

**TRANSFORMASI
GOOD PRACTICE**

MY FAMILY CARD DATA UPDATE

**UPDATING
POPULATION DATA
IN GRESIK DISTRICT,
EAST JAVA**



OCTOBER 2017



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The situation before the program was implemented

In Indonesia, population data is used, among other things, for development planning, budgeting, general elections, and distributing social aid. The Ministry of Home Affairs instructed regional governments to update their population data; however, many local governments (LGs) have encountered great difficulties in doing so.

The LG in Gresik District, East Java, faced precisely this dilemma three years ago. Population-related documentation in Gresik, the neighbouring district to Surabaya, was not well organised. Of the total 1.6 million residents in Gresik, many did not have birth certificates or electronic identity (e-ID) cards, which are a national requirement. Moreover, only 50% of children aged 0-18 had birth certificates.

Added to this, many households had family cards that had never been updated since being issued. Research conducted by Gresik's Population and Civil Registry Office (PCRO) in January 2015 revealed that around 250,000 of a total 370,000 family cards either contained anomalies (ie: data that had not been verified by the PCRO) or duplicate data (for example, one person registered on two family cards pertaining to two different areas). These particular problems were found on 69% of the total number of family cards in Gresik.

This situation made things very hard for both the people of Gresik and the district's civil servants regarding the provision of public services. Without a valid birth certificate, e-ID or family card, citizens can neither access

nor use public services, such as health care, education or social aid; and yet, many people fail to understand this. Also, residents rarely update their data because they believe that as long as they have a family card, that is enough.

“Local people don’t regard updating their data as an important thing to do,” explained Siti Muchlisyatin, the head of the Population Division at Gresik’s PCRO. Siti explained that a section of the local population believes that a family card will last their entire lifetime and does not need to be updated. That, however, is not the case.

Noor Aini, head of the Data Assessment and Processing section, added that many family cards had never been adjusted since their issue. Moreover, there were still a number of family cards in use that had been signed by local area heads, even though cards with these signatures were no longer valid. Added to these challenges was the fact that all the data held by the Gresik PCRO remained in paper form; there was no electronic system in place to store the district’s population data.

The process of updating the district’s population data and requesting related documentation proved equally challenging. In 2015, Gresik’s PCRO provided 116 forms relating to population documents. However, Gresik residents did not understand how to select



the forms relevant to themselves, or how to fill them in.

“Most of the complaints [directed towards the LG] in Gresik related to the PCRO,” acknowledged Gresik PCRO Head Hermanto Sianturi.

The majority of Gresik residents who had not updated their family cards, recorded their e-ID cards or did not have birth certificates were from different minority groups, including disadvantaged, homeless and/or illiterate people, people with disabilities, the elderly, women, teenagers, and indigenous people.



Gresik residents direct enquiries to a staff member from the district’s Population and Civil Registry Office.

The form of innovation

According to Hermanto Sianturi – who is familiarly known as Pak Herman – the original idea for the My Family Card Data Update programme came to him a few months after he was assigned to the PCRO. As former head of the district's Local Government Agency for Regional Development Planning (Bappeda), Pak Herman had a good understanding of local people's circumstances and needs. It was when he became head of the PCRO, however, that he realised that one of the root causes surrounding problems with public-service access lay with population documents. The lack of updated family cards, e-ID cards or birth certificates makes it very hard for members of the local community to access public services.

This was the point at which the My Family Card Data Update idea took shape. Via this programme, the Gresik PCRO assisted local residents to update their family cards, as well as obtain e-ID cards and birth certificates. The aim of the programme was to ensure that Gresik citizens could secure access to public services such as health care, education and marriage registry services, as well receive social-aid assistance.

According to Pak Herman, it is the government's fault if community members do not possess the necessary identity papers. There was a time when this was perceived as being the sole responsibility of residents, but now governments are realising that they are servants to the people. "Citizens don't know what we want, so we have changed our methods. Nowadays, we don't wait for people to update their status information; PCRO staff visit local residents directly to help them," Pak Herman explained.

Initially, the Gresik PCRO created a programme called Zero Family Cards, to trace all the family cards in the district that had not been updated. As this programme was still carried out manually, however, it was incredibly time consuming. Therefore, Pak Herman wanted to establish an electronic system.

In so doing, the PCRO developed several dash-

boards, websites and smartphone applications that could be used to address needs surrounding population documentation:

1 | Population Administration (Administrasi Pendudukan - Admin DUK): A dashboard that reports the status of family-card updating. The dashboard is updated in real time and can be accessed by the head of the PCRO at any time to check the status of Gresik residents and the performance of PCRO staff.

