

Implementation of Population Service Policy in Indonesian Border Areas

Jericho D. Pombengi^{1*} Endang Larasati² Hardi Warsono³ Kismartini⁴

¹ *Department of Public Administration Universitas Diponegoro Semarang Central Java.*

^{2,3,4} *Faculty of Social and Political Science, Universitas Diponegoro Semarang Central Java.*

**Corresponding author. Email: jerichodangapombengi@students.undip.ac.id*

ABSTRACT

Population Administration is a series of structuring and controlling activities in the issuance of population documents and data through population registration, civil registration, management of population administration information and utilization of its results for public services and development of other sectors. It can be done if supported by professional services and increasing awareness of the population. Policy implementation is a process of activities carried out by various actors so that in the end it will get an outcome that is in accordance with the goals or objectives of the policy itself. This study aims to analyze the problems in implementing population service policies in the border region. The method used is the strategy of approaching the object of research interpretively by means of collecting materials online (journals, books, online media, etc.). Policy research in general research on policy implementation can be seen in detail in 3 (three) dimensions: the process of policy implementation (Policy instruments), the organization or agency implementing the policy (Governance), and leadership in implementing policies (Actors). The results of population service policy implementation have not been optimal yet in the border regions.

Keywords: *Policy Implementation, Population services*

1. INTRODUCTION

Public policies are political decisions made by public institutions. Public institutions are the ones funded with public funds/money, the money collected collectively from the public, whether in the form of taxes, levies or other formally determined levies. [1].

Pressman and Wildavsky [2] argue that, "implementation is to carry out, to accomplish, to fulfill, to produce, and to complete". It means: to bring, to finish, to fill, to produce, and to complement. So etymologically, the implementation can be intended as an activity related to the completion of a job by using means (tools) to obtain results. If the definition of implementation above is coupled with public policy, then the word public policy implementation can be defined as the activity of completing or implementing a public policy that has been determined/approved by the use of means (tools) to achieve policy objectives.

Policy implementation is a process of activities carried out by various actors so that in the end it will get a result that is in accordance with the objectives of the policy itself. Thus, the implementation of policy is, in principle, a way for a policy to achieve its goals. To implement public policy, there are two options: directly implementing it in the form of a program and formulating a derivative policy or derivative of the public policy. The series of policy implementation can be observed clearly, starting from the program, to the project and to the activity. The model adapts the usual mechanisms of management, particularly public sector management. Policies are derived in the form of programs which are then manifested into projects, and finally taking the form of activities, whether it is carried out by the government, the community or in collaboration between the government and the community. These activities include activities for population administration services, constituting a series of structuring and controlling activities in publishing population documents and data through population registration, civil

registration, managing population administration information and utilizing the results for public services and other sector development.

This can be done if it is supported by professional services and increased awareness of the population. [3]. The Talaud Islands Regency is a part of the North Sulawesi Province in Indonesia bordering on the Philippines, which is the object of research. Then the focus of current research is on the implementation of population service policies. The problem is seen from the very long service distance, for example from Lirung sub-district to Melonguane, which is the capital of Talaud Islands Regency, approximately 30 minutes-traveling by speed boat or sea transportation. The sub-districts that are farthest from Melonguane are Nanusa and Miangas districts, adjacent directly to the neighboring Philippines. Then there is no Talaud Islands regency regulation regarding population administration governing the signing of population documents by the Head of the Technical Implementing Unit. There is still a lack of human resources, so that UPTs whose working areas are quite large often experience difficulties. Article 12 of Permendagri 120/2012 mentions the availability of resources including employees, financing, facilities and infrastructure [4].

The Population Service Policy is governed in the Minister of Home Affairs of Republic of Indonesia's Regulation Number 120 of 2017 concerning the Technical Implementation Unit of the Regency/City Population and Civil Registration Service. Government administrative action which is obliged by the state and regulated in statutory regulations in the context of realizing the protection of personal, family, honor, dignity and property of citizens [5]. To people, the ownership of ID cards and family cards is very desirable because they are used as conditions in accessing every other public service such as installing electricity, opening bank accounts, civil registration services, processing passports, and others. The problem faced is that there is a gap between Permendagri no. 120 of 2017 and policy instruments, governance and actors in the implementation of population administration service policies.

