



# KOMPAK-CRVS Implementation Stories

in Bantaeng and Pangkep Districts  
South Sulawesi Province





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**F**rom 2015 to 2022, a collaboration between the Government of Indonesia, coordinated by Ministry of Development Planning (Bappenas), and the Government of Australia through KOMPAK, has 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 Bantaeng and Pangkep, in the Province of South Sulawesi. At its conception the CRVS program deliberately selected several subdistricts as part of KOMPAK's working areas, but later on the Program developed and expanded to several other areas.

This document is composed in a chronological manner, 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 Bantaeng and Pangkep

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, they conducted a formative study<sup>1</sup> by sampling three sub-districts 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 community in each area.

Various assessments and mapping of CRVS-related issues were also carried out in all KOMPAK pilot areas.<sup>2</sup> A situation analysis<sup>3</sup> was also conducted using National Socioeconomic Survey (Susenas) data, civil registration data from the local civil registration offices, and by reviewing relevant regulations at the regional level.

From the results of various assessments and studies, the CRVS program identified the main reasons why the provision of an inclusive and accountable civil registration and vital statistics system was disrupted. In general, CRVS problems were attributable to the obstacles faced by the community in accessing services (demand side), obstacles faced by service providers (supply side), and policies or enabling environments in the system that were not functioning properly.

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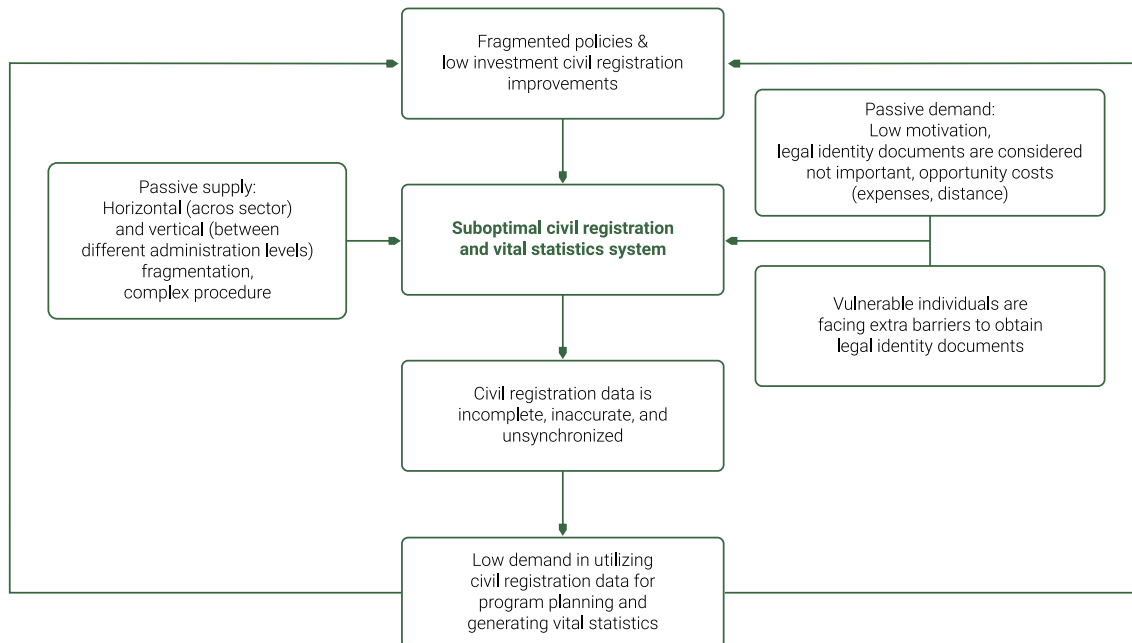
<sup>1</sup> Kusumaningrum, S., dkk. (2016). *Back to What Counts: Birth and Death in Indonesia (A Study to Institutionalize Civil Registration and Vital Statistics in Basic Services)*. BAPPENAS, KOMPAK, and PUSKAPA. <https://puskapa.org/en/publication/640/>

<sup>2</sup> 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]

<sup>3</sup> PUSKAPA. (2016-2020). *Analisis Situasi Adminduk tahun 2016-2020 di Kabupaten Bantaeng dan Pangkep. Collaboration between PUSKAPA, Bappenas, and KOMPAK* [unpublished document]



## Diagram 1. Mapping CRVS Related Problems



## Demand Side Barriers

Long distances, processing fees,<sup>4</sup> and complicated processes were found to be the main barriers for residents in obtaining legal identity papers/cards. The community's low awareness of the benefits to recording their important personal/family events also contributed to a civil registration system performance that was less than optimal.<sup>5</sup> People

simply did not see how having legal identity documents could benefit them.<sup>6</sup> The study found that deaths were rarely recorded in a timely manner because people preferred to wait, sometimes for a whole year, until they recorded another life event such as a birth or change of residence, to remove the name of the deceased from the family card.

<sup>4</sup> Processing 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.

<sup>5</sup> KOMPAK (Januari, 2021). *Layanan Adminduk Berbasis Kewenangan Desa Provinsi Sulawesi Selatan*. [Video], [https://www.youtube.com/watch?v=\\_FEN2Yuygws](https://www.youtube.com/watch?v=_FEN2Yuygws).

<sup>6</sup> Bappenas. (2016). *Catatan Kebijakan Juli 2016: Tak Terlihat, Tak Terjangkau: Memutus Rantau Keterabaian CRVS dan Keterlibatan Masyarakat*. PUSKAPA, Australian Aid & KOMPAK.

## Supply Side Barriers

Although regulations at the national level aimed to bring civil services closer to more people, this had not been implemented in most subdistricts and villages. As a result, those who lived in rural areas had to travel long distances to the nearest civil registration office, which was generally located in an urban, downtown area.

In Bantaeng and Pangkep districts, budget constraints, and the varying

levels registration officer abilities, majorly hindered the provision of services.<sup>7</sup> Funding for civil registration in the regional budgets was quite low and limited to regular services.<sup>8</sup> 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 CRVS system was also influenced by the fact that the civil registration data system was not connected to the systems of 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 universal health insurance members, and as it turned out, a lot of civil registration data were invalid.<sup>9</sup>

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 it as a basis for planning and budgeting. Although discussions on the efforts to synchronize sectoral data have been held several times, discrepancies were still found between the need, the availability, and the timeliness of the data, thereby posing a major setback to those efforts.

In South Sulawesi, due to existing geographical conditions, the long distance between many community residents and their closest registration centers was a hindrance. Another obstacle was often the length of the administration process from the village to the district registration centers.<sup>10</sup>

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<sup>7</sup> Ibid.

<sup>8</sup> KOMPAK. (2021). *Public Financial Management Challenges: Lessons Learned from the Budget Constraint Analysis in 15 Districts*. KOMPAK.

