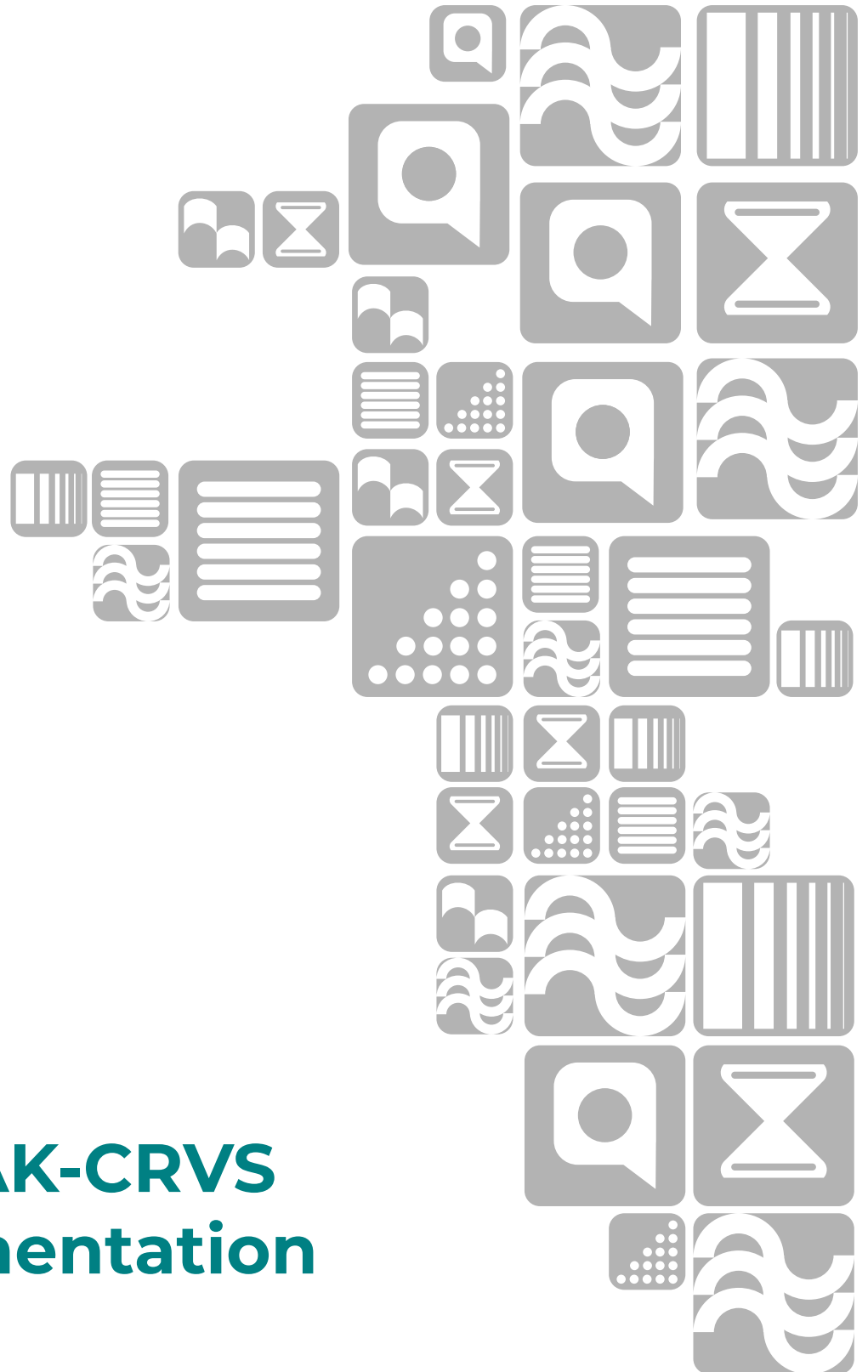




KOMPAK-CRVS Implementation Stories

in Bondowoso, Lumajang, Pacitan, and
Trenggalek
East 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, 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 a 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 East Java provinces. 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 organized 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 Bondowoso, Lumajang, Pacitan, and Trenggalek

To ensure that KOMPAK-driven programs effectively strengthen civil registration and vital statistics systems, KOMPAK and PUSKAPA conducted a formative study¹ at the beginning of their collaboration, as well as an assessment and mapping of CRVS-related issues in various KOMPAK pilot areas.² In 2017, the CRVS program carried out a rapid assessment in Bondowoso, Lumajang, Pacitan, and Trenggalek to obtain information on the CRVS situation in those areas.³ A situation analysis⁴ 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.

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.

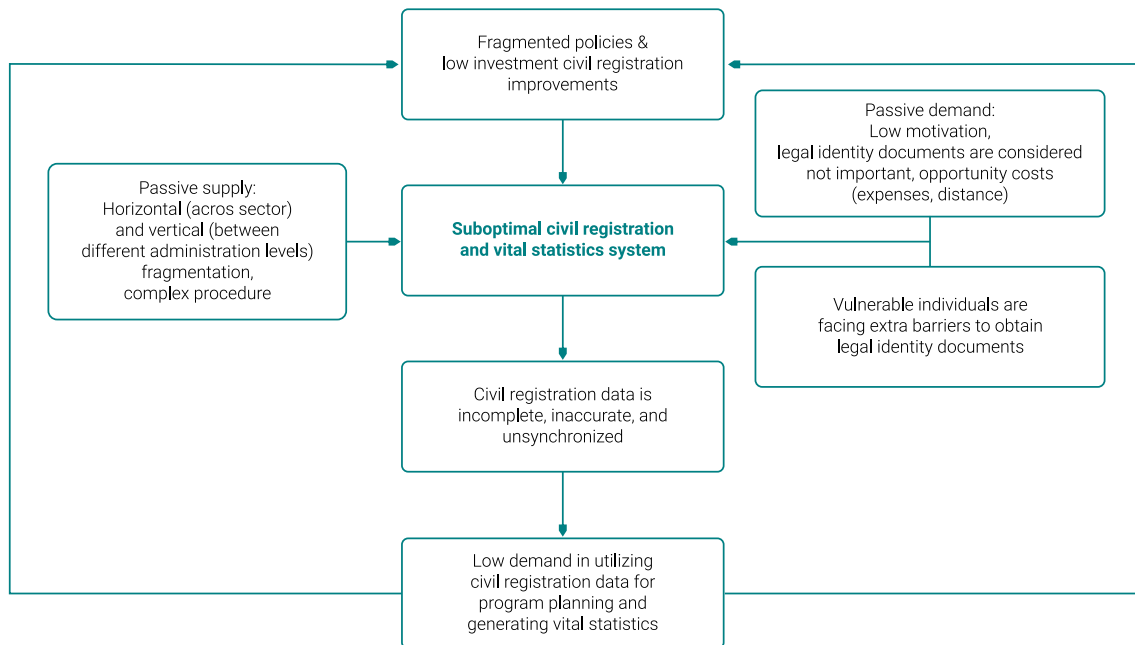
¹ In 2015 KOMPAK and PUSKAPA conducted a formative study by sampling three subdistricts in three districts—West Aceh, Pekalongan, and Pangkep—to obtain in-depth information on community access and the CRVS system. The study provided an overview of the political, economic, social and geographical backgrounds of the poor and vulnerable community in each area.

