

Implementation of the Integrated Population Information Service System (Sipenduduk) Program in Pekanbaru City

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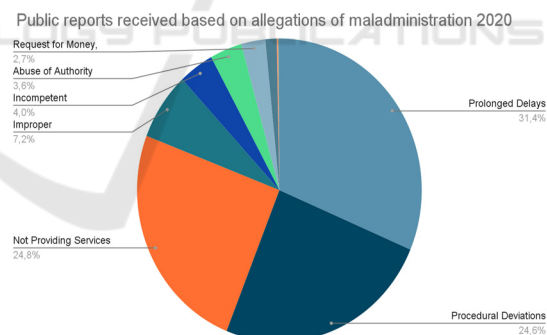
Abstract: This study analyzes the implementation of the Siperresident program in Pekanbaru City and identifies factors that support and hinder its implementation. The research is located at the Department of Population and Civil Registration of Pekanbaru City. This type of research is descriptive research with a qualitative approach. Data obtained based on literature study. Data analysis was carried out with the stages of data collection, data reduction, data presentation, and conclusion. The results of the study found that the implementation of the Siperresident program has been carried out well considering that the use of Siperresident services by the people of Pekanbaru City in accessing population services has dominated by 77%. However, there are still several factors that hinder and support its implementation, such as the level of public awareness of digital literacy and the use of electronic technology in public services, while the supporting factors are the PSBB and PPKM policies caused by the COVID-19 pandemic outbreak.

1 INTRODUCTION

The substance of public service is to provide excellent quality service to the community. This is an obligation for the state apparatus as a form of service to the community. However, the reality of public services that generally occur in Indonesia is still decorated with various forms of irregularities and maladministration. Such as the rampant practice of illegal fees, management services that are slow and not by standard operating procedures, the behavior of officials who tend to act discriminatively, and so on.

Based on data from the Ombudsman RI Annual Report in 2020, during that year the Ombudsman RI received a total of 7,204 reports. The reports consisted of 6,522 regular reports, 559 rapid response reports, and 123 investigations on their initiative. Public reports received based on allegations of maladministration consist of consisted of Prolonged Delays of 31.57%, Procedural Deviations 24.77%, Not Providing Services 24.39%, Improper 7.25%, Incompetent 4.01%, Abuse of Authority 3.66%, Request for Money, Goods, and Services 2.75%, Discrimination 1.29%, Conflict of Interest 0.17%,

and Partiality 0.14% of a total of 7,204 reports (Source: *Ombudsman RI Annual Report 2020: 16*).



Source: *Laporan Tahunan Ombudsman RI Tahun 2020*

Figure 1: Public Reports Based on Alleged Maladministration.

These data show how rampant maladministration practices are in Indonesia with various styles and varieties. Therefore, to overcome these various problems, the government launched a policy on electronic government, or what is familiarly called e-Government through Presidential Instruction Number 3 of 2003 concerning National Policy and Strategy for E-

Government Development to realize good governance.

In response to the policy on SPBE, there are currently many innovations in government services in the form of programs, website-based services, or websites and applications launched by the government to improve the quality of its services to the community. In the field of population and civil registration, the policy was welcomed with a policy derivative in the form of Minister of Home Affairs Regulation Number 7 of 2019 Online Population Administration Services.

The real action of the Pekanbaru City government towards this policy is to launch the Population Integrated Service Information System (Sipenduduk) Program organized by the Pekanbaru City Dukcapil Office Sipenduduk is an electronic-based population service innovation program with the aim that services submitted by the community can be easier, faster, anywhere and anytime without having to visit the Disdukcapil Office directly. This turned out to be very useful when in April 2020 Pekanbaru City implemented a PSBB policy which led to manual restrictions on public services to prevent the spread of the COVID-19 virus outbreak.

However, the problem was when in November 2020 there was a crowd and population density caused by queuing for manual population services in front of the Pekanbaru City Disdukcapil office. This is a big question for researchers seeing that amid the severity of the Covid-19 case and the implementation of the PSBB policy, residents are queuing for population services manually, even though with the Sipenduduk service the community should be able to directly apply for service access from home and still comply with Health protocols by not creating crowds.

So based on this phenomenon, the researcher is interested in analyzing the problem in the form of research with the title "Implementation of the Population Integrated Service Information System Program (Sipenduduk) in Pekanbaru City".