<sup>9</sup> Fauzia, M. (March 17, 2021). Director of BPJS Health: 1.6 Million Invalid Pbi Data. Kompas.com. <https://money.kompas.com/read/2021/03/17/193020326/dirut-bpjs-kesehatan-16-juta-data-pbi-tak-valid>.

<sup>10</sup> KOMPAK (Januari, 2021). *Layanan Adminduk Berbasis Kewenangan Desa Provinsi Sulawesi Selatan*. [Video], [https://www.youtube.com/watch?v=\\_FEN2Yuygws](https://www.youtube.com/watch?v=_FEN2Yuygws)

## The 2015 Susenas Birth Certificate Ownership Analysis

The 2015 Susenas analysis on birth certificate ownership<sup>11</sup> in KOMPAK working areas in the Pangkep and Bantaeng districts provided an overview of the situation in each district, which informed the Program designers about what could be implemented.

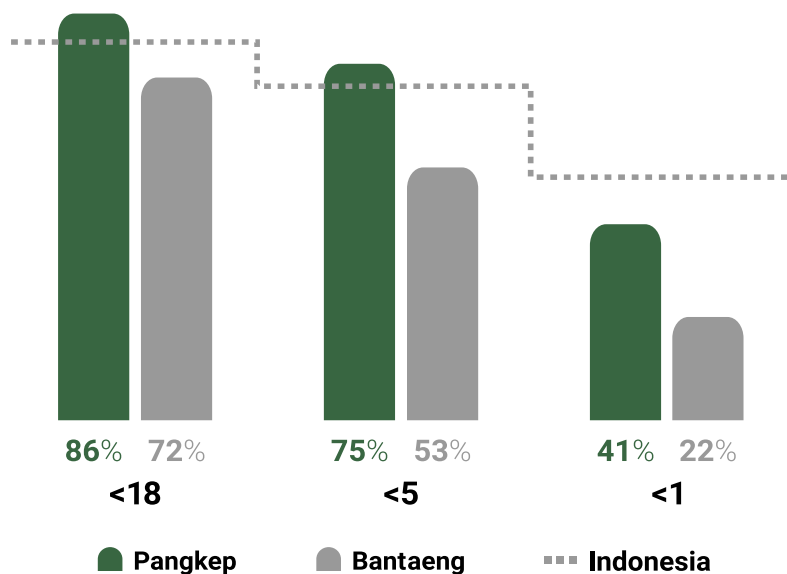
A low percentage of birth certificate ownership for newborns was observed in almost all KOMPAK-supported districts in South Sulawesi. In Pangkep, 86% of children under 18, and 75% of children under five had a birth certificate, but only 41% of children under 12 months had received the document. In Bantaeng, birth certificate ownership was 72% for

those under the age of 18, about 53% for children under five, and only 22% for children under 12 months. All this indicated that the civil registration system had not been able to record newborn children in a timely manner.

Diagram 1 also shows that those people with birth certificates is below the national figure, particularly for children under 12 months. In Pangkep, birth certificates for children under 12 months is below the national figure, but in Bantaeng, birth certificate ownership is below that for all three age groups (under-18, under-5, and under-12 months).

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

(Susenas, 2015)



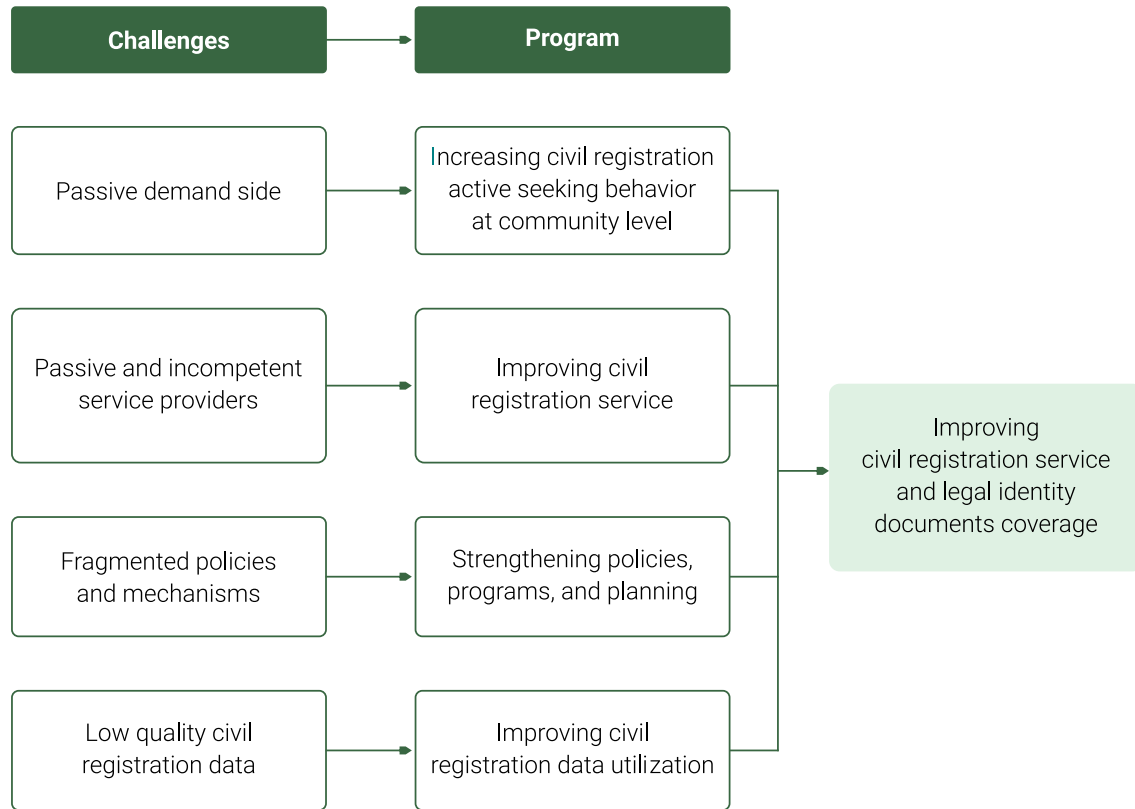
<sup>11</sup>Based on respondents who reported having a birth certificate.



## B. Working Areas and Initial Design of the CRVS Program<sup>12</sup>

<sup>12</sup>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]

**Diagram 3. Initial CRVS Program Design**



Based on the results of a problem mapping conducted at the beginning of the program design, the KOMPAK CRVS program developed various targeted activities to increase the ownership of legal 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 conduct of the community in obtaining their identity documents, increasing active and quality 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

In South Sulawesi in 2017, the civil registration office and religious courts issued e-ID cards for 50 people including persons with disabilities, and performed marriage legalization for 10 married couples.<sup>13</sup> This service was followed by counseling on the importance of having official identity documents from YAS cadres (Yayasan Adil Sejahtera) South Sulawesi, one of KOMPAK's

partners. Through this counseling, it was recorded that 143 residents (123 women and 20 men) had received information about identity documents, citizen participation, and inclusive village planning and budgeting in a series of eight community discussions in 2018. In addition, the Program also produced various communication materials on legal identity documents and CRVS.