² PUSKAPA. (2016). CRVS Program Design, a Collaboration Between Center on Child Protection & Wellbeing (PUSKAPA) Universitas Indonesia with the Ministry of National Development Planning (Bappenas) and Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan (KOMPAK). [unpublished]

³ PUSKAPA (2018). CRVS Rapid Assessment Report in Bondowoso, Lumajang, Pacitan, and Trenggalek Districts, East Java Province [unpublished]

⁴ PUSKAPA. (2016-2020). Civil Registration Situation Analysis 2016-2020 in Bondowoso, Lumajang, Pacitan, and Trenggalek Districts. PUSKAPA, Bappenas, dan KOMPAK. [unpublished]

Diagram 1. Mapping CRVS Related Problems



Demand Side Barriers

Long distances, processing fees,⁵ and complicated processing were found to be the main barriers for residents in obtaining their legal identity papers/ cards. Although incentives were created, including the elimination of fines and birth registration fees, they were found to be ineffective in increasing the people's demand for their identity documents. They were also constrained by other factors such as the cost/difficulty in accessing the nearest civil registration office and limited transportation.

The community's lack of initiative to report their personal information also contributed to the suboptimal performance of the civil registration system. Another main reason why applications for identity paper remained low is that people did not see how having identity cards would benefit them. The study found that most families preferred to wait, sometimes for a whole year, until they recorded another life event such as a birth or change of residence, or to remove a deceased's name from the family record.

⁵ 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.

In East Java Province, a rapid assessment⁶ found that child marriages that did not receive a court exemption often resulted in couples not having a marriage certificate. Consequently, it was difficult for children born from child

marriages to obtain birth certificates. The rapid assessment also showed that some people used different names and spellings for different formal documents, thus delaying the registration of legal identities.⁷

Supply Side Barriers

Although regulations at the national level aimed to bring services closer to the community at the subdistrict level, this had not been implemented in most subdistricts and villages. As a result, vulnerable people who live far from the civil registration office, which are commonly located in urban areas, had to travel long distances.

Another challenge in civil registration service delivery was the lack of available and qualified human resources. Registration officers had varying levels of capacity or skills, and those officers at the subdistrict level who had experience with the verification and validation process were often transferred to other areas, leaving some communities to be served by untrained volunteers.

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. A more 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.

Funding for civil registration in the regional budgets was quite low and limited to regular services.⁸ 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.

In East Java, a rapid assessment showed that efforts to involve the health sector in collecting identity document applications were hampered by the registration

⁶ PUSKAPA (2018). CRVS Rapid Assessment Report in Bondowoso, Lumajang, Pacitan, and Trenggalek Districts, East Java Province [unpublished].

⁷ Ibid.

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

officers' inability to respond,⁹ thereby delaying the whole birth certificate process. Particularly in Lumajang, a collaboration between the social sector and the civil registration office was severely lacking, despite the high demand

for official identity papers. The rapid assessment also found that the initial registration data in the village information system could not yet be utilized due to insufficient staffing.¹⁰

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 universal health insurance members, and it was found that a lot of the registration data were invalid.¹¹

The lack of optimal connectivity between relevant sectors in ensuring the most recent or up-to-date civil registration data made it difficult for other sectors to use the data as a basis in their planning and budgeting. Although discussions on efforts to link sector data had been

carried out several times, discrepancies were still found between the need for data and their availability and timeliness. This was a major setback in the effort to coordinate data from different sectors. In East Java Province, the Pacitan and Trenggalek civil registration offices made an effort to involve villages in updating civil registration data. However, this effort stalled because the villages did not receive any incentives to carry out the process.

⁹ PUSKAPA (2018). *CRVS Rapid Assessment Report in Bondowoso, Lumajang, Pacitan, and Trenggalek Districts, East Java Province*. [unpublished]

¹⁰ Ibid.

¹¹ Fauzia, M. (March 17 2021). Director of BPJS Kesehatan: 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>

The 2015 Susenas Birth Certificate Ownership Analysis

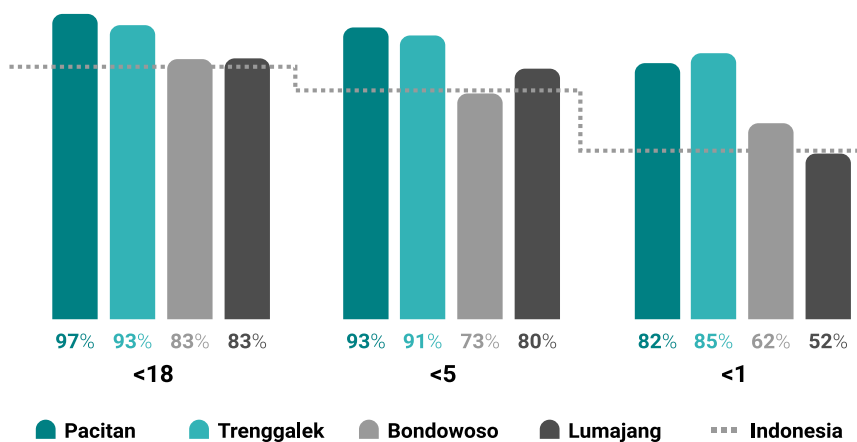
The 2015 Susenas analysis on birth certificate ownership¹² in KOMPAK working areas in East Java (Pacitan, Trenggalek, Bondowoso, and Lumajang districts) provided an overview of the situation in each district, which informed the formulation of the program designs to be implemented.

The suboptimal CRVS system was evidenced by the low issuance of birth certificates for newborns in Pacitan, Trenggalek, Bondowoso, and Lumajang. In Pacitan, while birth certificate ownership was relatively high for children under 18 (97%) and under-five (93%), only 82% of children under one had obtained the document. Meanwhile, in Trenggalek, it was 93%, 91%, and 85% respectively for children under 18, under five, and under one year.

Compared to the Pacitan and Trenggalek districts, Bondowoso and Lumajang generally showed lower birth certificate ownership. However, out of the three age groups, birth certificate ownership was also lowest for children under one year in these districts (Diagram 2). In Bondowoso, 83% of children under 18 and 73% of children under five had a birth certificate, but only 62% of children under one had obtained the document. In Lumajang, it was 83%, 80%, and 52% respectively for children under 18, under five, and under one. In conclusion, the civil registration system was still unable to record children within a year of their birth, particularly in the districts of Lumajang, Bondowoso, Pacitan, and Trenggalek.

