilitators and serving as a partner of the village government in consultations about regulations, including those related to facilitating civil registration services in the villages. The briefing of new assignments was conducted in November 2021. Allocation for Village Officer Capacity Building (PKAD) was not specifically included in the district budget, but did form part of the individual local agency's duties to implement quality development and supervision carried out by the Village Government Development and Supervision Team (as per the District Head Decree).

In Brebes, funding for the Village Government Development and Supervision line item had also been allocated in the Subdistrict Budget Implementation Document, but since there was a lack of clarity on the technical designation, the district and subdistrict governments used the budget for monitoring and evaluation of social assistance activities. KOMPAK continued to provide technical support to ensure that the budget allocation complied with Minister of Home Affairs Regulation Number 90 of 2019 on the Classification,

Codification, and Nomenclature of Regional Development Planning and Finance.

In Pemalang, nearly 100 million rupiah in budget support for the model's implementation was allocated in the district budget. This funding was used for dissemination, technical guidance, and mobile and pick-up outreach services. The Pemalang government also set out rules governing village-level financial management in Pemalang Regent Regulation Number 65 of 2018 on Amendments to Pemalang Regent Regulation Number 38 of 2018 on Guidelines for Village Financial Management.

In Pekalongan, the district budget was commonly used to finance the provision of incentives for officers at the village who record births, deaths, and domicile changes called LAMPID officers.

Funding for implementing the facilitation model in the Paguyangan (Brebes) and Petungkriyono (Pekalongan) subdistricts was sourced from either the Village Fund (DD) or the Village Fund Allocation (ADD). The budget allocation for facilitating civil registration activities in villages ranged from Rp2,500,000 to Rp20,000,000. In Petungkriyono, the budget range was between Rp3,000,000 and Rp15,000,000. Villages used the funds to conduct socialization, civil registration data collection, to cover the model's operational costs, incentives and training for CRVS facilitators, and coordination.⁴⁹

⁴⁹ Policy paper on replicating the model of facilitating civil registrations services in Central Java.

Utilization of Civil Registration Data

The CRVS program developed guidelines for a village information system in Pekalongan, Pematang, and Brebes. In Brebes, specifically, this exercise was informed by the findings of the evaluation of village information systems in Paguyangan and Belik subdistricts, which had been conducted. In June 2019, the program completed a series of technical assistance planning activities in Pekalongan, Pematang, and Brebes.

Based on data from the June 2021 KOMPAK survey, all KOMPAK-supported districts already have information systems at the subdistrict and village levels. Village information system implementation at the subdistrict level increased from 5% in 2019 to 100% in 2021 (Diagram 7). This achievement was supported by regulations governing village information system management, data use and sharing, creating a unified database in Pekalongan. This policy also supported village, subdistrict, and district governments through technical and supporting agencies to update and link civil registration data and integrated services to become the basis for development planning. For those villages still without Internet access, the application was managed offline by the village government.

In Brebes, the information system related to civil registration is called PAS (Civil Registration Information

System Administrative Assistant), which facilitates online applications for documents such as identity cards, family cards, certificates of domicile, and statement letters.⁵⁰ Brebes has been implementing a village information system since 2019, allowing administrators to utilize civil registration data. Since the issuance of Brebes Regent Regulation Number 25 of 2017 on Guidelines for the Development of Village Information Systems in Brebes, every village has started using an information system based on the PAS application, which allows village-level service providers to access the civil registration database.

In Pekalongan, villages often store and manage their own civil registration data. The district government therefore encouraged the application of the *Kajen Satu Data* information system, which offers a wide range of features, including data for civil registration, poverty level, education, and health sorted into three dashboards for the district, subdistrict, and village levels.⁵¹ Similarly, villages in Pematang also maintained multiple village information systems, in which the CRVS program had little involvement. The program has been supporting the implementation of the Pematang Village and Regional Information System (SIDEKEM) application for basic services based on civil registration data

