

Innovation of Population Administration Service on Death Certificate Publication (Study on Tamat Terbenam Bumi Program in Population and Civil Registration Pasuruan)

Tasya Fiane Wardah

Faculty of Administrative Sciences, Universitas Brawijaya
Jl. MT. Haryono No. 163 Malang 65145

Corresponding Author: E-mail: tasyafianewardah@gmail.com

ABSTRACT

This study describes an innovation in public organizations through innovation cycle theory. Innovation is a concept that was chosen to fit in the current development, also as an improvement of the outdated system. Act No. 24 of 2013 shifted the service paradigm to be more responsive and close to people. This fundamental change over act used is the reason why Population and Civil Registration Pasuruan set an innovation program called Tamat Terbenam Bumi. The results showed that those three services in Tamat Terbenam Bumi increase death certificate publication of Pasuruan up to 93,35% at the end of 2018. Researcher recommend further study about the collaboration of Population and Civil Registration Pasuruan with other stakeholder as private sector to develop Public Private Partnership in order to provide a largest population administration big data system.

Keywords: Death certificate; Innovation; Population administration

©2020 Published by [University of Merdeka Malang](#)

1. INTRODUCTION

Public services are strategic indicators determined the extent to which citizen as recipients of services are able to feel the impact of an interaction with the state as service providers in order to meet the needs of both parties. Public service is an embodiment of the state duties as public servant to protect the rights and obligations of citizens in obtaining fundamental services. Placing public service enhancement at the center of good governance reform needs to be considered by the government at the central and regional levels in this country. The delivery of public services in Indonesia does not reflect a good service governance. The Ombudsman Annual Report of the Republic of Indonesia 2017 revealed the fact from January 1st to December 31st of 2017, there were 9,446 reports of public complaints regarding alleged maladministration in public services with the status of reports being followed up in process consist of 1,702 reports, while 6,562 reports have been completed.

Table 1. Substance of public service maladministration report 2017

Substane of Public Service Maladministration	Percentage (%)
Land	13.43
Education	13.07
Constabulary	12.22
Employee Affairs	11.51
Population Administration	5.36
Infrastructure	4.25
Health Affairs	3.82
Justice	3.51
Employment Affairs	3.39
Banking Affairs	2.81

Source: Ombudsman RI, (2018).

Maladministration in population administration services is on the fifth rank reaching 5.36%. This figure shows that negligence in population administration services often occurs even though population administration is state effort providing identity protection to citizens. Bappenas Research Report 2016 shows that only about half of Indonesian children under 18 have birth certificates. In fact, Indonesia is one of the countries with biggest number of children under five years whose birth has not been registered after India, Nigeria, Pakistan, Ethiopia, Bangladesh, and the Democratic Republic of Congo. Meanwhile, there is almost no registration of death and data on causes of death is very rare, and is not available in many regions of Indonesia.

Death certificates always seem to be underestimated, Bappenas shows that respondents who experienced death events in the last five years but did not apply for a death certificate were based on ignorance of what a death certificate was (43,8%), did not consider a death certificate important (40,9%), do not see death certificates as the norm (7,8%), and do not understand the application process (6,3%).

Pasuruan City is one of the cities in Indonesia which administratively consists of 4 (four) Districts and 34 (thirty four) Kelurahan (Sub-District). The number of death certificates issued in Pasuruan City was far below the number of population deaths in the 2008 to 2013, which was around 3% of the death rate in the current year.

Table 2. Death certificate issued in Pasuruan City 2008-2014

Years	Death Certificate Publication	Residents Death Rate	Percentage (%)
2014	163	1192	13.67
2013	37	1023	3.62
2012	33	929	3.55
2011	33	1260	2.62
2010	40	1144	3.50
2009	28	1057	2.65
2008	42	1187	3.54

Source: Population and Civil Registration Pasuruan, 2018.

In 2014, there was an increase in the number of issued death certificates compared to previous years. This is due to improvements services in the field of population administration, especially in the management of the issuance of death certificates, in the form of innovation in the death certificate issuance program called Tamat Terbenam Bumi (death deed issued before the body is buried).

Table 3. Death certificate publication in Pasuruan City 2015-2017

Years	Death Certificate Publication
2017	2409 Akta
2016	1882 Akta
2015	1337 Akta

Source: Population and Civil Registration Pasuruan, 2018.