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

(Susenas, 2015)



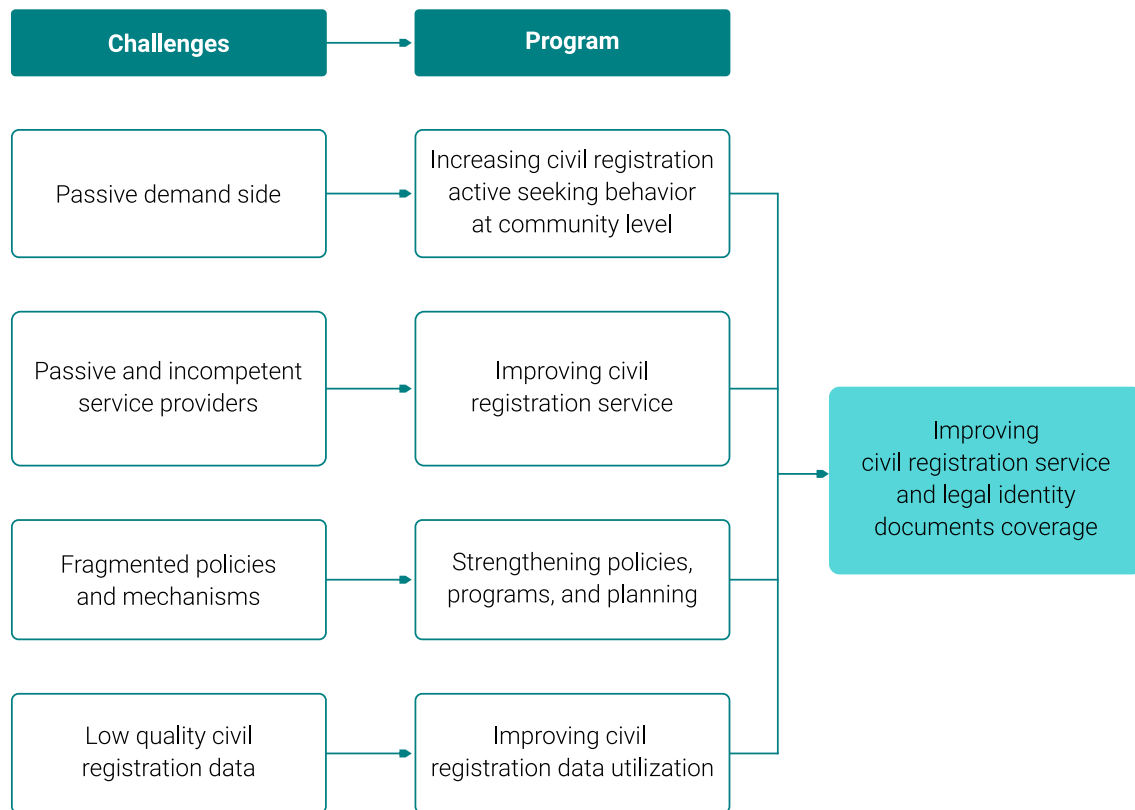
¹²Based on respondents who reported having a birth certificate



B. Initial CRVS Program Design¹³

¹³PUSKAPA (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 Governance for Growth (KOMPAK). PUSKAPA.

Diagram 3. Initial CRVS Program Design



Based on the results of a problem mapping conducted at the beginning of the CRVS 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, and 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 quantity 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)

Intervention Models

Pacitan

In 2017, the CRVS program started its work to strengthen CRVS by encouraging the facilitation of civil registration services at the village level. The program also identified the need for facilitators at the village level to assist people in obtaining their legal identity documents. The verification and validation of social assistance recipients' data was also part of the effort to strengthen CRVS. Regional Development Planning Agency (Bappeda) of Pacitan, together with the Pacitan Office for Social Affairs and CRVS facilitators, also supported the improvement of civil registration data by starting to use Citizen Identification Number (NIK) as a reference for social assistance recipients' data verification and validation.

Bondowoso

The CRVS program's support for the development of a collective and integrated recording model was also initiated in 2018 with the formation of the GERTAS (Complete Civil Registration Movement) program in Bondowoso. This program emphasized the involvement of the village, the Health Office, the Education Office, the Office for Social Affairs, and other officials in accelerating civil registration services. The GERTAS team in Bondowoso consisted of teams

at the district, subdistrict, and village levels. To support acceleration, the team provided registration services on various fronts, including 1) village-based services; 2) education-based services; 3) health facility-based services; 4) social welfare-based services; 5) mobile services, and 6) integrated service for marriage legalization for Muslim couples. Through Bondowoso Regent Regulation Number 31 of 2018 on Instructions for the Implementation of the Complete Civil Registration Movement (GERTAS), regional and village governments may fund these cross-sectoral civil registration services using the local government budget (APBD).

With GERTAS, the education sector in Bondowoso identified those students who did not have a birth certificate, and followed up by facilitating the filing of requirements from the education units to the local civil registration office. Collaboration with the health sector was carried out by involving front-line officers, i.e. health workers, who were tasked with notifying and assisting in submitting the proper forms for every birth in Bondowoso. In addition, the social sector took part in GERTAS by identifying vulnerable individuals who did not have legal identity documents.¹⁴

¹⁴ Bondowoso Regent Regulation Number 31 of 2018 on Instructions for the Implementation of the Complete Civil Registration Movement (GERTAS)

Lumajang

In Lumajang, the CRVS program supported the innovation efforts of the District Government in what is called *Gadis Ayu*¹⁵ (Indonesian Movement for Awareness of Civil Registration to Integrated Health Services Post). This innovation encouraged collaboration between integrated health posts for child health (Posyandu) services and civil registration services to identify the need for registering birth certificates. Posyandu cadres also identified the need for other identity papers.¹⁶ If these needs would be reported to the village head, then complete civil registration services would be implemented together with the local civil registration office.¹⁷

Trenggalek

In Trenggalek, the CRVS program supported a village-level initiative called *Desa Tuntas Adminduk*, in 2017. This initiative aimed to accelerate the civil registration service process by appointing a village civil registration

facilitator, funded by the village budget.¹⁸ The facilitator was tasked with entering and validating individual registration forms into the village information system.¹⁹ Needs mapping by the village civil registration facilitator would be the basis for an integrated and active mobile service for local civil registration offices.

Other KOMPAK-supported districts in East Java also recruited registration facilitators, but were known by different titles. The facilitators were called “CRVS facilitators” in Pacitan, “registration officers” in Trenggalek and Lumajang, and “village civil registration facilitators” in Bondowoso. In total, 30 village registration officers were appointed in East Java in 2018 through four local regulations to facilitate the institutionalization and implementation of civil registration at the village and subdistrict levels.²⁰

¹⁵ 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 carry silly or even sexist connotations. This is an area that we need to continue to improve together in future facilitations. As facilitation partners, we should be more sensitive and continue to advocate for good and proper conducts, including in program naming. All parties should continue to reflect, and think and do better.

¹⁶ Consultation results with the program manager.

¹⁷ Rahmawati, D. & Fanida, E. (2021). *Gadis Ayu innovation (Indonesian Movement Awareness of Civil Registration to Posyandu) at the Population and Civil Registration Office of Lumajang District*. *Publika* Vol. 9 No. 2.

¹⁸ KOMPAK. (2017). *Program Desa Tuntas Adminduk: Kolaborasi layanan keliling kepemilikan identitas hukum bagi masyarakat miskin dan marginal di kabupaten Trenggalek Jawa Timur*.

¹⁹ KOMPAK. (2017). *Progress Report July-December 2017*.

²⁰ PUSKAPA. (2018). *Partner Progress Report January-April 2018*.

Strengthening Policies & Standard Operating Procedures (SOPs)

Bondowoso

GERTAS in Bondowoso was institutionalized in the form of regional policies to strengthen its implementation. The CRVS program supported the development of GERTAS technical guidelines as stipulated in Bondowoso Regent Regulation Number 31 of 2018. The GERTAS technical guideline provided direction for front-line service providers to assist in facilitating civil registration services.