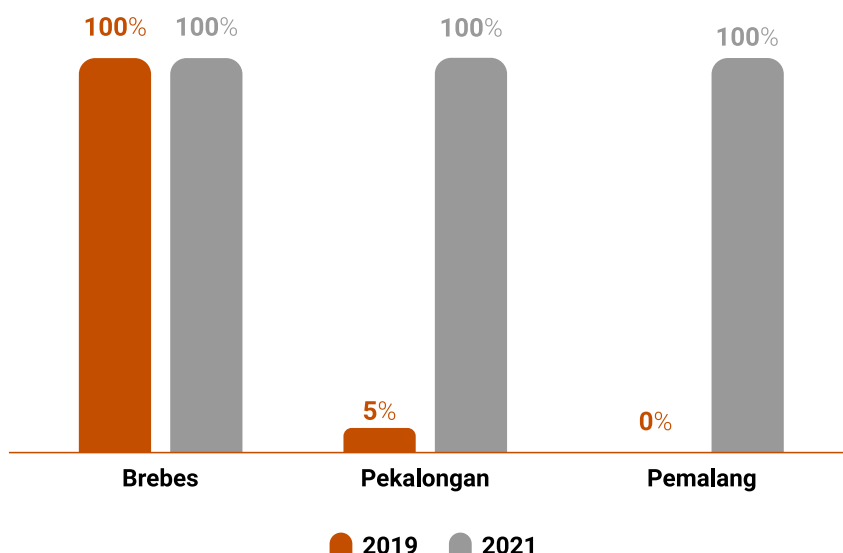
⁵⁰ Program Manager's Observation Results.

⁵¹ Based on the Observations of Program Managers and KOMPAK. (2021, June 21). Annual Workplan Status of Central Java [unpublished document]

in all villages since 2019.⁵² SIDEKEM is a website that offers access to the types of data in *Kajen Satu Data* along with other services.⁵³ Because of privacy concerns, civil registration data could not be connected in real time with SIDEKEM. So, the Pemalang Disdukcapil introduced

the Civil Registration Application Support for Villages (PAKDE) platform, allowing villages to access civil registration data by name and address for the purpose of issuing official correspondence such as domicile letters, transfer certificates, and letters of introduction.⁵⁴

Diagram 6. Percentage of subdistricts that have implemented Village Information in KOMPAK-supported Districts in Central Java, 2019-2021
(KOMPAK District Survey, 2019 & 2021)



Geographical challenges and inadequate Internet infrastructure have compelled several villages to manage data offline, which reduces or eliminates the ability to access real-time data. Unfortunately, data utilization was limited to the analysis of aggregate data, without the identifying items such as the name and address required for service verification. Despite

being constrained by rules and protocols for data sharing, the PAS application used in each village had features that can assist in processing document applications, such as updating statement of domicile, official letters, identity cards, and family card applications, and other requests.

⁵² Program Manager's Observation Results.

⁵³ Pemalang District Puspindes & Dinpermasdes. (2021). Sistem Informasi Desa SIDEKEM. <https://sidekem.pemalangkab.go.id>.

⁵⁴ Program Manager's Observation Results.

The program also developed a guidebook to reduce the number of out-of-school children in Pekalongan and proposed to use the Citizen Identification Number in linking databases from various sectors. Data integration helped to identify out-of-school children, as neither the Basic Education Data (DAPODIK) nor the Education Management Information System (EMIS) recorded children who were not in school. This inter-sectoral collaboration presented an opportunity to formulate policies regarding out-of-school children effectively and efficiently.⁵⁵

Village information system implementation at the subdistrict level increased from 5% in 2019 to 100% in 2021. This achievement was supported by regulations governing village information system management, data use and sharing, creating a unified database in Pekalongan. This policy also supported village, subdistrict, and district governments through technical and supporting agencies to update and link civil registration data and integrated services to become the basis for development planning. For those villages still without Internet access, the application was managed offline by the village government.

⁵⁵ Desiwijaya, A., et al. (editor). (2020). *Panduan Pelaksanaan Gerakan Kudu Sekolah (Kembali Upayakan Dukungan Untuk Sekolah) Kabupaten Pekalongan 2020*. KOMPAK.