Based on the description above, researcher is interested in analyzing the design of the population administration service innovation in accordance with the concept of the Tamat Terbenam Bumi Program in increasing ownership of death certificates in Pasuruan City, as well as identifying supporting factors and inhibiting factors for this innovation.

2. LITERATURE REVIEW

Public Administration

Administration according to Trecker cited by Donovan and Jackson (1991) (in Keban, 2014: 2) refers to a dynamic and continuous process, which is driven in order to achieve goals by utilizing people and materials together through coordination and cooperation. Meanwhile, the meaning of public according to Mukarom and Laksana (2016: 36) leads to a number of people who are interested and feel attracted to a problem and desire to find a way out by realizing concrete actions. The meaning of the two terms above makes it easier to understand the meaning of public administration by Keban (2014: 4), which is divided into three perceptions, namely administration of the public, administration for the public, and administration by the public.

Public administration in a broad sense according to the opinion of Nigro and Nigro (1970) cited by Pamudji (in Mindarti, 2016: 4), where public administration is a collaborative process in the government environment, covering the three branches of government, namely the legislative, executive and judiciary. Rosenbloom (in Keban, 2014: 6) describes the definition of Nigro and Nigro by providing a limitation that public administration is the use of management, political and legal theories and processes to fulfill the government's mandate in the legislative, executive and judicial fields in the context of carry out regulatory functions and services to the community in whole or in part.

Population Administration

Population administration activities are regulated in Act No. 24 of 2013 concerning amendments to Act No. 23 of 2006 concerning Population Administration. Population administration is a series of activities and publication of population documents and data through population registration, civil registration, management of population administration information and the utilization of the results for public services and other sector development. In connection with this act, the implementation of population administration in the City of Pasuruan is regulated in the Pasuruan City Regional Act No. 3 of 2014 concerning amendments to the Regional Act of the City of Pasuruan Number 4 of 2010 concerning the implementation of Population Administration. In Article 2 paragraph (1) Pasuruan City Regional Act No. 3 of 2014 concerning the implementation of population administration it is also explained that every resident has the right to get population administration services which include: (1) Population documents; (2) The same services in population registration and civil registration; (3) Protection of personal data; (4) Legal certainty of document ownership; (5) Information regarding the result of population and civil registration of himself and/or his family; (6) Compensation and reparation as a result of mistakes in population registration and civil registration as well as misuse of personal data by the agency.

Public Service

Public services in accordance with the opinion of Ahmad et al (2010) (in Mukarom and Laksana, 2016: 41) are services or gifts to the community in the form of the use of public facilities, both services and non-services, carried out by public organizations, namely the government. Act No. 5 of 2009 concerning public services states that:

"Public service is an activity or a series of activities in order to fulfill the need for services in accordance with the laws and regulations for every citizen and resident for goods, services, and/or administrative services provided by public service providers."

It can be concluded that public service is an activity to fulfill the desires of a group of people for the availability of goods and services that take place continuously. This activity aims to achieve satisfaction between the two parties.

Innovation

Act No. 18 of 2002 concerning the National System of Research, Development and Application of Science and Technology describes the definition of innovation as a research, development and/or engineering activity aimed at developing practical applications of new values and scientific contexts, or new ways of apply existing science and technology to a product or production process. So, at least innovation will not be separated from the existence of: (1) New knowledge; (2) A new way; (3) New object; (4) New technology; (5) New discoveries (Yogi in Noor, 2013: 87).

Innovation in government is a topic that is quite interesting. Several experts contributed their thoughts on this topic, one of that is Schumpeter (1934) (in Noor, 2013: 14) which states that "with innovation, we get added value from products, services, work processes, marketing, delivery systems, and

policies. Only for the organization but also stakeholders and the community". This is supported by the opinion of Farazmand (2004) quoted by Noor (2013: 14-15) where "without policies and administrative innovation, governance falls into decay and effectiveness, loses capacity to govern, and becomes a target of criticism and failure". Without administrative policy and innovation, governance can fall into rottenness and effectiveness (inefficient), lose its capacity to govern, and become targets of criticism and failure.

3. METHODS

This is a descriptive qualitative study. This study located in Pasuruan City. Data analysed with research design analysis by John Creswell, furthermore, the data examined through validation test using source triangulation.