This study aims to analyze the problems in the implementation of population service policies in the border area of Talaud Islands Regency, North Sulawesi Province, Indonesia.

2. LITERATURE REVIEW

Policy implementation was assessed by comparing policy content and facility practice using pre- defined indicators covering service access: quality of care, service coordination and patient tracking, patient support, and medical management in Malawi [6].

The purpose of this study was to determine and describe about how the implementation of the policy

issuance Electronic Identity Card is in Merauke, the constraints in the implementation of policy issuance Identity Card Electronic in Merauke including communication, resources, disposition, and organizational structure [7].

A study was entitled Cross-Border Mergers & Acquisitions Policy in Service Markets [8]. The result of analysis shows that intellectual resources are better spent organizing research on learning within existing frameworks rather than attempting to create a new standalone one that would contribute to the further splintering of an already fragmented field of study [9].

3. METHODS

The method used was an interpretive approach to research object strategy, by means of collecting data online (journals, books, online media, etc.). The interpretive approach is a systematic analysis of meaningful social action through detailed and direct human observation on a scientific setting, in order to gain an understanding and interpretation of how people create and sustain their social world.

4. RESULTS AND DISCUSSIONS

The results of the study show that there is still a lack of compliance and attention from local governments in responding to policies made by the central government, this problem can be seen from the following indicators:

4.1 Dimensions of the policy implementation process (Policy Instruments)

Policy instruments show that the conditions of community groups are not evenly distributed in public services, especially in the field of population administration services. The local government's work program is not in accordance with policy objectives, for example the regional government program of the Talaud Islands district wants to improve maximum public services but it is not in accordance with policy objectives, meaning that the minister of internal affairs' regulation number 120 of 2017 has not been immediately implemented by the local government.

Then, the program activities in general were unable to reach the planned community groups, including providing population administration services such as National Identity Cards, Family Cards preparations, etc. This program has not provided services or other benefits optimally yet as desired by the community in the sense that local governments are less innovative in public services. Thus, the objectives of program have not been achieved and not effective. Another indication can be seen from the failure in achieving the program due to the shortage of personnel or human resources

in the population and civil registration offices, consisting of only 11 female and 9 male staffs, so this number is very risky in responding to demands for public services in 19 sub-districts in the Talaud Islands district government. Other local government programs are, of course, more efficient than the population administration service policy program.

The process of implementing policies or policy instruments can be seen in [10], while according to Goggin [11], the research on the success of policy implementation not covers only the compliance of actors/implementers but also the results achieved after the implementation procedure is carried out, efforts to understand the reality of policy implementation need to be viewed in a comprehensive manner. The detail is by following the implementation process that the implementers go through in an effort to realize the policy objectives.

4.2 The dimension of the implementing organization for policies/governance

The phenomenon of governance shows that the structural aspects of the population service and civil registration are very worrying because the state civil service personnel consists of 20 members of the State Civil Apparatus (ASN) serve the community in 19 sub- districts compared with those in other service offices. Then, the work mechanism or coordination between units involved in implementation does not run optimally. Viewed from the aspect of human resources, it is very worrying because the size of existing services is not in line with the number of state civil servants in the population and civil registration service (DISDUKCAPIL).

The aspects of financial support and resources needed by the organization are not optimal yet. The management of the implementation of the technical implementation unit for population services in 19 (nineteen) sub-districts has not performed well and even the UPTD has not been established yet, then the regulation regarding the opening of the technical implementation unit for the population service and civil registration stated that there should be an UPTD office in each sub-district in order to provide closer service to the community.

Goggin [11] mentions that the implementing organization of policies / governance or organizational capacity. Organizational capacity is an organizational element involving: a) structure; b) work mechanism or coordination between units involved in implementation; c) human resources in the organization; and d) the financial support and resources the organization needs to work. The success of policy implementation is greatly influenced by the delivery mechanism, namely how the output of the policy can reach the target group with various criteria on target, time, quality, etc. to ensure the emergence of policy results. The success of the delivery mechanism is strongly

influenced by the implementing agency, namely the existence of an organization that is mandated to implement a policy. An implementing agency’s ability of playing its role is greatly influenced by the capacity of the organization.