F. Collaboration with Other KOMPAK Flagships

The CRVS program has been working closely with the team from Kecamatan and Village Strengthening Flagship (KVS), to encourage the model's implementation in the villages. In Pemalang, a Village Consultation Clinic was established to implement the Integrated Village Officer Capacity Development (PKAD) at the subdistrict level. The clinic consists of people from the Technical Implementation Unit (UPT) in the subdistrict, including those from the education and health sectors. In some cases, the Village Government Technical Supervisor (PTPD) was also involved in strengthening the capacity of CRVS facilitators to carry out civil registration services at the village level. In-depth involvement of facilitating civil registration service in the villages is not widespread, and so is still limited to supporting the preparation of village regulations, consultative and liaison functions or mediators, and disseminating supra-village policies including those related to civil registration.⁵⁶

In 2021, PTPD was institutionalized in all subdistricts in Brebes, while technical implementers in the district established a multi-sectoral Village Government Development and Supervision Team. The district government briefed operatives on their new tasks in November 2021. Subdistrict PTPDs did not directly conduct tasks related

to civil registration services, although they might be involved in training CRVS facilitators. PTPD also partnered with village governments. During consultation sessions to formulate village regulations including those related to facilitating civil registration services in the villages, PTPD would provide input to financing basic services, including civil registration.⁵⁷

The CRVS program and Public Finance Management Flagship (PFM) cooperated in the facilitation model budget planning. In the PFM guide, village governments could budget for the model. The program was linked to the flagship Gender Equality Social Inclusion (GESI) program through the provision of materials related to vulnerable communities and persons with disabilities by CRVS facilitators.⁵⁸

⁵⁶ Program Manager's Observation Results.

⁵⁷ Ibid.

⁵⁸ Ibid.



G. Lessons Learned

Much of the advocacy work for improved governance, including in CRVS, relied on the commitment and capacity of actors in local governments and civil society organizations with the influence to drive change.

The outcomes of programs such as CRVS were not only the technical outputs such as policies and trained staff, but also the relationships and networks built during implementation. In Central Java, this was evident from the program's efforts to recruit staffers to champion the program in strategic agencies such as the civil registration office, the office for development planning (Bappeda), and the Office of Village and Community Empowerment (DPMD) at the provincial and district levels. In addition, the initial implementation of the program's work in Central Java was supported by the

strength of the network and capacity of local partners and civil society organizations such as the Institute for the Assessment and Development of Development Resources (LPPSP) and the Civil Society Forum (FORMASI). The involvement of experienced local partners and extensive networks helped the program reach champions in government agencies as well as social activists from the community. Social activists in the program-supported areas helped disseminate new approaches to the community.

Efforts to encourage improvement or strengthening of basic services, including civil registration, not only impact the providers and recipients of services, but also have the potential to contribute to a wider systemic change, which was originally identified as one of the risks that must be mitigated in the program design.

From the work of KOMPAK in Central Java, the program observed that the practice of using paid brokers or middlemen to handle applications for official document is still common. This issue was identified as one of the challenges in advocating the importance of the role of CRVS facilitators in the village, who are a component of governmental public service, and the need to distinguish them from middlemen. The practice of using middlemen not only indicated corruption, in some cases, it was

also an indirect result of procedures that were time-consuming, inconvenient, and complicated for most people to undertake. From this, we learned that on the supply side, reforming basic service systems and procedures to reduce difficulty, expense, and processing time would contribute to eliminating the role of middlemen. In addition, the presence of CRVS facilitators in the village on the demand side played an important role in helping to connect residents to services.

While strengthening civil registration services increases the use of legal identity documents, acquiring comprehensive civil registration data can also become the foundation for improving overall data governance. This could explain why efforts to strengthen data governance have been slower than expected, since strengthening civil registration services must come first.