4. RESULTS AND DISCUSSION

Innovation of Population Administration Service on Death Certificate Publication

Tamat Terbenam Bumi Program is an innovation program in the service of processing a death certificate initiated by the Pasuruan City Population and Civil Registration Service. This innovation is manifested in the replication of service innovation in birth certificate management that has succeeded in increasing the scope of birth certificate issuance since 2014 and is included in the Top 99 Public Service Innovations according to the Ministry of Administrative and Bureaucratic Reform. Tamat Terbenam Bumi innovation program consist of three variant of service activities, namely OKE (Online Kelurahan), 20 Minute Services, and AKI (Death Certificate Mobile Services).

Idea generation

OKE (Online Kelurahan)

The discovery idea of obtaining a death certificate through OKE is a form of service activities based on the amendments to Article 44 Paragraph (1) of Act No. 24 of 2013 concerning Population Administration. The amendment to articles in the law also changes the paradigm that now the government and implementing agencies are more active in providing services to the community. Therefore, the Department of Population and Civil Registration took the initiative to provide a more active, easy and practical registration service for death certificates using the online population system, namely SIAK, to simplify requirements at the village level.

20 Minute Services

20 Minute Service is a type of regular death certificate service at the Pasuruan City Population and Civil Registration Service. The difference is, the initiation of this service intended for people who are in dire need of a death certificate quote. 20 minute service departs from citizen of Pasuruan City who is require the issuance of death certificate in an urgent time. This service is open to applicants who can only apply for a death certificate after the mourning period has ended. The accuracy and speed of time are offered in a 20 minute service to facilitate death certificates processing for people of Pasuruan City.

AKI (Death Certificate Mobile Services)

Concept carried in this service is direct service to people's houses (door to door). In addition to facilitate and accelerate the ownership of death certificates, this service is used to reduce illegal charges by irresponsible individuals.

Idea selection

OKE (Online Kelurahan)

The idea of bringing death certificate processing services closer to the sub-district through OKE was chosen in accordance with the mandate of the Population Administration Act No. 24 of 2013 Article 44 Paragraph (1). This act makes the chairman of the Rukun Tetangga (RT) as the spearhead, namely the party who knows in advance when a resident die, as well as the local implementing agency, in this case the agency closest to the community, namely the kelurahan. Kelurahan is supported by internet access in the use of a national database system, called SIAK (Population Administration Information System) for direct online data entry of 34 kelurahan in Pasuruan City connected to the Department of Population and Civil Registration of Pasuruan.

20 Minute Services

20 minute services innovation deed was issued at the service counter of the Pasuruan City Population and Civil Registration according to its background, which is intended for residents in dire need of death certificates. Urgent conditions, for example, for the management of compensation for death for the poor as stated in the Regulation of the Mayor of Pasuruan No.19 of 2014 concerning death compensation for Pasuruan City residents, Article 6 which states that applications for death compensation are submitted no later than 14 days after the resident concerned died. In the case of application for compensation for death, the Mayor of Pasuruan Regulation No. 33 of 2016 concerning amendments to the Mayor of Pasuruan Regulation No. 19 of 2014 concerning death compensation for Pasuruan City residents Article 5 includes a Death Certificate as a mandatory requirement. The existence of a period of time for managing the compensation for death has prompted the Department of Population and Civil Registration of the City of Pasuruan to issue a death certificate sooner in just 20 minutes after the file is declared complete.

Apart from the above conditions, there are a number of reasons why the 20 minute death certificate issuance service was chosen. Among them, namely for the management of heirs, the management of Taspen for Civil Servants (PNS), as well as for residents who have died but the biodata in SIAK has not been deleted because they have not recorded and issued the death certificates.

AKI (Death Certificate Mobile Services)

The door-to-door concept in AKI was then chosen because of the uniqueness offered in an effort to increase the scope for issuing death certificates in Pasuruan City. The target of AKI is a group of residents who have recently died (new death) and have not yet been buried with the aim that all administrative processes of the corpse will be completed and resolved immediately so as not to burden the family. AKI is also used to comb people who have died for a long time but have not processed the registration of death certificates (old death). AKI officers visited the family homes of residents who had long died but had not issued death certificates based on data held by the Pasuruan City Population and Civil Registration Office.