2 | Village Registrar Reports (Laporan Perangkat Desa - LAPERDE): A smartphone application that is used by village-level registry personnel to record and report people's needs to update their family cards. Supporting documents (such as diplomas, birth certificates, marriage certificates, and death certificates) can be attached as screenshots, and then verified later when the originals are taken to the PCRO.

3 | Online Population Doctor (Kependudukan Online - Dr. KEPO): A smartphone app and website (<http://dispendukcapil.gresikkab.go.id/dispenduk/>) that residents can use in order to understand an "underlying condition" relating to their particular registry status. A person only needs to enter their Primary Population Number (Nomor Induk Kependudukan – NIK) and the Dr. KEPO app will identify any problems with their population-related data. For instance, it can determine whether supporting documentation, such as a birth certificate, has already been verified by the PCRO or not. This application and the website also offer information on how to obtain population-related documents like birth certificates for people who don't have them.

4 | CHECK NIK: The following website (<http://cekNIK.dispenduk.gresikkab.go.id/>) can be used to check civil registration status. Local residents can either enter their NIK or family card number and they are immediately presented with their latest recorded status.

5 | LIKE (Population Information Services - Layanan Informasi Kependudukan): A website

for agency interests that is most often used by registry officials. LIKE can identify local residents that have not updated their data.

With the My Family Card Data Update

programme, Gresik citizens can update their family cards or obtain e-ID cards and birth certificates more quickly, easily and cheaply than they could before.

Programme implementation

1 | Identify the root of the problem. Although the PCRO had known for a long time about low awareness among Gresik residents on the need to update their data, there was no effort on the part of the LG to identify the root causes of this problem. After Pak Herman became head of Gresik's PCRO, the first investigations were made and ultimately, the PCRO discovered two main issues: a lack of understanding among the district's citizens, and the difficulties in actually getting their data updated.

2 | Develop a dashboard, websites, and smartphone applications. Once the roots of the problem were known, the PCRO spent a few months working with a number of information technology (IT) consultants. These IT specialists set about designing a range of tools to assist local residents, village registrars, and PCRO staff to update civil registry documents.

3 | Identify and train registry personnel at the village level. At the time of being recruited, all registry officials had some experience of working as village registrars, authorised by a decree issued by the head of the PCRO. Trainings, which were organised according to geographical groupings, were conducted three times in 2016 and twice in 2017. As of June 2017, a total of 330 village and 26 subdistrict registry officials had been trained on the importance of maintaining accurate civil registry records, the process of updating data, and the new population-related apps. The training material was delivered directly by the head of the Gresik PCRO together with officials from the office's Population and Civil Registration divisions. It was also common practice to invite other

agencies, such as the Religious Affairs Office, to the trainings so that participants could assist each other in registering Islamic marriages.

4 | Select and train subdistrict coordinators. Subdistrict coordinators are responsible for inputting data on family cards regarding routine changes, while other types of data entry are carried out by PCRO staff. Subdistrict coordinators are usually Administration Department heads at Subdistrict Offices, which have Population Administrative Information System (PAIS) operators. The coordinators were trained on the importance of the My Family Card Data Update programme as well as how to utilise the new population-related applications.

5 | In the field, the updating of family cards involved 8,000 neighbourhood heads and 365 registry officials across Gresik. In order to accelerate the data process in specified locations, the PCRO also organised a shuttle service. A team of five officials visited the most remote villages in the district to input the latest family-card data, issue birth certificates and record e-ID cards.



Requirements on printing e-ID cards are displayed at Gresik's PCRO.

MY FAMILY CARD DATA UPDATE

6 | Publicise the programme via radio (2016) and social media (2017), along with village meetings. PCRO staff, subdistrict coordinators and registry officials broadcast discussions via a local radio station (Suara Giri FM) to disseminate information about the My Family Card Data Update programme and the processes involved in updating data. However, this method of publicising the programme was evaluated at the end of 2016 as being ineffective; so now, efforts have shifted to promoting the Data Update programme via social media (primarily Facebook) along with village-level activities.

7 | Recruit new personnel. Recognising that the number of cards affected by duplicate data and anomalies reached into the tens of thousands, there remains a great deal of work for the Gresik District PCRO to complete. However, in anticipation of the scale of the task in updating the district's population data, the PCRO employed an additional 46 staff at the start of 2016. The new staff are not civil servants, but freelancers who are contracted for a fixed term. Their monthly salary is set at Rp 1.5 million (US\$111). These additional staff, the majority of whom are recent high school graduates, have provided a significant boost to performance in terms of registering members of the local population. Between 7 a.m. and 3:30 p.m., each new staff member completes an average of 30 family-card entries per day.