2 LITERATUR REVIEW

Previous studies used as references are research conducted by Wirawan and Rahaju (2019) with the title Implementation of the "Doctor of Population Online" Application (Study on Birth Certificate

Services at the Population and Civil Registration Office of Gresik Regency). This research is located in Gresik Regency and measures policy implementation using Edward III's theory. The results found that the implementation of Dr. Kepo based on Edward III's theory from the communication factor has been well implemented through regular face-to-face meetings. The resource factor is also good because it utilizes social media as a means of disseminating information. Disposition Factors, registers are still required to have a swift attitude. Bureaucratic Structure Factors, Gresik Regency Government provides special funds for registers and also supervises staff.

Another research was conducted by Widhiastiti, 2017 with the title Implementation of the Online-Based Birth Certificate Recording Program (Case Study of the Capil Online Innovation Program at the Denpasar City Population and Civil Registration Office. This research is located in Denpasar city, analysis is done using Edward III's theory. The results of this study found that the implementation of the online innovation program at the Denpasar City Disdukcapil is still not effective due to program damage so innovation services cannot be used and there is no overall accountability from the agency concerned.

The implementation analysis in this study was carried out using Mazmanian and Sabatier's theory because, with many indicators and details in each major variable in this theory, it can explain the complexity of this research. Implementation according to Mazmanian and Sabatier in Widodo (2021: 88) that implementation, is the implementation of a policy decision. The policy can usually take the form of legislation, and can also be an important order or decision, from the executive or judicial body. The main essence is to understand what steps should be taken after a policy is officially formulated. The formulation includes efforts to implement it to produce real implications for the community or target group.

According to Mazmanian and Sabatier in Subarsono (2011: 94), the successful implementation of a policy is influenced by three variable characteristics, namely:

- a. Characteristics of the Problem
 - 1) Level of technical difficulty of the problem
 - 2) Diversity of target group behavior
 - 3) Percentage of target group to total population
 - 4) Degree of change expected

- b. Characteristics of the Policy
 - 1) Clarity of policy content
 - 2) Theoretical support underlying the policy
 - 3) Support from various implementing institutions
 - 4) Consistency of implementing agency rules
 - 5) Commitment of implementing apparatus and agents
 - 6) Broad access for outside groups to participate in the policy.
- c. Environmental Variables
 - 1) Socio-economic conditions of the community and the level of technological progress
 - 2) Public support for the policy
 - 3) Voter group behavior
 - 4) The level of commitment and skills of the apparatus and implementing agents.

Population Administration based on Law No.23 of 2006 concerning Population Administration is a series of activities or activities to organize and put in order population documents carried out through the process of population registration, civil registration, and population information management whose data results are used or utilized for the interests of government, development, and public services.

Online Population Administration or what is further referred to as Online Civil Registration according to the Regulation of the Minister of Home Affairs No. 7 of 2019 concerning Online Civil Registration is a series of activities to organize and put in order population data and documents by utilizing electronic-based technology through the process of population registration, civil registration, and population information management, the results of which are used or utilized for the interests of government, development, and public services.

3 METHODS

This research is a descriptive qualitative research. The location is at the Population and Civil Registration Office of Pekanbaru City considering that Disdukcapil is a government agency that has the highest demand for access to public services in Pekanbaru City. Data collection methods based on Sugiyono (2017:240), were obtained through

observation, interviews, and documentation. Informant selection techniques using purposive sampling and accidental sampling. Data analysis techniques are carried out with data collection stages, data reduction, data presentation, and conclusion drawing.

4 RESULTS AND DISCUSSION

4.1 Problem Characteristics

4.1.1 Problem Technical Difficulty Level

The main technical obstacle that is most often experienced by the Disdukcapil as the agency that organizes the Sipenduduk service is the disruption or damage to the server network. When a server network disruption occurs, the system used to run Sipenduduk and other similar service innovations will automatically be disrupted and cannot be used. The disruption causes the Disdukcapil to temporarily disable the Sipenduduk service until the disruption or network damage is resolved.