### Bantaeng

In April 2018, the Bantaeng District issued a memorandum of understanding (MoU) between the civil registration office, the Ministry of Religious Affairs, and the religious courts for Integrated Services regarding Muslim marriages, the issuance of marriage certificates, and birth certificates.

This increased the percentage of birth certificates for children, which was often limited due to the unregistered marriage of their parents. The Program also supported mobile civil registration services for correctional facilities and

schools. However, the collaboration process with the education sector was often hampered in cases where parents changed their children's names, which resulted in inconsistencies between birth certificates and diplomas.<sup>14</sup>

### Pangkep

In 2017, one of the breakthroughs supported by the CRVS program was the collaboration between the civil registration office, the Religious Affairs office in Pangkep, the Pangkep District Religious Court, and the North Liukang Tuppabiring Subdistrict Government, to establish services for providing identity papers, marriage certificates, family cards (KK), and identity cards (KTP).<sup>15</sup> On June 6, 2017, the Integrated Civil Registration Service and the Integrated Marriage Legalization Session in Liukang Tuppabiring Utara District was started.

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<sup>13</sup> KOMPAK (2017). *Berita KOMPAK Edisi Kuartal II 2017*. KOMPAK.

<sup>14</sup> Program Manager's Observation Results.

<sup>15</sup> KOMPAK (2017). *Berita KOMPAK Edisi Kuartal II 2017*. KOMPAK.

To bring registration services closer to village residents, the civil registration office, the education office and the Religious Affairs office in Pangkep agreed to mobilize all regular and religious schools in two subdistricts to identify children without birth certificates. The pilot covered 71 schools and more than 5,200 students. This initiative also increased the percentage of legal identity document ownership and updated the population database in each sector.<sup>16</sup>

In 2016, discussions on establishing a separate mechanism to update the National Health Insurance (JKN) membership list for all eligible persons were held in Pangkep. The objective was to make the premiums be the responsibility of the regional budget. In Pangkep, as many as 83,721 individuals were identified to be eligible for obtaining locally subsidized health insurance. This figure was then used to determine the maximum number of people who would receive the subsidized health insurance.<sup>17</sup> Each new member added must be balanced by the removal of the data on

an inactive member who is no longer receiving the subsidy. The mechanism for updating the database involves the health office, the Office of Social Affairs, and BPJS Health, as well as field staff. The ongoing consolidation of the National Health Insurance recipients in Pangkep raised the awareness of health workers that all the individuals in their area had to have the required identity documents to apply for the subsidized health scheme. This awareness prompted health workers to advise parents to register the birth of their children.

Another innovation from the collaboration between the civil registration office and the health office is called *Gelar Bersamata* (Childbirth with Birth Certificate Movement) initiative. *Gelar Bersamata* is designed to accelerate birth certificate ownership. However, this innovation has been impeded by the cultural practice that requires parents of newborns to wait a couple of days before the family decides on their names.

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<sup>16</sup> KOMPAK. (2017). *Progress Report July–December 2017*. [unpublished document]

<sup>17</sup> Kusumaningrum, S., dkk. (2016). *Back to What Counts: Birth and Death in Indonesia (A Study to Institutionalize Civil Registration and Vital Statistics in Basic Services)*. BAPPENAS, KOMPAK, dan PUSKAPA. <https://puskapa.org/en/publication/640/>

<sup>18</sup> Program Manager's Observation Results.



## Collaboration with Village Communities

### Bantaeng

KOMPAK encouraged the establishment of a social service center at the village level called *Posyandes* (Village Service Center) using the non-physical civil registration office Specific Allocation Fund (DAK) budget.

Several villages had started to establish the Village Service Center/*Posyandes* but there was still a lot of confusion in the implementation because of the many intersecting programs at the village level. However, several villages had included line items related to *Posyandes* in their budget.<sup>19</sup> *Posyandes* was established through a collaboration with civil society organizations such as YASMIB, the Indonesian Broadcasting Commission Bantaeng Branch, and the Board of Aisyiyah Bantaeng, as well as other governmental programs such as social welfare centers (Integrated Service and Referral System/SLRT),

the Village Community Development and Empowerment Program (P3MD). *Posyandes* was established in 10 villages in Pa'jukukang subdistrict.<sup>20</sup>

As of April 2018, as many as 16,253 data and supporting documents from individuals who needed identity papers had been gathered through door-to-door data collection and individual assistance. Also in 2018, the issuance of five regional regulations facilitated the institutionalization and implementation of village and subdistrict civil registration infrastructure. These regional regulations underlay the appointment of nine CRVS facilitators<sup>21</sup> and their scope of work.

### Pangkep

In Pangkep, Village Service Center/*Posyandes* had been established in one village and was currently being implemented in another village in Liukang Tupabbiring Utara Subdistrict.<sup>22</sup>

The Head of Liukang Tupabbiring Utara and all the village heads in his area also agreed on an MoU titled: Joint Commitment for Mainstreaming Basic Services in Planning and Budgeting.<sup>23</sup>

The memorandum was inspired by KOMPAK-initiated training to strengthen the role of subdistricts in providing basic social services. This program was then replicated by the district government for

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<sup>19</sup> Program Manager's Observation Results.

<sup>20</sup> YASMIB, The Asia Foundation, and KOMPAK. Inovasi P2SH Di Kabupaten Bantaeng dan Pangkep. [PowerPoint presentation]

<sup>21</sup> PUSKAPA. (2018). CRVS Program Output Dashboard [unpublished document]

<sup>22</sup> YASMIB, The Asia Foundation, and KOMPAK. Inovasi P2SH Di Kabupaten Bantaeng dan Pangkep. [PowerPoint presentation]

<sup>23</sup> KOMPAK (2017). *Laporan Misi Supervisi Bersama Pelaksanaan Program KOMPAK di Daerah Juli - 2017*. KOMPAK

all subdistricts with its own regional budget (APBD). This initiative was called the Complete Civil Registration Movement (GERTAK) and was programmed for the 2018 fiscal year.

In line with the regent's vision and mission that 90% of the population of Pangkep must have legal identity documents, the GERTAK initiative targeted four remote islands in the district. On May 17, 2017, the movement was launched as an umbrella for several types of civil registration service activities aimed at accelerating identity document possession. It also brought civil services closer to the islanders who found it difficult to visit the district registration office due to its distance and subsequent high transportation costs. GERTAK took a mobile and pick-up approach that included: 1) Round-the-Island Mobile Civil Registration Week; 2) Integrated civil registration services; 3) Civil registration night service at exhibitions and night markets, and 4) APAK (Action for Screening Children Without a Birth Certificate).