8 | Update data and print population-related documents in accordance with citizens' requests. People can go in person to the PCRO, which is situated in the town of Gresik, or they can seek assistance from registry officials in their villages. The registry officials report a resident's status via the Village Registrar Reports (LAPERDE) application, before submitting supporting documents to the PCRO. After the documents have been verified, a new family card is printed and sent back to the village via the registry official. This process will continue until all data relating to Gresik residents has been updated.

9 | Form a WhatsApp (WA) group, called Gresik PCRO, which has more than 250 members. The group's participants comprise registry officials, subdistrict coordinators, PCRO staff, and officials from several other relevant agencies, such as Gresik's Healthcare and Social Security Agency. The WA group was formed by the head of the PCRO after he realised there were still misunderstandings among some registry officials. The aim of the group is to disseminate information and offer registry officials the space to ask questions and share knowledge.

10 | Call all citizens to update their family cards and record their e-ID cards. PCRO staff use the dashboard to find out who has not updated their family cards or obtained their e-IDs. Staff then make lists per village, and issue requests to the residents in question to visit the PCRO.

11 | Cooperate with other agencies. Once the bulk of citizens' data is updated, the Gresik PCRO will begin to cooperate with other agencies, including Bappeda, the General Works Office, Housing Office, Welfare Office, and the Healthcare and Social Security Agency (HSSA). The ultimate aim of the My Family Card Data Update programme is precisely to share and use citizens' data in order to make the district's planning and budgeting more accurate and effective.



A Gresik PCRO official scans existing data before entering it in the office's new digital database.

Required funding

The budget used for the My Family Card Data Update programme was not too burdensome.

Six IT specialists worked as consultants to create the dashboard, websites and smartphone apps. The financing for these specialists, who were offered one-year contracts, was processed under the umbrella of “activities to improve public services”.

Another need was for an additional number of blank family cards. In 2015, the Gresik PCRO used only 80,000 blank family cards, while in 2016, they ordered 200,000 blank cards. The price of a single blank card is Rp 5,000 (37 US cents), as

they are subject to secure printing and must be supplied by a government-appointed vendor.

Activities to publicise the programme also carried certain costs. During 2016, the Gresik PCRO broadcast several discussions stressing the importance of updating citizens’ data via a local radio station. The cost of one hour on air amounted to Rp 6 million (US\$444).

Apart from these expenses, the PCRO only incurs expenditure when there are gatherings, meetings or publicity events relating to the Data Update programme. For instance, the cost of petrol if staff visit a partner agency’s office, or food costs if there is an assembly or meeting.

Programme results & impact

1 | There has been a change in mindset among local communities in Gresik. Before the innovative My Family Card Data Update programme was introduced, local people did not understand the importance of accurate data or the benefits of up-to-date family cards. They were reluctant to visit the PCRO to update their information. Now, however, according to Noor Aini (head of Data Assessment and Processing), “local residents come on their own volition; they don’t need to be called any longer [...] since they now know [the process] isn’t difficult, they come themselves and don’t use go-betweens anymore.”

2 | The process of requesting, updating and printing population-related documents is faster. From a total of around 250,000 family cards that had never been updated as of the start of 2015, only 83,579 still needed updating by the end of 2016. Moreover, 90% of Gresik residents had e-ID cards by the end of 2016 (up by 50% compared to the end of 2015), while the percentage of children aged 0-18 who did not possess birth certificates fell by 50% from the start of 2015 to only 15% by the end of 2016. Every day, Gresik’s

PCRO processes more than 200 e-ID cards and prints more than 100 birth certificates.

3 | Before the My Family Card Data Update programme was introduced, it took around 25 days to update a family card. Now, if all relevant documentation is presented to the PCRO before 10 a.m., the family card will be printed and ready to collect by the end of the day. If the paperwork is submitted after 10 a.m., the card can be collected the following day.

4 | Families with newborn babies receive birth certificates and updated family cards within two weeks of the birth being reported to the village registrar. Previously, a baby’s parents had to travel to the PCRO to report the birth in person and take with them all supporting documentation. Thereafter, they had to wait at least 25 days to collect their updated family card.

5 | All the documents that have been printed since the launch of the Data Update programme have been digitised. Historic documentation is also currently being scanned, with documents such as

MY FAMILY CARD DATA UPDATE

marriage and birth certificates from the 1980s and 1990s being digitised by PCRO staff. This means that local residents will no longer need to present these documents to the PCRO if and when their family cards need updating in the future. Around 5,000 documents are being scanned every month.