Disruption or damage to the server network can usually be triggered by several things ranging from power outages, short circuits of cables or electricity, internet connection interruptions, to memory capacity that is too full is also a cause of server disruption. In the case of server disruption, the location of the trigger can come from internal factors and external factors. Triggers that come from internal factors, namely those caused by the Dukcapil Service itself. Usually occurs because the memory capacity is too full, resulting in the server not operating properly. Meanwhile, triggers that come from external factors are disturbances or server damage experienced by the Office of Communication and Information as a facilitator and server service provider, which can usually be caused by short circuits, electrical problems, or the availability of memory capacity.

So in this situation, the resolution effort made by the Disdukcapil is to coordinate these technical constraints with the Diskominfo to decide on the execution of the solution. Whether the Diskominfo needs to involve programmers from the Disdukcapil in solving the problem or whether it is sufficient for the Diskominfo to handle. In cases such as full memory capacity caused by the internal Disdukcapil, the solution needs to involve programmers from the Disdukcapil to back up the

data. This is because the data is internal to the Disdukcapil, which is substantially only understood and can be done by programmers from the Disdukcapil.

So based on all the conditions that researchers have described in this section, it can be seen that the Level of Technical Difficulty in implementing the Sipenduduk program is at a relatively low level.

4.1.2 Behavioral Diversity of the Target Group

One indicator to measure the characteristics of problems in the implementation process of the Sipenduduk program is the diversity of target group behavior. This indicator illustrates that the more diverse the behavior of the target group, the more challenging the implementation of a policy or program will be. In the case of the Sipenduduk program, the target group is people who have an interest in applying for population document services at the Pekanbaru City Disdukcapil. This is because since the beginning of the planning of the Sipenduduk service as a service innovation program, the Dukcapil Service has indeed made community convenience the main orientation. So in its implementation, the target of the Dukcapil Service is the community of applicants for population services.

In observing the diversity of target group behavior, researchers found several variations in behavior that were quite diverse. This diversity can be identified from the information of applicants for population document services who are willing to become research informants. In selecting the target group to be used as informants, researchers used the accidental sampling method, which is a method of selecting informants who were found by chance and not planned.

Although the informants were chosen by chance, to obtain their diversity, the researcher searched in several different places and media, namely at the Dukcapil office directly, in the comments column of the Dukcapil Instagram post, and in a WhatsApp conversation group. From these three places and media, the researcher obtained six research informants, four of whom were Sipenduduk service users and the remaining two were manual service users.

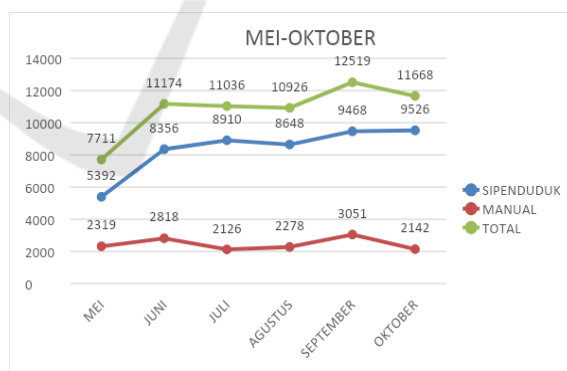
Based on the six informants, the researcher classified the target group into at least eight different types of behavior, namely target groups

who know about the existence of Sipenduduk, people who do not know about Sipenduduk, people who can adapt to electronic technology-based services and people who are less able to adapt to electronic technology-based services, active internet users, and passive internet users, as well as people who support Sipenduduk services and people who are skeptical of Sipenduduk services.

So based on these eight classifications, it can be seen that the variants of the target groups of the Sipenduduk service program are very diverse. This means that the implementation of Sipenduduk is increasingly challenging due to the diversity of target group behavior.

4.1.3 Percentage of Target Group to Total Population

In analyzing the implementation of the Sipenduduk program, it is necessary to see the comparison between the target group and the total population. The target group as explained by researchers in the previous point is people who have an interest in applying for population document services at the Pekanbaru City Dukcapil Office either manually or through the Sipenduduk service. Meanwhile, the population referred to in this study is aimed at people who utilize Sipenduduk services to apply for population document services at the Pekanbaru City Dukcapil Office.