Until 2021, the CRVS program focused on the implementation of online civil registration services at the village level. To ensure quality and consistency, the program supported the formulation of several Standard Operating Procedures (SOPs) in Bondowoso. To date, the CRVS program had developed SOPs for online issuance of birth certificates, death certificates, Family Cards (KK), Child Identity Cards (KIA), and Electronic Identity Cards (e-KTP). The program also developed SOPs for online issuance of change of domicile letters.

Lumajang

Since 2018, the CRVS program has been trying to bring civil registration services closer to its targeted communities, including by increasing the role of the

village. To that aim, it was crucial that the program supported the drawing up of the Lumajang Regent Regulation Number 25 of 2018 on the List of Village Authorities Based on the Right of Origin and Village-Scale Local Authorities. One of the authorities listed in the Regent Regulation (Perbup) was the village's authority to facilitate the implementation of basic services, including civil registration

Beside clarifying village authority, the CRVS program also sought to ensure that resources for civil registration services were available in the villages. Hence, the program supported the writing of Lumajang Regent Regulation Number 59 of 2018 on Guidelines for Village Financial Management, which contains the classification of village expenditures including civil registration. The program also ensured that villages had clear instructions for issuing legal identity documents. In 2020, the program facilitated the formulation of SOPs for online issuance of electronic ID cards and family cards. In 2021, the program facilitated the development of SOPs for online issuance of change of domicile letters and birth certificates, and SOPs for the work stages of village facilitators.

Pacitan

In 2020, the CRVS program's support for strengthening registration services

at the village level facilitated the institutionalization of ways to facilitate civil registration services in the villages through Pacitan Regent Regulation Number 78 of 2020. The regulation underlined village authority to organize and utilize resources for registration services at the village level.

In addition, to promote the implementation of online civil registration services in Pacitan villages, the CRVS program supported the formulation of six SOPs for the issuance of birth certificates, death certificates, child identity cards, family cards, and electronic ID cards for those who had registered, in 2020.²¹ The program also supported SOPs for the online issuance of domicile leaving and arriving letters.²²

Currently, the CRVS program is strengthening efforts to utilize civil registration data in Pacitan by supporting the formulation of the Pacitan Regent's Regulation on Utilization of District Information Systems in Pacitan District. In 2021, this regulation was issued under the

title Pacitan Regent Regulation Number 116 of 2021 on the Utilization of District Information Systems in Pacitan District. This regulation aims to build a data and information base for integrated regional development.

Trenggalek

Similar to other districts in East Java, in 2021 the CRVS program also supported the strengthening of the village role in providing civil registration services in Trenggalek, including facilitating the development of a number of SOPs for the online issuance of birth certificates, death certificates, and family cards. In addition, the program facilitated the development of SOPs for the issuance of child identity cards and electronic IDs for those who had registered. In Trenggalek, the Program also facilitated the formulation of SOPs for online "one stop" package services.²³

²¹ The Pacitan Kadisdukcakil Decision Number: 188.45/56/KPTS/408.42/2020.

²² The Pacitan Kadisdukcakil Decision Number: 188.45/57/KPTS/408.42/2020.

²³ "Package services" is an online service where people can submit one request to obtain a set of legal identity documents, including: 1) updated citizen ID card and family card (for migrations) and 2) children ID card, updated family card, and birth certificates (for newborns).

Utilization of Civil Registration Data

In 2017, Bondowoso developed an information system to be managed by village governments, called SAID (Village Information Administration System). SAID contains data on village profiles, finances, civil registration, development, general government, Village Body (BPD) and other social institution activities. As of 2020, all 209 villages in Bondowoso had developed and utilized SAID.

The CRVS program noted that in October 2019 the implementation of a local poverty reduction program, called *Grindulu Mapan*,²⁴ was not optimal due to the lack of correct data and information about where poor families lived and who they were. In early 2016, the regent instructed the relevant sectors (education, health, social, CRVS, and


district government), to collaborate and support village governance in the integration of data and information systems, and ensure they were accurate and up-to-date. The regent assigned the subdistrict head (camat) to facilitate villages as well as supervise and monitor the implementation of the Grindulu Mapan program. Integrated data at the district level would allow villages to obtain digital civil registration data and receive support for accelerating legal identity services. With synchronized and validated data, Pacitan could synergize their poverty reduction programs and ensure integration between sectors and villages. In 2018 the poverty rate was 14%, an improvement from 16% in 2014.²⁵

In general, the implementation of the 2016-2018 CRVS program in East Java resulted in various achievements, but there was still room for improvement. Achievements and challenges during the 2016-2018 period include:

- 1) The ownership of legal identity documents in general improved, but access was still lacking for some vulnerable groups;
- 2) The civil registration service had started to implement the SOPs, but most of the SOPs were only available in the districts;
- 3) The civil registration and vital statistics system had started to involve various sectors, but they were still not fully connected;
- 4) The allocation of resources for civil registration and vital statistics was still low;
- 5) Civil registration data was still incomplete and inaccurate.

²⁴ Grindulu Mapan (Integrated Movement for the Prosperity of Pacitan People) is an effort by the Pacitan District Government to reduce poverty and improve the quality of basic services, which was ratified through Pacitan Regent Regulation Number 14a of 2012 on the Integrated Movement for the Prosperity of Pacitan People.

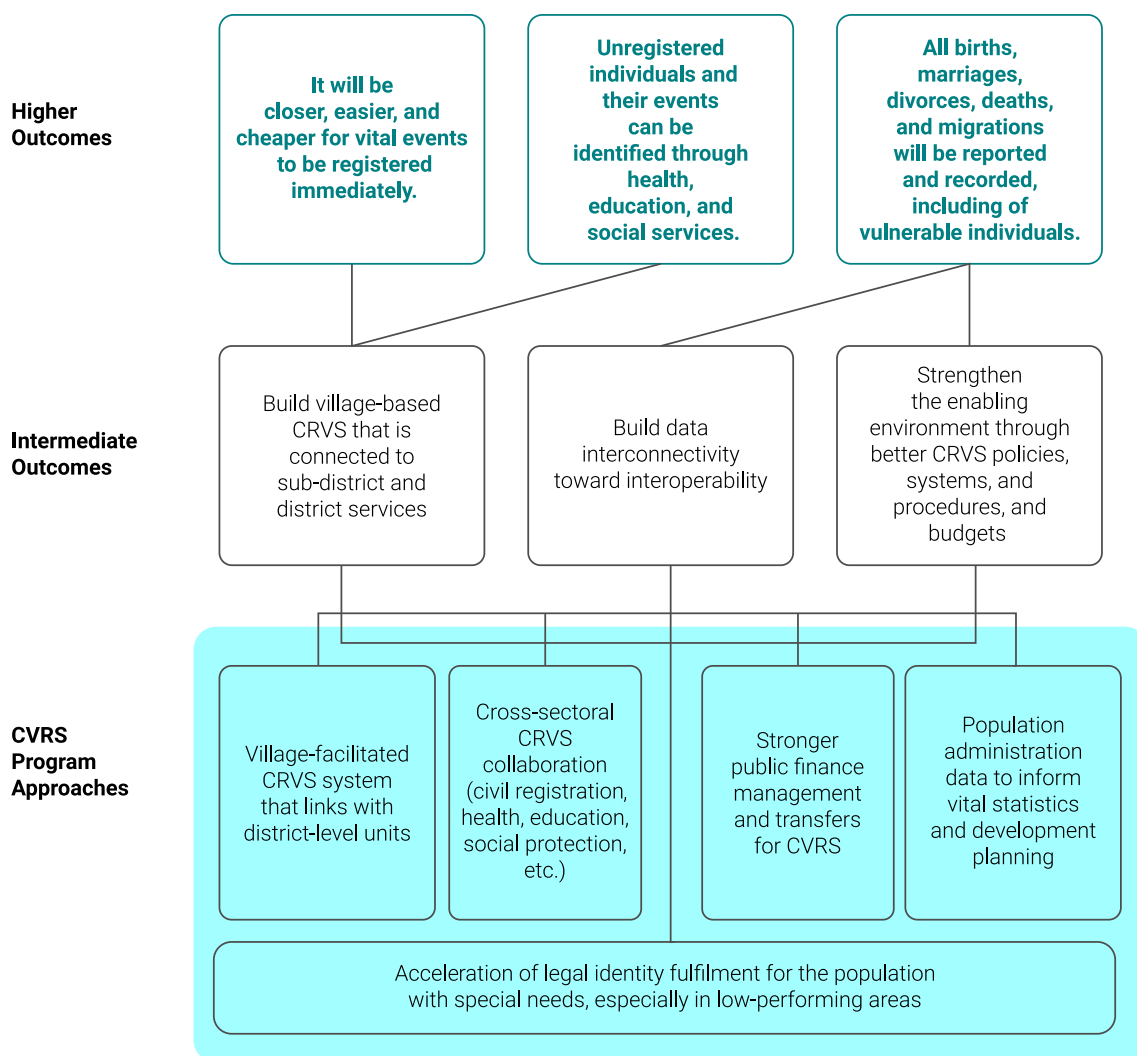
²⁵ KOMPAK. (2019, Oktober). *Catatan Kebijakan Undang-Undang Desa: Dukungan Efektif Pemerintah Daerah bagi Desa*.