Efforts to accelerate the civil registration and civil registration data recording through data sharing emerged from the CRVS Program implementation in Central Java. The concept is to link village information system data to the civil registration database (SIAK) in order to identify unregistered community members and, together with Disdukcapil, process their identity documents. However, SIAK is not authorized to connect with village information system. The civil registration offices must comply with the rules of the Ministry of Home Affairs, which limits the sharing of data in order to maintain the confidentiality and security of the CRVS database. As a result, although the SIAK Application Assistant (PAS) had been used

by the villages, only aggregate data can be used as reference. Meanwhile, the idea of synchronizing data-based civil registration services in villages could only be realized if village information systems related to services and planning could view detailed civil registration data such as name and address at any time.⁵⁹ To deal with this issue, program managers attempted to use data from the Civil Registration Master Register (BIP) owned by all villages as a civil registration database.⁶⁰ From this experience, we learned that it takes time to formulate common-ground policies and mechanisms in order to enable civil registration data sharing to improve the quality of basic services while ensuring data security.

Although the performance of CRVS in Central Java was considered good by national standards, the program encountered various fundamental challenges in providing quality services.

Limited human resources to implement ways of facilitating civil registration service in the villages and the additional workload for the sectors involved remained a challenge.⁶¹ In Brebes and Pekalongan, the remote locations and limited Internet access forced several villages to manage their village

information system offline. This made it difficult to formulate village development plans, since the data being used as reference was often offline and outdated. The lack of real-time data made development planning at the village level less than optimal.⁶² In Pemasang, the Village Activity Implementation Team

⁵⁹ Program Manager's Observation Results.

⁶⁰ Ibid.

⁶¹ Ibid.

⁶² Ibid.

(TPKD) still lacked service support equipment and staff. Registration officers acknowledged that the quality of service had been suboptimal due to a lack of

facilities, infrastructure, and human resources, and the need to adjust to the new system.⁶³

The push for the government and partners in the regions to develop service innovations should take into account the basic problems they are still facing. For instance, in civil registration service innovations, the long distances between residential areas and service centers cannot simply be solved by only providing online services.

In Pemalang, where much of the population lives amid difficult mountain terrain or in remote coastal settlements, the distances involved, lack of transportation facilities connecting different regions, and limited civil registration services remain a challenge, pushing the cost of accessing basic services beyond the reach of many residents. Processing official documentation was time-consuming, and awareness of procedures was low, which discouraged the vulnerable and the poor from applying for their identity documents.⁶⁴ Similarly, Pekalongan residents also experience lengthy waiting times, with queues sometimes already forming at dawn. Processing is slow even when done collectively through a village facilitator.⁶⁵ ⁶⁶ It seemed natural to assume that this could be addressed with an online service approach. However, digital

technology infrastructure on the supply side and public capacity to access digital technology on the demand side are still limited.

⁶³ Ibid.

⁶⁴ Asrini, N.W. (September 13, 2021). *Praktik Baik Fasilitasi Adminduk di Desa Pemalang* [PowerPoint presentation]. Discussion on Achievements and Good Practices in the Implementation of Facilitating Civil Registration Services in the Villages in Central Java.

⁶⁵ Officers at the village level assigned to process legal identity document applications and present civil registration data in the village. The official designation for this role varies in each region.

⁶⁶ Kusumaningrum, S., et. al. (2020). *Institusi Kuat Komunitas Tangguh: Studi terhadap Tata Kelola, Penyediaan, dan Hasil dari Layanan Dasar Administrasi Kependudukan, Pendidikan, dan Kesehatan*. PUSKAPA, Bappenas, and KOMPAK.

Implementing a governance improvement program should not require paying explicit attention to gender equality, protection for people with disabilities and special groups, and social inclusion. However, from CRVS we learned that vulnerabilities in civil registration occurred due to inequality in access, unequal service capacity and accountability, and discrimination.

Therefore, in the design and implementation of CRVS and similar programs in the future, it is important to ensure that there is in-depth research and awareness-building with service officers, including CRVS facilitators, who interact directly with the community in serving people with disabilities and other special groups. In research and design, all studies must consider the ethics and methodologies that can reach vulnerable groups. In implementation,

every improvement of policies, systems, and procedures, as well as training and capacity building activities, should always include guidance on how to serve and interact with people with disabilities and other special groups. Various activities should be conducted to improve service accountability, ensuring that the development process, especially in villages, promotes ethical and meaningful involvement of women, children and persons with disabilities.