4.3 Leadership Dimensions in Policy Implementation (Actor)

The leadership dimension in implementing policies/actors is assumed to be the reputation of actors or leadership in implementing policies [11], as seen from the policies issued by the local government which get legitimacy from the community but are not followed up properly by the Regional People's Representative Council as regulation makers due to lack of synchronization and socialization between local government and DPRD in the matter of making regional regulations on population administration in the Talaud Islands district.

A policy actor often has to work in complex uncertain situations due to unclear formulations of policy objectives to be achieved. Therefore, in carrying out the implementation of policies, an implementer (actor) not only focuses on the structural task delegation but also must understand the policy objectives well. Policy is assumed to be a “message” from the central government to local governments. The success of implementing these messages is strongly influenced by the dimensions of actor reputation as an indicator is the legality and credibility of local government actors [11].



Map of Talaud Islands district

5. CONCLUSIONS

After analyzing the problems in the implementation of population service policies as shown results and discussions section, the following conclusions can be drawn:

The process of implementing policies or policy instruments starts with the conditions and distribution of services to the community, the program is not in accordance with policy objectives, the population administration service program activities are unable to reach the planned community, the program does not achieve its effective goals, and how much fund is needed to provide population services and benefits to the community. It has not been known

actually, so that other programs are more efficient than population administration service programs.

Organizations or policy implementing agencies (governance) are indicators of the structure, work mechanisms or coordination between units involved in implementation, the current state civil apparatus (HR), financial support and resources needed by population service organizations and civil registries. All of the above policy instruments have not been maximized and implemented properly in accordance with existing regulations.

Leadership in policy implementation (actors) in the Talaud Island district government has legitimacy from the community to serve population administration but it is very contradictory to the Regional People's Representative Council unresponsive to the community's need to develop population administration regulations along with the regional government. The credibility of local governments in implementing population service policies has not provided optimal results yet.

REFERENCES

- [1] Udin B. Sore dan Sobirin, 2017. *Kebijakan Publik*. CV. Sah Media. Makassar.
- [2] Tachjan. 2006. *Implementasi Kebijakan Publik*. Bandung. AIPI Bandung bekerjasama dengan Puslit KP2W Lembaga Penelitian Unpad.
- [3] Undang Undang Republik Indonesia nomor 23 tahun 2006 tentang Administrasi Kependudukan.
- [4] Peraturan Menteri Dalam Negeri Republik Indonesia Nomor 120 Tahun 2017 Tentang Unit Pelaksana Teknis Dinas Kependudukan Dan Pencatatan Sipil Kabupaten/Kota.
- [5] Undang Undang Republik Indonesia nomor 25 tahun 2009 tentang Pelayanan Publik.
- [6] Aisha N. Z. Dasgupta, Alison Wringe, Amelia C. Crampin, Christina Chisambo, Olivier Koole, Simon Makombe, Charles Sungani, Jim Todd and Kathryn Church. 2016, pp. 1-13 DOI: <http://dx.doi.org/10.1080/09540121.2016.1168913>
- [7] Syahrudin, Haselman, Muhammad Rusdi and Syahribulan. 2015, pp 8-12. <https://www.questjournals.org>.
- [8] Pehr, Johan Norbäck, Lars Persson. 2008, pp. 269–293 DOI: <https://10.1007/s10842-008-0038-x>
- [9] Nihit Goyal & Michael Howlett. 2018, pp. 1-18 <https://doi.org/10.1080/17516234.2018.1493768>
- [10] Nugroho Riant, 2014. *Metode Penelitian Kebijakan*. Pustaka Pelajar. Yogyakarta.
- [11] Purwanto E. A & Sulistyastuti D.R. 2012. *Implementasi Kebijakan Publik, Konsep dan Aplikasinya Di Indonesia*. Gava Media. Yogyakarta.