D. 2018 Transitional Period: Refocusing the KOMPAK CRVS Program

In 2018, a 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 its resources on supporting five main approaches: 1) A village-based CRVS system that was connected to service units in the district; 2) Cross-sectoral 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 available resources, while ensuring its relevance to the problem at hand. The stages or levels of implementation for each approach would be readjusted based on the situation in each working area.

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 Bondowoso, Lumajang, Pacitan, and Trenggalek Districts

Development of Ways to Facilitate Civil Registration Services in the Village

Between 2017–2018, the CRVS program facilitated various discussions with local governments in East Java to ensure the sustainability of the collaboration between the civil registration sector, the village governments, and communities. The program’s support for this collaboration resulted in the establishment of CRVS facilitators in each of the assisted districts.²⁶ The program also provided training, mentoring, and access to modules/references needed by the CRVS facilitators, whose main responsibilities include identifying the need for identity documents; helping people navigate the complex registration process by assisting in the submission of the required documents and forms to the district or subdistrict civil registration office (if available), and then collect the documents and deliver them to the applicant. In Lumajang, the CRVS program supported a series of discussions on CRVS and village information system facilitators to promote the administration of identity papers in the village.²⁷ This series of discussions resulted in a Circular Letter from the Office of Village & Community Empowerment which encouraged villages to budget for officers and equipment for the village information system.²⁸ In addition, the Office of Village & Community Empowerment asked the

village government to budget for officers to carry out verification and validation. In the same year, the CRVS program also supported a training series to help CRVS facilitators identify civil registration needs.

The strengthening of human resources was continued with efforts to institutionalize authority at the subdistrict and village levels. In 2020, the delegation of some of the regent’s authority to the subdistrict head of 38 districts in East Java was formally carried out. Most of the districts (30 out of 38) had already delegated some of that authority, including the CRVS-related. In addition, KOMPAK-supported districts in East Java had emphasized village authority, particularly in civil registration. The CRVS program also advocated for several regulations related to village authority, including the district regulations in Bondowoso, Lumajang, and Pacitan districts, which underlined village authorities based on the right of the origin and village-scale local authority. With the regulations on which these village authorities were based, the model to facilitate civil registration services in the villages in KOMPAK working areas could be carried out in a sustainable manner.

²⁶ “CRVS facilitator” in Pacitan, “registration officer” in Trenggalek, “registrar” in Lumajang, and “village CRVS facilitator” in Bondowoso.

²⁷ PUSKAPA Internal After Activity Report, December 5 2017.

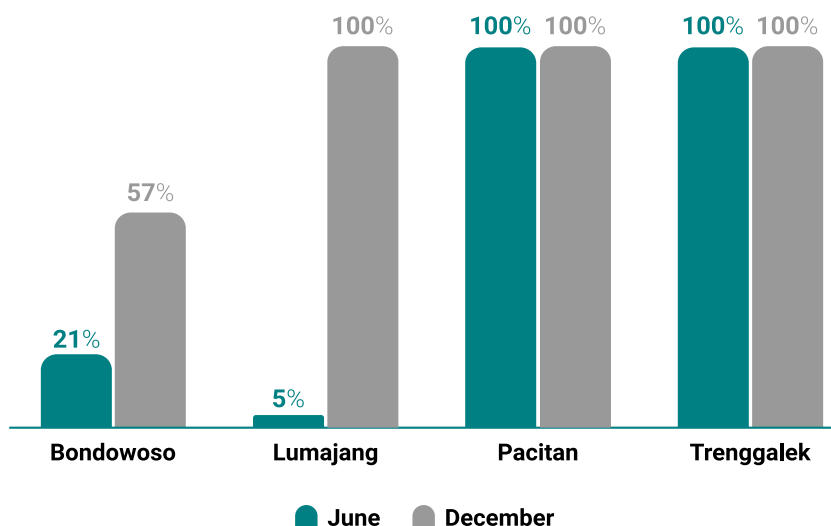
²⁸ PUSKAPA (2018). *Internal Sub-national CRVS Quarterly Report* [unpublished document]

Based on the June 2021 KOMPAK Survey, all 171 (100%) of the villages in Pacitan and all the 152 villages (100%) in Trenggalek had implemented the facilitation model. However, only 43 villages (21%) in Bondowoso and 10

(5%) in Lumajang had implemented it. The villages in Lumajang started to adopt the model in 2020 and all villages implemented it by the end of December 2021. Efforts to expand the model are still being carried out until 2022.

Diagram 5. Percentage of villages that had implemented the facilitation model in KOMPAK-supported districts, East Java

(KOMPAK Survey, June & December 2021)



In Bondowoso, the ongoing GERTAS program developed to also emphasize the role of the village in facilitating civil registration services at the village level. The model gave authority to the village governments to update civil registration data and, through village CRVS facilitators, to respond to requests for, and facilitate the administration of, legal identity documents.³⁰

The work of the CRVS program in villages in East Java also resulted in an online information system developed

in parallel with other CRVS efforts. The Bondowoso’s village information system (SAID), which had been established earlier, became one of the channels to accelerate official identity document ownership. In December 2019, the Ambulu Village Government in Bondowoso launched its own online village-facilitated civil registration services, which was integrated into SAID. Because of this service, the people of Ambulu can now simply submit online all the documents required for obtaining their identity papers to the village office.