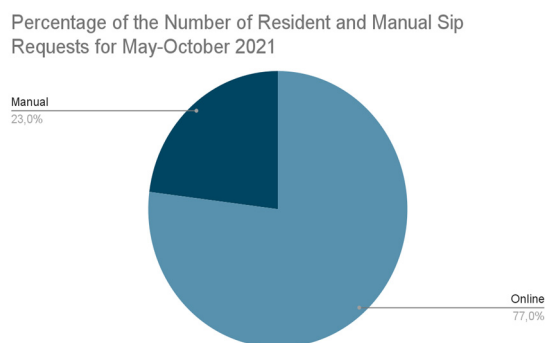


Source: Data processed by researchers based on Laporan Evaluasi Bimbingan Service Excellent Bulan Mei-Oktober 2021

Figure 2: Chart of Number of Online and Manual Requests May-October Period in 2021.

Based on the data in table 5.2 and Figure 2, it can be seen that from May to October 2021, the number of applications for civil registration services submitted through Sipenduduk has consistently been much higher than those submitted manually.

The number if converted in percentage form will be as shown in Figure 3:



Source: Data processed by researchers based on Laporan Evaluasi Bimbingan Service Excellent Bulan Mei-Oktober 2021

Figure 3: Percentage of the Number of Online and Manual Requests May-October Period in 2021.

Based on the graphic diagram shown in Figure 3, it can be seen that the percentage of population service applications submitted through Sipenduduk is much higher than the population service applications submitted manually, namely 77% for applications through Sipenduduk and 23% for manual applications. So in this case it can be said that in the implementation of the Sipenduduk program, the percentage of the total population to the entire Sipenduduk target group is very dominant, namely 77%.

4.1.4 Degree of Change Expected

In terms of policies that refer to the Minister of Home Affairs Regulation Number 7 of 2019 concerning Online Adminduk Services, the considerations underlying the making of the policy for the procurement of online adminduk services are to realize the efficiency and effectiveness of the governance system and provide an easier and faster service mechanism.

In terms of program provisions, Sipenduduk itself is designed by the Dukcapil Office with 4 objectives to be achieved, namely:

1. Provide convenience and transparency to the community
2. Encourage the people of Pekanbaru City to have an orderly administration
3. Electronic filing
4. Helping to realize "Pekanbaru Smart City" which is a program of the Pekanbaru City Government.

Based on the 4 objectives that become the degree of achievement of these changes, namely Providing convenience and transparency to the community, Encouraging the people of Pekanbaru City to order administration, Electronic filing, and Helping to realize "Pekanbaru Smart City" which is a program of the Pekanbaru City Government which has previously been explained one by one, it can be said that 3 of these degrees of change have been successfully carried out by Sipenduduk, namely convenience and transparency, electronic filing and encouraging the realization of smart cities with smart people. While 1 other degree of change, namely orderly administration, is continuing to be improved towards a better direction.

4.2 Characteristics of the Policy

4.2.1 Clarity of Policy Content

Coalition building is the activity of creating support from institutions, agencies, community groups, and the general public to create changes in education policy in Siak District. The results of interviews with several informants can conclude that the education policy advocacy process in coalition-building activities has gone well. PGRI members establish good relationships internally and externally, namely the Siak District Education Office, the Siak District Government, and the Siak District DPRD. Apart from that, several PGRI members hold structural positions in the Siak District Office so they have good relations or relationships between cross-sector organizations.

4.2.2 Support for the Causal Theory Underlying the Policy

Influencing policymakers is a series of activities to provide input, ideas, and ideas to policymakers based on accurate data and information so that the ultimate goal of changing education policy is achieved. The results of interviews with several informants above can conclude that the education policy advocacy process in influencing public policy-making has been running well as it should. The process of influencing public policymaking starts with providing proposals, ideas, and ideas based on accurate data and information to relevant agencies, especially policymakers such as the Siak District Government and the Siak District DPRD in the learning process during the pandemic.