Through the GERTAK program, villagers can access integrated services more easily and affordably at their local subdistrict office compared to taking a boat to the mainland. GERTAK was implemented through collaboration between the local civil registration office, religious courts, non-governmental organizations, village officials, and the

subdistrict head. Mobile registration was also carried out at community gatherings or events such as Car Free Day. In addition, some areas were provided special services for the elderly, people with physical disabilities, or mental disorders. Although this service succeeded in increasing legal identity ownership, particularly for ID cards and birth certificates, the mobile services in several districts did not entirely meet the needs of the community because they were not available frequently enough and were mostly offered on weekdays.

GERTAK in Pangkep has the potential to be replicated by other districts in South Sulawesi, especially in districts with similar geographic conditions as Pangkep, including Selayar and Bulukumba. Similar to Bantaeng, GERTAK can be developed on smaller islands, as well as the mainland islands.<sup>24</sup> The provincial civil registration office can potentially share its knowledge and introduce GERTAK to 24 districts/ municipalities in South Sulawesi. Indeed, some types of service have been replicated by several subdistricts in the other islands and mountain areas.<sup>25</sup>

The implementation of GERTAK activities is still being carried out with support from the district budget. In the next stage, it is planned to draft a regent regulation to support the sustainable operation of GERTAK in to the future. Integrated civil registration services, as part of GERTAK,

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<sup>24</sup> KOMPAK. Best Practices GERTAK di Kabupaten Pangkep. [print]

<sup>25</sup> Ibid.

could be institutionalized through an MoU between civil registration offices, the Ministry of Religious Affairs, and the religious courts, so as to have a stronger legal basis. It would then be easier to advocate for budget allocation for integrated services through the district budget (APBD).<sup>26</sup>

Facilitated by the CRVS program partners, in 2017, the participation of groups representing women and people with disability increased in various village development processes. Both groups began to realize the importance of having official identity papers in accessing basic health and education services. From the integrated services available at the subdistrict office, e-ID cards were issued to a number of disability groups.<sup>27</sup> In Pangkep, 84 people with disabilities from two villages in Liukang Tuppabiring Utara Subdistrict<sup>28</sup> who needed identity documents were identified; 48 (29 women and 19 men) from Mattiro Kanja; and 36 people (19 women and 17 men) from Mattiro Baji.

In 2018, the two KOMPAK-supported districts in South Sulawesi developed an outreach model that focused on the smallest islands in Pangkep, and vulnerable communities in Bantaeng. To promote this outreach model, the

Program supported the training of 170 village and subdistrict officers<sup>29</sup> to conduct data collection and provide basic civil registration services from July 2017 to April 2018. In addition, 73 staff (42 women and 33 men) were trained in complaint mechanism basics for recipients of health, education, and civil registration services. The outreach model was carried out through a series of four mobile services. In addition, Pangkep also developed a community complaint center managed by the Office of Social Affairs, which focused on the relationship between civil registration and social protection programs.

Also in 2018, with support from the Program, the Bantaeng and Pangkep district governments initiated the model of facilitating civil registration services<sup>30</sup> to bring civil registration services closer to village residents with the support of village authorities. The facilitation model includes five components to ensure excellent implementation: regulations; CRVS facilitators; budgets; systems and procedures; and monitoring and evaluation systems.

The task of a CRVS facilitator is to provide information to the public about the procedures for obtaining identity cards, family cards etc., as well as to

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<sup>26</sup> Ibid.

<sup>27</sup> KOMPAK (2017). Laporan Misi Supervisi Bersama Pelaksanaan Program KOMPAK di Daerah Juli - 2017. KOMPAK.

<sup>28</sup> KOMPAK (2017). A Program Report on Institutionalizing Inclusive and Accountable Civil Registration and Vital Statistics (CRVS) Systems August 1–April 2015. KOMPAK.

<sup>29</sup> Of these 170 village and subdistrict officers, only 133 were verified in the program database (71 women and 62 men).

<sup>30</sup> KOMPAK (Januari, 2021). *Layanan Adminduk Berbasis Kewenangan Desa Provinsi Sulawesi Selatan*. [Video], [https://www.youtube.com/watch?v=\\_FEN2Yuygws](https://www.youtube.com/watch?v=_FEN2Yuygws)

facilitate their processing at the civil registration office. Once the documents are issued, the CRVS facilitator then distributes the documents to the correct recipients. CRVS facilitators are also

in charge of verifying the application documents and, if there is a problem, reach out to the applicant to ensure data accuracy.<sup>31</sup>

## Strengthening Policies & Standard Operating Procedures (SOPs)

In 2018, the Program had not facilitated civil registration SOP development workshops, but it supported the issuance of four regional regulations aimed at promoting the institutionalization of CRVS facilitators by appointing nine

of them. In addition, Bantaeng issued a regulation in the form of an MoU between the civil registration office, the Ministry of Religious Affairs, and the religious courts, for integrated marriage ratification services.

## Stronger Public Financial Management for CRVS

With regard to budget allocation, the Pangkep District produced a regent regulation that would allow villages to allocate funds for CRVS. An analysis of the 2017 Village Revenue and Expenditure Budget (APBDesa) revealed that around 12% of KOMPAK villages had budgeted a special allocation for CRVS, at around 1% of the total budget. As for the health and education sector allocations, both the percentage of villages that allocated funds, and the amount of the allocations, increased between 2016 and 2017.<sup>32</sup>

Although the Pangkep government has allocated funds to support GERTAK in North Liukang Tupabbiring subdistrict, replicating the innovation to other subdistricts and villages requires additional funding from village governments and village commitments to prioritize the program. Villages in North Liukang Tupabbiring were able to cover the budget for inter-island civil registration services, but other villages had different budgetary capacities. Nonetheless, KOMPAK encouraged the Office of Village & Community Empowerment to advocate for budget allocation for CRVS facilitators in the district's budget plan.

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<sup>31</sup> Ibid.

<sup>32</sup> KOMPAK (2017). Progress Report July-December 2017. KOMPAK.

In Pangkep, the civil registration office found that in order to maximize the use of civil registration information system (SIAK) version five, especially for online registration, a larger budget was needed to procure an enhanced antenna to improve internet connectivity. The procurement of civil registration office equipment for data recording does not apply to the subdistricts. This restriction is exacerbated by limited power supply in the area. The registration of marriage

certificates requires payment by bank transfer, which is difficult because residents then have to go to the bank located off the small island.