³⁰ Bondowoso Regent Regulation Number 35 of 2020 on Amendments to Bondowoso Regent Regulation Number 31 of 2018 on Instructions for Implementing Complete Civil Registration Movement in Bondowoso District.

Identity documents can even be printed at the village office. As of June 2020, the Ambulu Village online civil registration service had issued 15 family cards, 24 ID cards, and 12 birth certificates.³¹

As of 2021, the implementation of the model, with the support of an online information system, has been carried out in the Bondowoso, Pacitan, and Trenggalek districts. Through a series of SOPs facilitated by the CRVS program, officers can issue identity documents at the village level. The program recorded that around 50,000 official identity papers had been processed by the online village-facilitated civil registration services in Pacitan and Trenggalek.³² In addition to creating the facilitation model, the CRVS program also facilitated workshops and testing on the use of the model's monitoring and evaluation instruments in Bondowoso and Pacitan, in 2021.

The CRVS program believes that efforts to strengthen civil registration services in villages requires adequate human resources, and therefore supported several training and capacity building activities. Until 2021, the program has trained at least 50 people to be village CRVS facilitators.³³ The program noted

that in 2021, at least 20 villages in Lumajang already had CRVS facilitators in place.³⁴

In addition to facilitating a training series for village CRVS facilitators,³⁵ the CRVS program also strengthened the civil registration knowledge of implementers at the subdistrict level. In 2020, the program supported training to strengthen the capacity of village governments in East Java subdistricts.³⁶ The training materials for capacity development of village and subdistrict officers included thematic learning in village information system and facilitating civil registration services in the villages. The involvement of the subdistrict officers was expected to expand information regarding civil registration, especially in planning and budgeting.³⁷

The survey found innovations of facilitating civil registration services in the villages in Bondowoso, Lumajang, and Pacitan had been and were being developed through regent regulations. The program also supported replication efforts of the facilitation model outside KOMPAK-supported villages. By the end of 2021, in Bondowoso, 23 subdistricts had replicated the model in more

³¹ KOMPAK. (2020). KOMPAK Newsletter November 2020. [unpublished document]

³² Program Manager's Observation Results.

³³ Program Manager's Observation Results.

³⁴ Program Manager's Observation Results.

³⁵ KOMPAK Assessment of Work Performance June 2021.

³⁶ East Java Province Village and Community Empowerment Office (DPMD) and KOMPAK. (2020). Technical Guidelines for the Establishment and Management of Learning Centers for Capacity Building of Village Apparatuses in East Java.

³⁷ Program Manager's Observation Results.

³⁸ Gucialit Sub-District (9 Villages: Gucialit, Pakel, Wonokerto, Kenongo, Kertowono, Sombo, Jeruk, Dadapan, Tunjung) and Pasirian Sub-District (11 villages: Pasirian, Gondoruso, Kalibendo, Bades, Bago, Selok Awar-Awar, Selokanyar, Sememu, Condro, Madurejo, Nguter)

than 100 villages. In Pacitan, 105 of the 166 villages in all subdistricts had replicated the model. Lumajang noted that 20 villages in two subdistricts had implemented the model.³⁸ At the provincial level, the program sought replication by utilizing the aspiration forum in East Java Province.³⁹

Currently, the program is supporting the preparation of “Technical Guidelines for Data Collection for CRVS Vulnerable Groups” to reach vulnerable groups in villages. Through these guidelines, it is hoped that villages could help the most vulnerable individuals access legal identity documents, and therefore social services.

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

During the Covid-19 pandemic, the Indonesian government aimed to support vulnerable communities by providing social assistance. However, the social welfare database, which was used as reference for disbursement, was unable to reach the most vulnerable groups because the data was not up-to-date. The CRVS program saw an opportunity to contribute in supporting the disbursement of social assistance to vulnerable communities through the CRVS sector.

The CRVS program strongly believes that CRVS facilitators in each KOMPAK-supported area had an important role in ensuring that civil registration services reached vulnerable communities. CRVS facilitators can identify and record vulnerable communities at the village level as well as connect civil registration services with the demand for identity documents. This is why the Program facilitated capacity building of CRVS facilitators in each area through a series of training events.

The Program’s efforts to strengthen the role of CRVS facilitators in reaching vulnerable communities in East Java began with CRVS facilitator training in Trenggalek, in August 2020. With the support of the civil registration offices and the Offices of Village & Community Empowerment, this training provided CRVS facilitators with knowledge about civil registration services during the pandemic and social assistance disbursement mechanisms. The Program strengthened the knowledge of the CRVS facilitators on the impact of the pandemic on vulnerable communities and expanded the definition of vulnerability during a pandemic. Through this training, CRVS facilitators and the model to facilitate civil registration service in the villages could continue to develop and support communities in the supported areas and navigate challenges posed by the Covid-19 pandemic.

³⁹ Program Manager’s Observation Results.

Cross-Sectoral Collaboration

In 2019, the Trenggalek District Government initiated a program to develop the capacity of vulnerable groups to access and receive basic services, as well as to participate fully and actively in overseeing development, which was called *Sepeda Keren* (School for Women, Children, Persons with Disabilities, and Other Vulnerable Groups). The *Sepeda Keren* is also supported by the CRVS program. In addition, CRVS also encouraged the same vulnerable groups

to express their opinions and input to the Village Consultation Forum for Development Planning (Musrenbang) through Women, Children, Persons with Disabilities, and Vulnerable Groups Consultation Forum for Development Planning (Musrena Keren). In Trenggalek, as many as 152 villages, five subdistricts, and 14 subdistricts had implemented Musrena Keren.

Stronger Public Financial Management for CRVS

The strengthening of public financial management for CRVS in East Java was implemented through the institutionalization of village authority to serve the need for identity documents. The regent regulations supported by the CRVS program became the basis on which the village could carry out funding. The allocation of village funds for civil registration services was also carried out in Bondowoso through GERTAS, which gives villages the authority to use village budget for civil registration activities.⁴⁰ Village funding for civil registration services was also carried out in Lumajang through the issuance in 2018 of the Office of Village & Community Empowerment Circular Letter on Community and the Office of Village & Community Empowerment Service for the

use of village budget for basic services, including civil registration. Using its funding, villages may appoint officers to facilitate the civil registration needs of its residents.

The CRVS program also paid attention to budgeting sustainability by ensuring the model of facilitating civil registration services in the villages was part of medium-term planning. In 2021, the Program held a meeting to discuss the model financing model, and to incorporate it in to the Bondowoso and Pacitan Regional Medium-Term Planning (RPJMD) Documents.

The KOMPAK-supported villages in the districts of Bondowoso, Lumajang, and Pacitan have allocated their village budget for CRVS facilitators to help

⁴⁰Bondowoso Regent Regulation Number 35 of 2020 on Amendments to Bondowoso Regent Regulation Number 31 of 2018 on Instructions for Implementing Complete Civil Registration Movement in Bondowoso District.

residents obtain legal identity papers. In Trenggalek, the budget for CRVS

facilitators was sourced from the district's budget (APBD).

Utilization of Civil Registration Data

The CRVS program supported the use of civil registration data in East Java through the development of the SAID (Village Administration and Information System) in Bondowoso; SIMINAKSOPAL (Complete Online Civil Registration Information System) in Trenggalek; SIKAT (Integrated Poverty Information System) in Lumajang, and SIKAB (District Information System) in Pacitan. The KOMPAK survey data shows that all subdistricts in KOMPAK-supported districts had implemented a village information system (Diagram 6).