6 | A service system is available to make requests and submit complaints. Gresik citizens can connect directly with PCRO staff via telephone, WhatsApp and Facebook, to obtain the information they need.

7 | There is improved cooperation between district-level agencies. The PCRO has begun to collaborate with agencies such as Bappeda, General Works, Housing, and Welfare offices, and the Healthcare and Social Security Agency (HSSA) to update data. This cooperation is beneficial to all involved; the PCRO is assisted in updating data, while the registry office's partner agencies obtain more accurate data that can be used for their own programming.

According to Gresik's Deputy District Head, Mohammad Qosim, the benefits of the Data Update programme are tremendous, and include budget savings and speedier service delivery. He offered one example concerning Gresik's Welfare Office and Bappeda, which now know what percent of the district's residents are classified as poor. Previously, the local government in Gresik were unsure about the percentage as there were several different sources of data.

"Now, they just have one source of data to address poverty," he explained.

By way of another example, in June 2017, Gresik's PCRO forged closer ties with the district's HSSA. The collaboration was launched after social security staff discovered cases where the names of people who had been reported deceased reappeared in their agency's database the following month. After holding discussions with the PCRO, it became clear that this was happening in cases where the family of a deceased person had not also reported the death to the PCRO. This meant that the person's name was still on the database belonging to the



Gresik residents wait to be seen at the district's PCRO.

national-level social security agency, which was forwarding the data to its district-level counterpart; so, the deceased's name continued to appear on the Gresik agency's records. Once this problem was revealed, Gresik's social security agency agreed that whenever a family reported the death of one of its members, staff would send a photograph of the death certificate to the PCRO via the LAPERDE application for follow-up. In this way, the PCRO's data on Gresik residents will be more accurate, and similar errors as those described above will no longer appear on the district HSSA's database.

8 | There is a much lower chance of inconsistencies surrounding the election of village and regional heads, as well as during national general elections. With the introduction of accurate citizen data, the misuse of voting rights will no longer happen. In the past, there was a case in Gresik where the names of deceased persons appeared on election voting lists while on another occasion, several people abused their voting rights to vote more than once, which resulted in local unrest and murder.

9 | On 29th October 2017, five villages in Gresik District successfully elected their village heads electronically, via so-called e-elections. These e-elections used a fingerprint system to prevent any duplicate or invalid votes. A fingerprint scanner was directly connected to the PCRO's population data; then, as soon as a person put their finger on the scanner, it detected whether the individual was authorised to vote or not. If they were, their personal data would immediately appear in the form of a photo. If their attempt to vote was invalid, however, they were not permitted to enter the voting booth. After casting their votes, each authorised person presented their fingers for scanning once more to record that they had exercised their right to vote.

Monitoring & evaluation

The head and staff of the Gresik PCRO conduct informal monitoring on a daily basis. They open the dashboard to view developments on updating family cards and recording e-ID cards; the dashboard is updated in real time, allowing any developments to be seen immediately. Data can also be read per day, per week, per month, and per year.

The dashboard also describes developments for each subdistrict and each village. This allows the head of the PCRO to know which areas are progressing well and which need more attention and encouragement.

By knowing, for instance, that a particular village has not improved the performance of its record-keeping for several months, the PCRO can contact the village's registry staff and offer support in order to help them overcome any obstacles they may be facing.

In addition to this daily monitoring, Pak Herman as head of the PCRO leads fortnightly evaluation meetings to highlight targets that need to be achieved. The status of registry officials is also discussed at these meetings, in relation to their understanding and progress in applying the programme at the village level.

Challenges

1 | The capacity and will among registry officials still need to be increased. This applies to staff in a significant proportion (50%) of villages and subdistricts. Generally-speaking, registry officials are older and are either unable or unwilling to use new technology like smartphones. This means they rarely use the new applications that the PCRO has made available. Some officials are reactive rather than proactive in carrying out their tasks, and only serve those people who come to them to seek assistance when, in fact, all registry staff should conduct home visits and be prepared to shuttle people if they need to obtain or update population-related documents. According to Pak Herman, 28% of village officials are inactive.

2 | The increase in the need for blank family cards from 80,000 in 2015 to 200,000 in 2016 was questioned by a financial auditor and criticised by Gresik's deputy district head as it raised the PCRO's budget. The deputy district head also asked the PCRO to hand the process to a third party, but PCRO Head Pak Herman refused, arguing that to do so would be less

efficient. Ultimately, when the deputy district head saw the results of the Data Update programme, he agreed that it should be continued, as response times had significantly improved and the number of complaints had fallen.