In 2018, the CRVS program also encouraged budget allocations to be used for inclusive civil registration data collection in Bantaeng, which also budgeted for Village Service Center/ *Posyandes* Plus at IDR 10-15 million per village in the Pa'jukukang subdistrict.<sup>33</sup>

In general, the implementation of the 2016-2018 CRVS program in South Sulawesi resulted in various achievements, but there is still room for improvement. Some of the achievements and challenges during the 2016-2018 period include:

- 1) The percentage of identity document ownership increased, but the registration services were not yet ideal because mobile services had not been fully implemented;
- 2) The civil registration and vital statistics system started to involve various sectors, but they were still not fully connected, and
- 3) Civil registration data was still incomplete and inaccurate.

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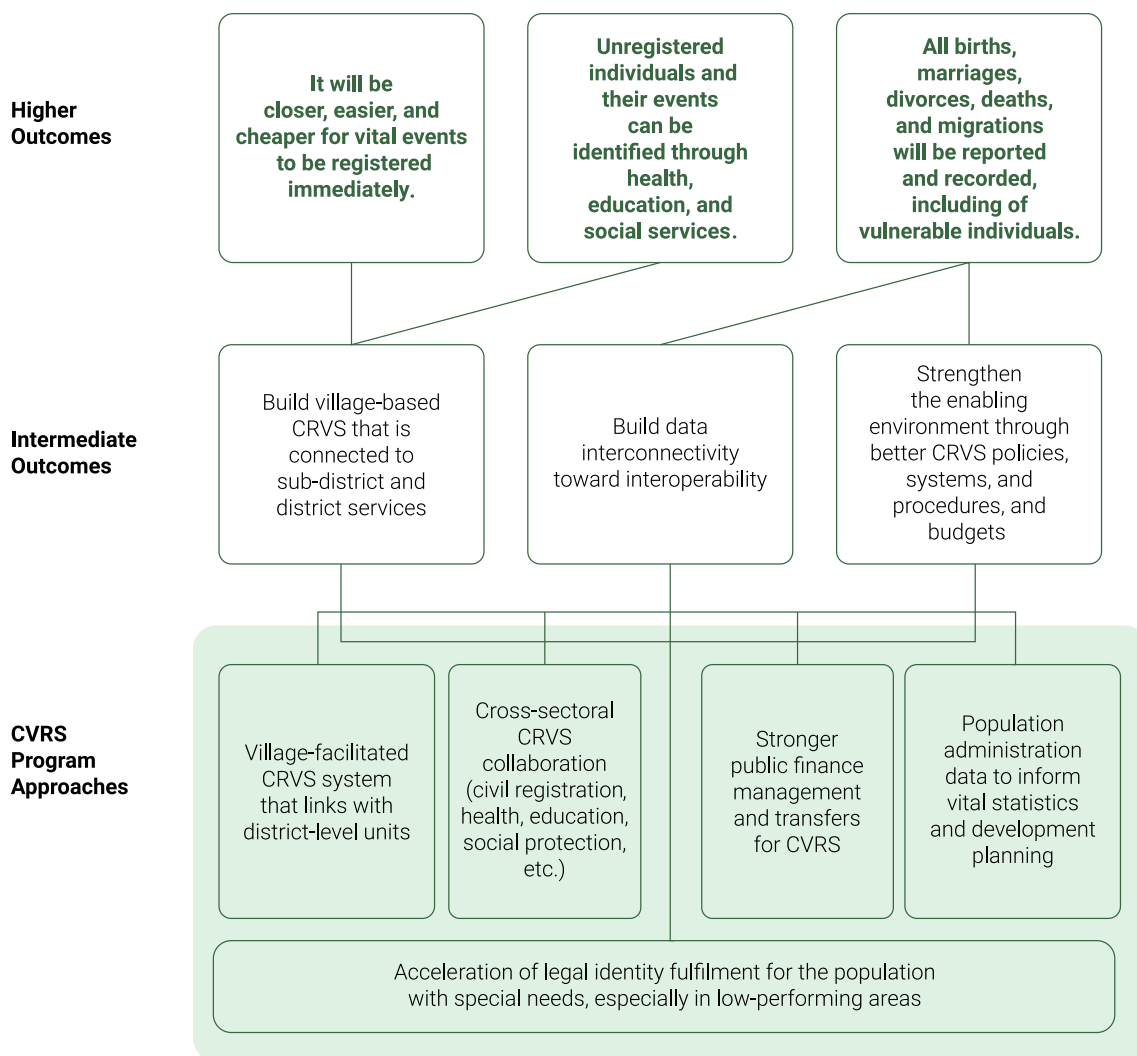
<sup>33</sup> YASMIB, The Asia Foundation, & KOMPAK. CRVS Innovations in Bantaeng and Pangkep [PowerPoint presentation]



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

In 2018, restructuring and refocusing of KOMPAK programs ensured more effective intervention. Based on lessons learned from the 2016-2018 facilitation period, the CRVS program refocused its resources on supporting five main approaches: 1) A village-based CRVS system that was 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 its relevance to the problems at hand. The stages or levels of implementation for each approach were readjusted based on the situation in each working area.

Based on the observations and assessments of program implementers in the Pangkep and Bantaeng districts, the collaboration model with village communities was considered the best for increasing the ownership of legal identity documents. Therefore, CRVS activities in 2019-2021 in South Sulawesi Province 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 Program no longer assisted 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 the Bantaeng and Pangkep Districts

## Development of Ways to Facilitate Civil Registration Services in the Village

Developing collaborations with the government and village communities that had previously been initiated, in this period the CRVS program encouraged the model to facilitate civil registration services in the villages by establishing a CRVS facilitator, or what was known as *Koordukcapil* in South Sulawesi.

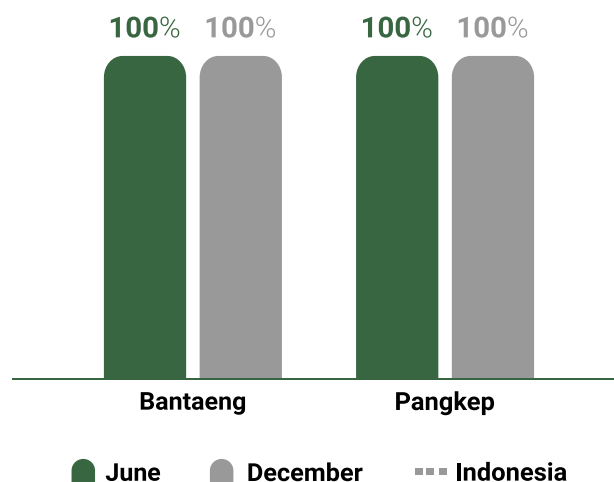
The CRVS facilitator was a special officer in the village who aided civil registration services.<sup>34</sup> Since 2018, in Bantaeng and Pangkep, these facilitators have been formally recruited through village government decrees.