Appendix : Program-Supported Regulations

No.	Regulation
1.	Brebes Regent Regulation Number 15 of 2017 on Instructions for the Implementation of Brebes Local Regulation Number 9 of 2014 on the Implementation of Civil Registration
2.	Minister of Home Affairs Regulation Number 116 of 2017 on the Acceleration of Increasing Birth Registration and Death Registration Coverage
3.	Regent Regulation Number 25 of 2017 on Guidelines for the Development of Village Information System
4.	Circular Letter Number 470/02874/IX/2017 of 2017 on the Facilitation of Screening and Processing of Birth Certificates and Death Certificates.
5.	Minister of Home Affairs Regulation Number 28 of 2018 on the Requirements, Scope, and Procedures for Granting the Right to Access and Use the Citizen Identification Numbers (NIK), Civil Registration Data, and Electronic Identity Cards
6.	Brebes Regent Regulation Number 108 of 2020 on Village Authority-Based Civil Registration Services
7.	Brebes District Head Decree Number 470/458 of 2017 on the Exemption of Administrative Fines for Late Birth Reporting for Children Aged 0-18
8.	Pemalang Regent Regulation Number 11 of 2017 on the Implementation of Legal Aid for the Poor
9.	Pemalang Regent Regulation Number 31 of 2017 on Regional Innovation Systems in Pemalang District
10.	Pemalang Regent Regulation Number 49 of 2017 on the Implementation of E-Government
11.	Pemalang Regent Regulation Number 91 of 2017 on Village Government Administration Guidelines
12.	Pemalang Regent Regulation Number 11 of 2018 on Technical Guidelines for the Use of Village Funds
13.	Pemalang Regent Regulation Number 12 of 2018 on the Acceleration of Increasing the Coverage of Birth Certificates and Death Certificates
14.	Pemalang District Regulation Number 17 of 2018 the List of Village Authorities Based on Origin Rights and Village-Scale Local Authorities in Pemalang
15.	Pemalang Regent Regulation Number 67 of 2018 on the Implementation of Child Identity Cards
16.	Pemalang Regent Regulation Number 65 of 2018 on the Amendment to Pemalang Regent Regulation Number 38 of 2018 on Village Financial Management Guidelines

No.	Regulation
17.	Pemalang Regent Regulation Number 81 of 2019 on the Implementation Guidelines for Village Fund Allocations
18.	Pemalang Regent Regulation Number 7 of 2021 on Village Authority-Based Civil Registration Services
19.	Pekalongan Regent Regulation Number 46 of 2017 on Partial Delegation of District Head Authority to Subdistrict Heads
20.	Pekalongan Regent Regulation Number 5 of 2018 on the List of Village Authorities Based on Origin Rights and Village-Scale Local Authorities
21.	Pekalongan Regent Regulation Number 7 of 2019 on Accelerating Increased Coverage of Birth Certificate and Death Certificate Ownership
22.	Pekalongan Regent Regulation Number 7 of 2021 on Guidelines for Village Authority-Based Civil Registration Services
23.	Pekalongan Regent Regulation Number 23 of 2021 on Guidelines for Village Guidance and Supervision in Pekalongan District

CRVS Strategic Partners:

Center on Child Protection and Wellbeing at Universitas Indonesia (PUSKAPA).

Authors:

Shaila Tieken, Nilla Sari Dewi Iustitiani, Widi Laras Sari, and Santi Kusumaningrum.

Methodology:

Systematic literature review of approximately 91 program documents consisting of activity reports, research reports, policy sheets, technical documents, and bulletins.

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PUSKAPA

Pusat Kajian & Advokasi Perlindungan & Kualitas Hidup Anak
(Center on Child Protection and Wellbeing)
University of Indonesia
Gedung Nusantara II FISIP, Lantai 1
Kampus UI, Depok, 16424
T: (021) 78849181 F: (021) 78849182
www.puskapa.org

KOMPAK

Jalan Diponegoro No. 72, Jakarta 10320
Indonesia
T: +62 21 8067 5000 F: +62 21 3190 3090
E: info@kompak.or.id
www.kompak.or.id



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Central Java Province



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