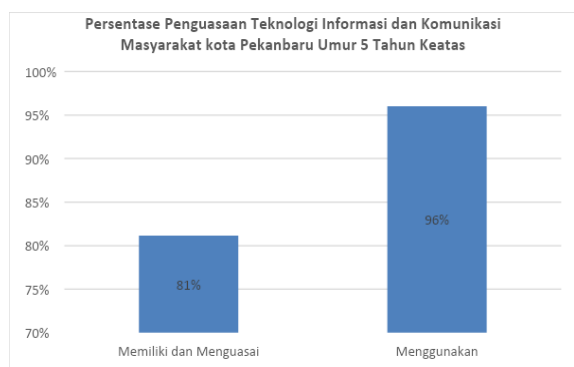
4.2.3 Amount of Fund Allocation to Programs

The budget source for organizing Sipenduduk comes from the Pekanbaru City APBD budget. The budget was first submitted by the Dukcapil Office in 2019, amounting to Rp. 100,000,000 for the procurement of IT consulting services and the procurement of the Sipenduduk application program. In the following years when the Sipenduduk program was implemented, there was no longer a special budget allocated for the Sipenduduk program. Therefore, the special budget proposed for Sipenduduk was only a one-time expenditure. Operational and maintenance costs in subsequent years such as HVS paper, printer ink, and so on only relied on the budget allocation for office stationery.

4.3 Environmental Variables

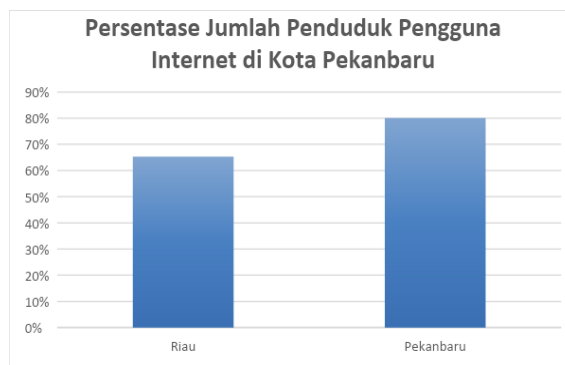
4.3.1 Socioeconomic Conditions and Technological Advances

Pekanbaru City is categorized as a developed city and has adequate infrastructure for the coverage of the island of Sumatra. The socio-economic condition of the community can also be said to be in good condition when viewed in terms of the average income and education level of the Pekanbaru City community. Likewise with technological advances, when viewed from the percentage of the Pekanbaru City community's mastery of information and communication technology, the use of cellular phones is 81%. While the percentage of ownership and control of cellular phones is 96% and the level of internet usage is 80%.



Source: Data Indikator Kesejahteraan Rakyat Kota Pekanbaru Tahun 2019/2020

Figure 4.



Source: Data Indikator Kesejahteraan Rakyat Kota Pekanbaru Tahun 2019/2020.

Figure 5.

4.3.2 Policy Support

When the Sipenduduk program was first launched and implemented, the Dukcapil Office received skepticism and pessimistic views from the public. This was because some parties doubted and did not believe in the ability of the Pekanbaru City community to conduct electronic-based public services. Some people thought that online services were more complicated than manual services. Whereas the procurement of the Sipenduduk program itself was made to provide convenience to the community.

4.3.3 Voter Group Attitudes

Based on the information of six community informants who conducted interviews with researchers, two of them stated that they strongly support the innovation of the Sipenduduk program and feel helped by this innovation. Two informants claimed to support the Sipenduduk service program but at the same time did not apply for services through Sipenduduk but still manually due to their understanding of electronic-based services. One informant supported the Sipenduduk service program and had used the service to apply for civil registration services, but still found it quite difficult to access the service. Another informant admitted that he had never used the Sipenduduk service and preferred to do the service manually.

4.3.4 Competence of Implementing Agents

In implementing Sipenduduk services, the implementing agent, or in this case the front office has mostly carried out a very good service

mechanism. However, a small number of the rest still often receive complaints and criticism from people who apply for services. These criticisms include understanding the requirements of some population document management services, solutions to problems consulted by the community, level of responsiveness, friendliness when providing services, tone of voice, and so on. Meanwhile, in terms of the ability to process service requests, most front office officers have completed the submitted requests promptly in accordance with the specified service standards. While a small number of front office officers are still slow in carrying out the service process so that the resulting service document products become less

5 CONCLUSIONS

The implementation of the Sipenduduk program has been well implemented considering that the use of Sienduduk services by the people of Pekanbaru City in accessing population services has dominated, namely 77%. However, there are still several factors that hinder and support its implementation, such as the level of public awareness of digital literacy and the use of electronic technology in public services, while the supporting factors are the PSBB and PPKM policies caused by the COVID-19 pandemic outbreak.

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