In South Sulawesi, the KOMPAK Survey data from June 2021 found that all the villages had implemented the CRVS facilitator model through the facilitation model (Diagram 5). In

Bantaeng, 46 villages had implemented the model and 75 facilitators had been trained. Moreover, in Pangkep, 65 villages had implemented the model and 103 facilitators had been trained. In June 2019, the program found that 87 out of 424 KOMPAK-supported villages (21%) had issued village regulations on CRVS. These regulations helped institutionalize the role of the village in providing civil registration services.

### Diagram 5. Percentage of villages that had implemented the model in KOMPAK-supported districts in South Sulawesi

(KOMPAK District Survey, June & December 2021)



<sup>34</sup>Kusumaningrum, S., et. al. (2020). *Strong Institutions of Resilient Community: A Study on the Management, Provision, and Results of Basic Services in Civil Registration, Education, and Health*. PUSKAPA, Bappenas, and KOMPAK

Several training and capacity building sessions for CRVS facilitators were completed by the CRVS program to strengthen the initiatives on facilitating civil registration services in the villages, particularly in Bantaeng and Pangkep. In May 2019, the Program organized training for CRVS 129 facilitators in Pangkep (70 male and 59 female). A training of trainers (ToT) session to increase the number of skilled facilitators in Bantaeng and Pangkep (16 male and 13 female participants) was held in Makassar from May 22 to 25, 2019. This training was attended by PUSKAPA as expeditor and trainer, South Sulawesi CRVS facilitators and other trainer candidates, as well as representatives from non-governmental organizations that focus on disability issues in South Sulawesi. For three days, participants discussed topics about the role of CRVS facilitators, stages of legal document ownership processing, and SOPs between CRVS facilitators and civil registration offices. Participants also honed their skills by conducting a number of simulations. The facilitators in Bantaeng and Pangkep said that the training they received from KOMPAK helped them in assisting the community with registration paperwork.

Based on the training activities, the CRVS program developed a national guideline and training of trainer package

(ToT) for CRVS facilitators. The program also finalized and adapted to the local context a package of training modules, a practical guidebook for facilitators, and SOPs for registration services and SOPs for village civil registration.<sup>35</sup>

As a follow-up to the ToT conducted in Makassar, a training series was also held and facilitated by ToT participants in Bantaeng and Pangkep in July 2019. In September 2019, the program facilitated a workshop to develop regulations to increase legal identity document ownership in Pangkep and Bantaeng. As of November 2019, 103 rural and urban villages had formed and issued decrees for the CRVS facilitators in Pangkep, and 67 in Bantaeng.

Services at the village level were also strengthened by a social awareness medium developed with the participation of local residents. In April 2019, the CRVS program facilitated a workshop on media use to raise awareness of CRVS in Bantaeng and Pangkep for 19 male and 17 female participants. The workshop produced material for videography, radio spots, and brochures. One of the villages in Pangkep established a Village Service Center (*Posyandes*) which accommodated complaints and barriers related to civil registration services, with a budget of IDR 5 million per year.<sup>36</sup>

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<sup>35</sup> PUSKAPA. (2019). *PUSKAPA Progress Report March - May 2019*. [unpublished document]

<sup>36</sup> Kusumaningrum, S., et. al. (2020). *Strong Institutions of Resilient Community: A Study on the Management, Provision, and Results of Basic Services in Civil Registration, Education, and Health*. PUSKAPA, Bappenas, and KOMPAK.

Bonto Tiro village, in the Sinoa subdistrict of Bantaeng, was one of the CRVS program's working areas for the Village Budget School (*Sekar Desa*)<sup>37</sup> and the development of the Complaints and Aspirations Center to create a "Budget-Literate Village to Build a Gender Responsive and Inclusive Village," which was implemented by YASMIB Sulawesi in collaboration with National Secretariat of Indonesian Forum for Budget Transparency (Seknas FITRA). Held from November 26 to 30, 2019, the activity, dubbed Aspiration Week, provided solutions for people who had problems with the civil registration process. Volunteers who recorded the people's aspirations and complaints, especially related to civil registration, found 386 residents who did not have official identity documents. Following up the Aspiration Week, a consultation was held on December 10, 2019, and was attended by the relevant stakeholders such as Bonto Tiro administration, female community members, the Village Consultative Body (BPD), Aspiration Command Post managers, youth organizations, Indonesian Broadcasting Commission – South Sulawesi Representatives, village heads, Islamic community assemblies, and community leaders.<sup>38</sup>

In 2021, 170 villages in Bantaeng and Pangkep had adopted the model of facilitating civil registration services in

the villages. Based on the results of an interview with KOMPAK South Sulawesi, it was found that the model is much easier to institutionalize, and finding a budget does not seem too difficult. The model can be regulated in the management of the Village Fund and its line item is already available in each village. KOMPAK Public Financial Management Flagship (PFM) ensured funding availability. The Village Government Technical Supervisor (PTPD) also has a fairly strong influence on budget verification for the model, among others. However, the main challenge for maintaining the sustainability of the program was staff changes and transfers in relevant governmental offices. Frequently, the new officials did not have relevant skills or knowledge about CRVS. Nevertheless, KOMPAK team in Pangkep continue the advocacy to institutionalize the model through the civil registration office at the district level, PTPD at the subdistrict level, and also village government.<sup>39</sup>

In Pangkep and Bantaeng, as of October 2021, replication of the model and CRVS facilitator implementation had already been carried out in all villages and subdistricts, including those villages not supported by KOMPAK. Although at the provincial level replication had not yet been fully implemented, various efforts had been made, such as providing Training of Trainers to the local development planning agency (Bappeda)

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<sup>37</sup> Through *Sekar Desa*, the Village Consultative Body obtains a set of capacity building activities to develop inclusive regulations and village development plans as well as perform budget analysis and monitoring performances of the villages.

<sup>38</sup> Hasan, AM & Hadi, B. (2020). *Village Budget School Module*. KOMPAK.

<sup>39</sup> Program Manager's Observation Results.

and the provincial civil registration office to ensure trainers were ready to provide instruction for those in need. In addition, the program revised the guidelines in facilitating civil registration services in the villages to suit the provincial level.

Institutionalization of the model is also being attempted in the Wajo and Barru districts. The program supported limited discussions with civil registration

officers and regents to identify the initial need for replicating the model in these two areas. The CRVS program also supported the drafting of a regent regulation on accelerating possession of legal identity papers for the poor and vulnerable through workshops and assistance. In addition, the program supported Training for Trainers for CRVS instructors in the Barru and Wajo districts.