SAID served as an integrated database, a reference for the basis data of governmental social assistance recipients, civil registration, and village budget planning. In 2021, the CRVS program piloted the Android-based SAID civil registration service system in Bondowoso. In the same year, CRVS also supported

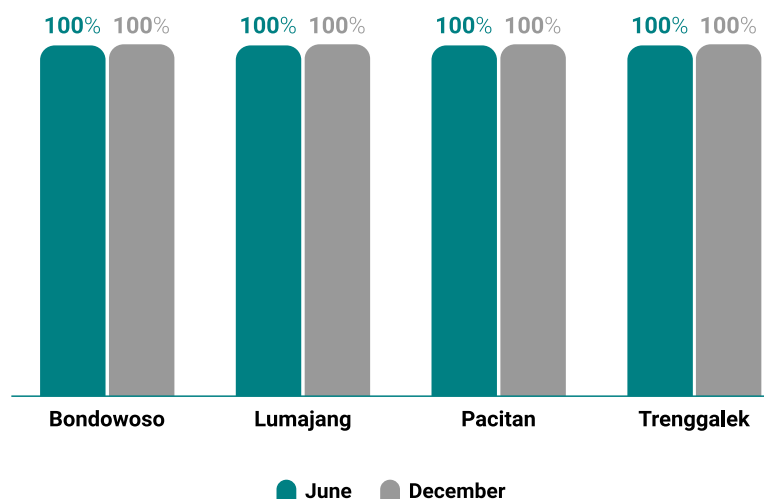
the integration of SEPAKAT Desa (Village Integrated Poverty Planning, Budgeting, Analysis, and Evaluation) with SAID Bondowoso, which later became the basis for synchronized data use between the two. The use of civil registration data in Bondowoso was also carried out through the Mother and Baby Information System (Sibuba), which allowed the civil registration office to map the need for birth certificates for newborns/ children.⁴¹ Additionally, SIKAB was developed by the government of Pacitan to support public services in the context of accelerating poverty reduction⁴² The Program advocated for key actors such as the local office for development planning (Bappeda) to encourage service providers, including the civil registration office, to develop an online service for submitting civil registration applications (SIKAB).⁴³

⁴¹ KOMPAK, 14 September 2021, *SIBUBA Memastikan Ibu Hamil Terlayani dengan Tepat*.

⁴² Regent Regulation draft on SIKAB.

⁴³ Program Manager's Observation Results.

Diagram 6. The Percentage of Subdistricts Implementing Village Information System in KOMPAK-Supported Districts in East Java (KOMPAK District Survey, 2019 & 2021)



In 2021, the Government of Pacitan utilized SIKAB for online services for civil registration, education, and micro, small, and medium enterprises. The district government has also committed to budgeting for two operators and servers. Recently, the CRVS program supported the preparation of a regional regulation that would institutionalize the administration and utilization of civil registration data through SIKAB.⁴⁴ At the village level, 142 out of 171 villages used SIKAB in 2021. In addition, the Government of Pacitan, with the support of KOMPAK and PUSKAPA, created the district information system called SIKAB TAJI PRIMA (Integrated District Information System for Integrated Pacitan Public Services), which is a public

information portal about basic social services. Currently, the portal is gathering information on eligible social assistance recipients, maternal and childhealth, education, and civil registration.

Similar to Bondowoso and Pacitan, the CRVS program supported the Trenggalek local government initiative in developing SIMINAKSOPAL, a mobile application that has aimed to provide easy access to community online civil registration services since January 2021.⁴⁵ The CRVS program also facilitated the development of SOPs for the implementation of online civil registration services through SIMINAKSOPAL.⁴⁶

⁴⁴ Program Manager’s Observation Results.

⁴⁵ Lindawati, Dwi. (5 May 2021). Mudahkan Pelayanan untuk Warga, Disdukcapil Trenggalek Bikin Inovasi “Siminaksopal”. Tugujatim.id. <https://tugujatim.id/mudahkan-pelayanan-untuk-warga-disdukcapil-trenggalek-bikin-inovasi-siminaksopal/>

⁴⁶ Program Manager’s Observation Results.

In Lumajang, an information system called SIKAT, records data on various basic services including civil registration. In 2021, SIKAT was piloted in 20 villages in

the Gucialit and Pasirian subdistricts, and in the future, it will be implemented in all Lumajang subdistricts and villages.⁴⁷

⁴⁷ Program Manager's Observation Results.



F. Collaboration with Other KOMPAK Flagships

CRVS efforts in East Java were conjoined with the work of other KOMPAK flagships. The development of online village-facilitated civil registration services, for example, started with subdistrict and village strengthening work (Kecamatan and Village Strengthening Flagship/KVS) which improved the Bondowoso village civil registration system (SAID). KVS's efforts to strengthen capacity of village governments through an integrated capacity building program for village officers (PKAD) in East Java also supported efforts to improve CRVS.

The village officers who had been trained on facilitating civil registration services in the villages through the capacity building program assisted in the development and planning of village budgeting for civil registration services. In regard to budgeting, Public Financial Management Flagship/PFM also supported the implementation of the model by providing financial analysis based on SOPs for the model that had been compiled by the Program.



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 are not only the technical outputs such as policies and trained staff, but also the relationships and networks built during implementation. In the provinces of East Java, this was evident from the CRVS program's effort to approach champions in strategic agencies such as the local office for development planning (Bappeda) and the civil registration office. At the beginning of its implementation, the CRVS program in East Java was also supported by a strong network of local partners and civil society organizations,

such as the Association for Small Business Improvement (PUPUK) and *Perkumpulan Inisiatif*. The CRVS program also notes that significant changes, such as the development of information systems, required partners who were open to digital change. In addition to approaching decision makers, CRVS also built networks with young changemakers who were familiar with information system innovations.⁴⁸ This made it easier for CRVS to encourage the use of cross-sectoral data at the district level.

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

During the Covid-19 pandemic, the East Java province experienced a change of office and regional head due to bureaucratic mutation and the death of an individual. Due to leadership change, the CRVS program had to accommodate priority adjustments in

the province and, as a consequence, facilitating civil registration services in the villages model replication was difficult to implement. These challenges show how the institutionalization of CRVS into regional priorities would also need actors committed to its strengthening.

The Covid-19 pandemic was one example of an emergency situation that forced the government to make various adjustments to its priorities and allocation of resources. From CRVS we learned that similar programs must be designed with risk mitigation to anticipate similar situations in the future,

including building the capacity of program implementers that are responsive, resilient and can quickly adapt to unforeseen changes. With the overall support of its actors, neither budget shifts nor policy

changes diminished the commitment to strengthening CRVS. This commitment was evident in Pacitan when a drop in the budget for CRVS occurred due to Covid-19. The CRVS program encouraged

⁴⁸Program Manager's Observation Results.

local governments to find other funding sources to support the implementation of civil registration services, especially online. Local governments succeeded in allocating funding for online civil registration service operators through Bappeda. The Program also acknowledges that the shift from offline to online applications for identity documents required adequate infrastructure.