3 | A lack of focus by a local government can become a major obstacle in a programme like this. According to a number of staff at Bappeda and the PCRO, the LG struggled with determining which problems should be prioritised and tackled first. This resulted in unfocused planning and budgeting, which sometimes overlapped and was rarely based on evidence or data.

Since 2016, however, changes have taken place in the LG's management of district planning. According to Rian Permana, an official at the district Bappeda office, the district head is committed to implementing planning based on evidence as opposed to wishful thinking. Rian was the key Bappeda staff member who assisted Pak Herman to first develop the Data Update concept.

"We needed citizen data for our budgets,

MY FAMILY CARD DATA UPDATE

key performance indicators, and many other things,” said Rian. Bappeda, he added, very much needed this up-to-date data to be able to conduct proper planning.

In 2018, Gresik District is due to hold a district head election. The current district head is prohibited from running again as he has already completed two terms in office. This means there is a possibility that the new district

head may not appreciate the importance of the Data Update programme and may not support it. There is also a risk that the newly-elected district head may replace the existing head of the PCRO. If this were to happen, it could preclude or even terminate the Data Update programme if the new PCRO head is not provided with information as to the importance of the programme’s continuation.

Sustainability and opportunities for replication

The innovative Data Update programme clearly provides a host of benefits to all parties in Gresik – the PCRO, other LG agencies, and local residents. There is great potential for the programme’s sustainability due to the fact that its advantages have already been felt, even though the programme has only been running since 2015.

The PCRO is wholly committed to continuing its efforts to update Gresik citizens’ data until all of them have e-ID cards and birth certificates, and they all have accurate, up-to-date family cards. The PCRO hopes that each of these targets can be achieved by the end of 2017, but work will continue into 2018 if needed. Moreover, their efforts have the full support of the district head and deputy district head.

With regards to inter-agency cooperation, Bappeda will continue its partnership with the PCRO, as it has experienced first-hand the improvements that the programme has brought about in being able to utilise the most up-to-date citizen data.

“In the past, we were unable to map what had become problems and obstacles,” said Bappeda official Lokesjwari Wardhani, adding, however, that now the development agency could identify them with the valid data it possessed. Starting in 2016, Bappeda now receives from the PCRO

daily updates of citizens’ data, providing the agency with far greater clarity and offering its staff the necessary information to improve living standards for Gresik’s residents.

Several other LG agencies in Gresik are also keen to participate in this innovation. They understand the importance of having accurate citizen data, and are currently holding discussions on their potential involvement with the PCRO. In the same way that Bappeda’s Rian Permana explained, the PCRO’s now-valid data has become



A Gresik resident conducts a test-run of the electronic-election tool.

a trigger for other government offices to clean up their own operations. For example, Gunawan Setiadi, Head of the Housing and Regional Settlements Office – a new government agency in Gresik that was split off from the district's General Works Office – said his staff had begun to make use of the citizens' database in order to offer assistance to disadvantaged families to enable them to own habitable homes.

Gunawan explained that his staff recorded information on the database about the condi-

tion of people's homes in accordance with and based on their respective Primary Population Numbers (NIK), which eliminated the possibility of doubling-up on the provision of financial assistance. The new office's staff can also explore the status of a home's ownership, if a family claims the owner has already died, by checking their family card. This contrasts with past practice, when Housing Office staff had to visit the PCRO if they needed to conduct such checks.

Lessons learned and recommendations

1 | It is possible to change the collective mindset of local communities in less than two years. Once residents are convinced that a particular programme or policy will benefit them in some way – for instance, by updating their family cards – then change will occur on its own. The key is to assure people of the benefits and advantages that they will gain from the programme in question.

2 | Population data will be used by government agencies if it is accurate. So far, local governments rarely utilise data as evidence for their planning and budgeting. This is due not only to a lack of will but also because much of the available data is inaccurate which, if used, would likely have a negative effect on government programming. The changes that have taken place in Gresik prove that if accurate data is made available, LGs will utilise it to improve their planning and budgeting.

3 | A WhatsApp group is an excellent way to share information as well as to resolve any problems relating to population data. If

information needs to be distributed, PCRO staff only have to send one message to the WA group and all registry officials and relevant parties will receive it. Registry officials can also report problems they are experiencing to the group and receive answers from other registry officials that may help to solve them. The WA group is extremely useful to all those involved in the Data Update programme as it accelerates the solving and resolution of problems.

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