### **Strengthening Civil Registration Services for Vulnerable Communities during the Covid-19 Pandemic in South Sulawesi Province**

During the Covid-19 pandemic, the Indonesian government pledged to support vulnerable communities by providing social assistance. However, the social welfare database, which was the primary reference for social assistance distributions, was limited in reaching the most vulnerable members of the community because the data was not up-to-date. The Program saw an opportunity to support the disbursement of social assistance to vulnerable communities through the CRVS sector.

The Program recognized that CRVS facilitators in each KOMPAK-supported area had an important role in ensuring civil registration services reached vulnerable communities, as they could identify and record people down to the village level, as well as connect civil registration services with the demand for identity documents. The Program therefore supported capacity building of CRVS facilitators in each area through a training series.

The Program's efforts to strengthen the role of CRVS facilitators in reaching vulnerable communities in South Sulawesi began with facilitator training in Pangkep, and continued in Bantaeng, in 2020. With the support of the civil registration offices and the Office of Village Community Empowerment, the training provided CRVS facilitators with knowledge of the registration services during the pandemic, and social assistance disbursement mechanisms. The Program strengthened the knowledge of CRVS facilitators regarding the impact of the pandemic on vulnerable communities, and expanded the definition of vulnerability during a pandemic. That way, the village facilitators and village-facilitated civil registration service could continue to develop and support the community, and navigate the challenges of Covid-19.

## Cross-Sectoral Collaboration

The ongoing consolidation of the National Health Insurance (JKN) program in Pangkep increased the need for health workers to ensure that all individuals in the area had the necessary identity documents in order to register. This awareness prompted health workers to advise parents to register the birth of their children.<sup>40</sup>

In 2018, Rappoa Village in Bantaeng adopted the model, and since then the community, especially the poor and vulnerable, could obtain their identity documents in the village, without having to go all the way to the district civil registration office. The facilitation model assisted the poor and vulnerable communities in obtaining their identity papers, which allowed them access to social protection programs such as the elderly allowance, the Family Hope Program (PKH) or Non-Cash Food Assistance (BPNT), from the Office of Social Affairs.<sup>41</sup>

In Bantaeng, the civil registration office created an innovative movement through the civil registration office called MENGGOMBAL<sup>42</sup> (Building a Movement for Parents to Obtain Birth Certificates). This innovation has been implemented since 2019 in collaboration with the health sector and village government, including community health centers (*Puskesmas*), village governments, midwives, and Posyandu cadres. As a result, possession of birth certificates and identity cards for children under 18 increased by 6% and 12% respectively in a year.<sup>43</sup>

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<sup>40</sup> Siagian, C., Wandasari, W., Sahputra, F. et al. (2019). Strategic yet delicate: the dilemma of involving health workers in facilitating birth registration in Indonesia. *BMC Health Serv Res* 19, 889. <https://doi.org/10.1186/s12913-019-4594-z>

<sup>41</sup> KOMPAK (2021). *November 2021 Progress Story: Basic Services for Sari*. KOMPAK.

<sup>42</sup> For the record, the name of the program is usually proposed by the Regional Government or development partners in their respective regions. Names that are "interesting" or "catchy" or "easy to remember" are usually preferred. PUSKAPA acknowledges that these names often have silly or even sexist connotations. This is an area that we need to continue to improve together in the future. As facilitation partners, we should be more sensitive and continue to advocate for good and proper conduct, including in program naming. All parties should continue to reflect, think, and do better.

<sup>43</sup> KOMPAK (2021). *November 2021 Progress Story: Dukcapil Menggombal, The Gateway to Bantaeng's Future*. KOMPAK.

## Stronger Public Financial Management for CRVS

In South Sulawesi, the Pangkep government issued Regent Regulation Number 4 of 2019 on Procedures for the Distribution and Use of Village Fund Budgets, which stated that village fund allocations could be used to support the work of CRVS facilitators. Those facilitators who were village staff did not receive an honorarium because they received incentives. CRVS facilitators outside the village apparatus are given an incentive of IDR 500,000 per month. The Bantaeng government only budgeted for CRVS facilitator incentives from the civil registration office budget.

The Bantaeng government had allocated funding to waive marriage legalization court fees for poor couples; however, the allocated budget was not fully utilized because many people did not have a Poverty Certification Letter (SKTM) as required, so they preferred to pay the fees themselves. In 2020, the village fund for civil registration services in South Sulawesi was used for CRVS incentives.<sup>44</sup> In Bantaeng, several villages also used their fund for vehicles to support the mobile services the facilitators carried out. The Bantaeng government is planning to budget CRVS facilitator incentives from the civil registration office budget.

## Utilization of Civil Registration Data

Efforts have been made to promote an online village information system called the Village Population Administration System (SIADEK), which has only been carried out in Bantaeng since 2019. SIADEK aims to make it easier for villages to carry out identity verification and validation based on civil registration data and online services such as correspondence, online aspirations management (e-musrenbang), aspiration

posts, and budget planning.<sup>45</sup> Currently, civil registration data and Integrated Social Welfare Data (DTKS) is inputted into SIADEK and synchronized through the LACAK KADES (Urban and Rural Village Civil Registration Data Rapid Service) application.<sup>46</sup>

At the time of this report, not all villages had implemented SIADEK because it was still in the stage of refinement and application testing.<sup>47</sup> SIADEK has been

<sup>44</sup> Kusumaningrum, S., et. al. (2020). *Strong Institutions of Resilient Community: A Study on the Management, Provision, and Results of Basic Services in Civil Registration, Education, and Health*. PUSKAPA, Bappenas, and KOMPAK.

<sup>45</sup> Rahmi, MA (2020, July 16). *After Activity Report: Workshop on the Preparation of Poverty/Vulnerability Indicators in the Context of Handling Covid-19 Towards the New Good of Bantaeng District* [unpublished document]. PUSKAPA.

<sup>46</sup> Assessment of Work Performance KOMPAK June 2021.

<sup>47</sup> Program Manager's Observation Results.

tested in 10 villages in Pa'jukukang Subdistrict.<sup>48</sup> SIADEK is being carried out in all 46 Bantaeng villages, because it has been institutionalized in Bantaeng Regent Regulation Number 55 of 2019 on The Village Information System.<sup>49</sup>

In Pangkep, KOMPAK has not yet pushed for an online village information system, so the system used there is one initiated by the local government and is still being operated manually.<sup>50</sup>

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<sup>48</sup>Rahmi, MA (2020, July 16). *After Activity Report: Workshop on the Preparation of Poverty/Vulnerability Indicators in the Context of Handling Covid-19 Towards the New Good of Bantaeng District* [unpublished document]. PUSKAPA.

<sup>49</sup>Assessment of Work Performance KOMPAK June 2021.

<sup>50</sup>Program Manager's Observation Results.