Currently, 42% of all applications in Pacitan are done online.⁴⁹ Therefore, the CRVS program would need to support capacity building of relevant policymaking agencies such as procurement of servers, equipment, operators, network strengthening, other supporting facilities and infrastructure, to respond to requests.

The CRVS program should also support implementers who can adapt their approach on the ground.

In 2020, the pandemic postponed some of the CRVS program's activities. The training of CRVS facilitators in Trenggalek and Lumajang districts, for instance, was postponed in 2020 and had to move online in the end. Facing these challenges, the East Java team developed a number of tutorials in the form of videos and Q&As. The tutorials produced included the use of village information system, providing civil

registration services, the disbursement of cash transfers using village budget, and mapping of budget activity codes according to the updated regulation (Minister of Home Affairs Regulation Number 90 of 2019 on Classification, Codification, and Nomenclature of Regional Development Planning and Finance).

The commitment to strengthen CRVS at the local level should be accompanied by advocacy efforts at the national level.

The CRVS program always seeks to translate innovations and challenges faced in the regions into policy advocacy and funding at the national level. Even today, efforts to optimize data utilization in East Java still face obstacles. Regulations related to the use of civil registration data

at the national level require government officials at the district level to apply for a permit to use the civil registration data at the ministerial level. Bureaucratic constraints in utilizing data hinders the use of civil registration data for planning.

⁴⁹ Regional Secretariat of Pacitan District. *Implementation of Village-facilitated Civil Registration Service Pacitan District*. Presented at the monitoring and evaluation pilot meeting of Village-facilitated Civil Registration Service Pacitan, 8 September 2021 [PowerPoint presentation]

Implementing a governance improvement program might seem straightforward enough so that it doesn't require careful 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 often 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 be in-depth exploration through research and knowledge strengthening for service officers, including CRVS facilitators who interact directly with the community, about how to serve people with disabilities and other special groups. In both research and design, all studies must consider the ethics and methodologies that enable outreach to vulnerable groups.

In implementation, every 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 special groups. In improving service accountability, all program activities should ensure that the development process, in villages for example, promotes ethical and meaningful involvement of women, children, and persons with disabilities.



Appendix: Program-Supported Regulations

Bondowoso

No.	Regulation
1.	Bondowoso Regent Regulation Number 31 of 2018 on Guidelines for the Implementation of the Complete Civil Registration Movement
2.	Bondowoso Regent Regulation Number 84 of 2018 on Procedures for Filling Out Civil Registration Forms and Civil Registration in Villages
3.	Bondowoso Regent Regulation Number 89 of 2018 on Village Financial Management
4.	Bondowoso Regent Regulation Number 91 of 2018 on Procedures for Allocation, Distribution, Use, Monitoring, and Evaluation of Village Fund Allocations
5.	Bondowoso Regent Regulation Number 19 of 2018 on List of Village Authorities Based on the Right of Origin and Village-Scale Local Authorities
6.	Bondowoso Regent Regulation Number 6 of 2017 on the Implementation of Civil Registration in Bondowoso
7.	Bondowoso Regent Regulation Number 2 of 2017 on Procedures for Allocating the Distribution, Use, Monitoring, and Evaluation of Village Fund Allocations
8.	Bondowoso Regent Regulation Number 35 of 2020 on Amendments to Bondowoso Regent Regulation Number 31 of 2018 on Instructions for Implementing Complete Civil Registration Movements in Bondowoso District

Lumajang

No.	Regulation
1.	DPMD Circular Letter Number 141/2404/427.60 on the Acceleration of Facilitation of Preparation of the 2018 FY APBDesa, dated December 18 2017
2.	Lumajang Regent Regulation Number 25 of 2018 on List of Village Authorities Based on the Right of Origin and Village-Scale Local Authorities
3.	Lumajang Regent Regulation Number 59 of 2018 on Guidelines for Village Financial Management
4.	Lumajang Regent Regulation Number 3 of 2019 on Death Benefits for Residents of Lumajang District

No.	Regulation
5.	Lumajang Regent Regulation Number 15 of 2019 on Guidelines for the Implementation of Lumajang District Regulation Number 2 of 2018 on Legal Aid for the Poor
6.	Lumajang Regent Regulation Number 27 of 2019 on Guidelines for the Optimization of the National Health Insurance Program for the Healthy Indonesia Card for All Residents of Lumajang District
7.	Lumajang Regent Regulation Number 29 of 2019 on Death Benefits for Residents of Lumajang District
8.	Lumajang Regent Regulation Number 47 of 2019 on Procedures for Providing Scholarships for Outstanding Students from Underprivileged Families in Lumajang District
9.	Lumajang Regent Regulation Number 11 of 2017 on Death Benefits for the Poor
10.	Lumajang Regent Regulation Number 93 of 2019 on Poverty Reduction in Lumajang District
11.	MoU between the Regional Government of Lumajang District with the Lumajang Religious Court and the Office of the Ministry of Religious Affairs of Lumajang District's Integrated Service of Ownership of Legal Identity Documents for the Lumajang People
12.	Draft of Regent Regulation of Lumajang District on Implementing Regulations of Regional Regulation Number 15 of 2017 on the Implementation of Civil Registration

Pacitan

No.	Regulation
1.	Pacitan Regent Regulation Number 37 of 2018 on List of Village Authorities Based on the Right of Origin and Village-Scale Local Authorities in Pacitan District
2.	Pacitan Regent Regulation Number 96 of 2018 on Village Financial Management
3.	Pacitan Regent Regulation Number 75 of 2019 on Guidelines for the Preparation of the 2020 APBDES
4.	Pacitan Regent Regulation Number 8 of 2019 on the Implementation of the Birth Insurance Program in Pacitan District for the 2019 Fiscal Year
5.	Pacitan Regent Regulation Number 14 of 2019 on Technical Guidelines for Admission of New Students to Education Units in Pacitan District

No.	Regulation
6.	Pacitan Regent Regulation Number 78 of 2020 on Village Authority-Based Civil Registration Services
7.	Pacitan Regent Regulation Number 27 of 2018 on the Technical Implementation Unit at the Cooperatives and Micro Enterprises Offices
8.	Pacitan Regent Regulation Number 38 of 2018 on Technical Guidelines for Admission of New Students to Education Units in Pacitan District
9.	Pacitan Regent Regulation Number 36 of 2016 on Indicators and Guidelines for Verification of Poor Households in Pacitan District
10.	Draft of Regent Regulation of Pacitan on SIKAB One Data for Pacitan District
11.	Pacitan Regent Instruction Number 1 Year of 2017 on Acceleration of Birth Certificate Ownership and Other Legal Identity Documents
12.	Pacitan Regent Regulation Number 116 of 2021 on Utilization of District Information Systems in Pacitan District

Trenggalek

No.	Regulation
1.	Trenggalek Regent Regulation Number 19 of 2018 on the List of Authorities Based on Right of Origin and Village-Scale Local Authorities
2.	Regent Regulation for Desa Tuntas Adminduk (still in the institutionalization stage)

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Methodology:

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

This “Implementation Story” is part of the final program report of the 2015-2022 KOMPAK Flagship: Strengthening Civil Registration and Vital Statistics (CRVS).

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KOMPAK-CRVS Implementation Stories

in Bondowoso, Lumajang, Pacitan, and Trenggalek
East Java Province



Australian Government