## F. Collaboration with Other KOMPAK Flagships

In institutionalizing the model of facilitating civil registration services in the villages, the CRVS program collaborated with KOMPAK Public Financial Management Flagship (PFM) to work on CRVS budgeting. Together with subdistrict and village strengthening team (*Kecamatan* and Village Strengthening Flagship/KVS), the CRVS program encouraged the work on village development. The collaboration between the flagships and the district-level governmental offices encouraged the implementation and institutionalization of the model in the Pangkep and Bantaeng districts.

In September 2021, KOMPAK encouraged the district governments and village organizations to develop the model concept as a model for civil registration services provided by the village administration. The CRVS program also conducted thematic workshops to help map out the tasks and functions of each government sector related to the implementation of the model. Through the workshops, participants were trained regarding allocating budgets in district governmental offices and village systems.



## 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. The initial implementation of the Program's work in South Sulawesi was also supported by the strong network and capacity of civil society organizations such as the *Adil Sejahtera Foundation (YAS)* and

the *Mitra Bangsa Swadaya Foundation (YASMIB)*. 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 involved in the program helped disseminate new approaches to the community.

**At the same time, the significant role of CRVS actors and champions could be both a driver of change and a barrier to CRVS's sustainability after KOMPAK ends.**

In both Bantaeng and Pangkep, staff transfers and job changes occur a lot. Substitute actors with key roles often did not have sufficient knowledge or relevant backgrounds so that greater advocacy

efforts needed to be undertaken. This challenge shows that institutionalizing CRVS in regional priorities needs to be accompanied by actors committed to strengthening it.

**The institutionalization of innovations resulting from this program need to be supported by effort from related parties to overcome the imbalance of information about its benefits and how to access services; the low trust of the community in service providers, and the varying levels of community capacities in accessing the services.**

The CRVS program still found groups who were reluctant to ask for help from CRVS facilitators because they didn't know that they were part of the civil registration service in the village, and not a broker. Some people were afraid or insecure when dealing with the registration bureaucracy, so they were reluctant to submit their

applications to the service office. That there were still people who had not recorded their personal/family details or did not know how to access service innovations, indicates that community awareness and understanding should be improved.

**The push for the government and partners in the regions to develop service innovations should consider the basic problems they still face. For instance, the long distances between rural residential areas and service centers could not simply be solved by providing online services alone.**

For Pangkep's, islands it was often difficult to carry out GERTAK services due to natural conditions such as the weather, ocean waves and the rainy season. Another challenge was the high operational expenses for providing services to the islands, including having to

rent transport boats and accommodation for service staff who had to spend the night on the islands. Service on the islands could only be handled offline due to there being no internet access, which forced officers to process electronic IDs (e-KTP) registrations manually.<sup>51</sup>

**The initiative for the government and partners in the districts to develop service innovations should take into account the basic problems they face and the implications for the wider resource ecosystem.**

Partial delegation of authority to subdistricts, for instance, was a good practice in order to make it easier to process application paperwork. Therefore, it is necessary to have the right supporting equipment to ensure optimal service provision. In Bantaeng, internet network infrastructure remained an obstacle. To overcome this, the Communications and Information Technology Office improved the network in the village, but this was

only in the initial implementation stage (mapping). Several villages took the initiative to buy their own equipment to improve signal reception.<sup>52</sup> In addition to basic infrastructure challenges, the expansion of services to subdistricts also required considering whether to draw from resources that were supposed to be for the villages, or if there were any other specific resources.

**Implementing a governance improvement program might seem straightforward enough that it doesn't require careful attention to gender equality, protection for people with disabilities and special groups, and social inclusion. However, from the Program we learned that weaknesses in civil registration occur due to access inequality, 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 be in-depth research and strengthening of understanding by 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

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<sup>51</sup> KOMPAK. *Best Practices GERTAK di Kabupaten Pangkep*. [print]

<sup>52</sup> Program Manager's Observation Results.

methodologies needed to reach vulnerable groups. In implementation, strengthening 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

vulnerable groups. In improving service accountability, various activities are needed to ensure that the development process, for instance in villages, promotes ethical and meaningful involvement of women, children and persons with disabilities.



## Appendix: Program-Supported Regulations

## Bantaeng

No.	Regulation
1.	Memorandum of Understanding between Disdukcapil, Ministry of Religious Affairs, and the Religious Courts of 2017 on Integrated Services for Ownership of Marriage and Population Legal Status for the Community
2.	Bantaeng Regent Regulation Number 50 of 2018 on the List of Authorities Based on Right of Origin and Village-Scale Local Authorities.
3.	Bantaeng Regent Circular Letter Number 271 of 2019 on Appointment of Urban and Rural Village Coordinators.
4.	Bantaeng Regent Regulation Number 55 of 2019 on Village Information Systems.
5.	Bantaeng Regent Regulation Number 80 of 2019 on Acceleration of Ownership of Legal Identity Documents for Vulnerable Communities and Special Groups.
6.	Bantaeng Regent Regulation Number 6 of 2019 on Guidelines for Village Financial Management.
7.	MoU Number 460/23/Dukcapil/PKS/ 2019 on the Utilization of Citizen Identification Numbers, Civil Registration Data, and Electronic ID Cards in the Scope of Duties of the Investment Service and One-Stop Integrated Services.
8.	MoU Number 460/24/Dukcapil/PKS/! 2019 on the Utilization of Citizen Identification Numbers, Civil Registration Data, and Electronic ID Cards in the Scope of Duties of the RSUD Prof Dr Anwar Makkatutu.
9.	Bantaeng Regent Decree Number 900 of 2020 on Technical Instructions for the Appointment and Dismissal of Village and Subdistrict Koordukcapil.
10.	Bantaeng Regent Circular Letter Number 410 of 2020 on Acceleration of Special Village Deliberation and Distribution of BLT Village Funds.

## Pangkep

No.	Regulation
1.	Pangkep Regent Regulation Number 4 of 2019 on the Procedures for the Distribution and Specifications of the Village Fund Allocation for Fiscal Year 2019.
2.	Pangkep Regent Regulation Number 5 of 2019 on Provision of Death Benefits for Poor Families.
3.	Pangkep Regent Regulation Number 13 of 2019 on Child Friendly Districts.



No.	Regulation
4.	Pangkep Regent Decree Number 210 of 2019 on the Establishment of the Gender and Children Information System Data Forum.
5.	Circular Letter of the Community and Village Empowerment Service of Pangkep District Number 800/218/DPMD Year 2019 on Community and Village Empowerment.
6.	MoU Number 890/81/VII/DPPPA Year 2019 on Synchronization of Availability of Gender-Based and Child-Based Disaggregated Data.

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**Methodology:**

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

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# KOMPAK-CRVS Implementation Stories

in Bantaeng and Pangkep Districts  
South Sulawesi Province



Australian Government