Idea implementation

The implementation of the Tamat Terbenam Bumi program which consists of OKE, 20 Minute Services, and AKI carried out in accordance with applicable Service Operational Standards (SOP), including SOP Services for Indonesian Citizen Death Deeds in the Kelurahan and SOP for Death Certificate Services. The community and parties involved gave a positive response to Tamat Terbenam Bumi Innovation Program. The three service activities proved easier and more responsive so that the percentage of Pasuruan City death certificate ownership at the end of 2018 reached 93.35%. The service for obtaining a death certificate is much better, although in practice not all death certificates can be issued before the body is buried due to the mourning week.

Idea diffusion

Efforts to disseminate the Tamat Terbenam Bumi program are carried out by means of socialization on the procedures for recording death certificates at Kecamatan, Kelurahan, RT and RW, also PKK levels. Besides, it also utilizes printed and visual information media through brochures, pamphlets, banners and videotron.

Supporting and Inhibiting Factors

Supporting factors

Supporting factors for the implementation of Tamat Terbenam Bumi Program consist of human resource support including employees of the Pasuruan City Population and Civil Registration Service, both PNS and non-PNS, registration officers in 34 sub-districts, and heads of RT/RW throughout Pasuruan City. Likewise, several related government agencies as government partners, such as the Ministry of Home Affairs, Bappeda, Disnakertrans, and the Pasuruan City District Court. Tamat Terbenam Bumi Program receives financial support from the APBD through DAU, and APBN through DAK. Furthermore, the facilities and infrastructure used for the program include service counters, motorbikes for the AKI service team, and internet networks in all urban villages that connect to the SIAK.

Inhibiting factors

Inhibiting factors or obstacles in the implementation of Tamat Terbenam Bumi Program are divided into two. The first is an internal obstacle, including limited human resource in civil registration service sector of the Population and Civil Registration Service of Pasuruan City. Facilities and infrastructure are still

inadequate, such as only one motorcycle unit and one call center number provided, as well as regulations regarding population administration and civil registration that must be updated constantly. The second is an obstacle or constraint to implementation externally, other than that, the concept promoted in Tamat Terbenam Bumi Program collides with the norm of decency related to mourning. In addition, there are still indications of illegal levies at the kelurahan level, and not all residents and heads of RT/RW use WhatsApp application.

5. CONCLUSION

To overcome the limited human resources, Department of Population and Civil Registration Pasuruan City needs to increase the number of human resources who go to the field, especially for Mobile Service Death Certificate (AKI) so that services are more responsive and effective.

It is needed to collaborate with the Tim Pungutan Liar (Saber Pungli) to increase the accountability of officials down to the sub-district level to minimize maladministration and illegal levies practices.

It is needed to consider the use of Public Private Partnership (PPP) concept for conducting partnerships and collaborating with the private sector in developing applications and special systems for online death certificate services so that they can be accessed by the public, as well as for the sake of availability of big data on population administration that is capable and accurate.

REFERENCES

Dinas Kependudukan dan Pencatatan Sipil Kota Pasuruan. (2018). *Uraian Tamat Terbenam Bumi (Akta Kematian Terbit Terbenam Bumi Sebelum Jenazah diKebumikan) sebagai Kategori Inovasi Pelayanan Publik: Tata Kelola Penyelenggaraan Pelayanan Publik yang Efektif, Efisien, dan Berkinerja Tinggi*.

Keban, T. Y. (2014). *Enam Dimensi Strategis Administrasi Publik, Konsep, Teori dan Isu*. Yogyakarta: Gava Media.

Laporan Penelitian Kementerian PPN/Bappenas. (2016). *Menemukan, Mencatat, Melayani: Kelahiran dan Kematian di Indonesia, Studi dan Rencana Pelembagaan Identitas Hukum dan Sistem Pencatatan Sipil dan Statistik Hayati (CRVS) pada Layanan Dasar*. Dalam <http://kompak.or.id/id/publication/laporan-penelitian/menemukan-mencatat-melayani-kelahiran-dan-kematian-di-indonesia-studi-dan-rencana-pelembagaan-identitas-hukum-dan-sistem-pencatatan-sipil-dan-statisti>

Mindarti, L. I. (2016). *Aneka Pendekatan dan Teori Dasar Administrasi Publik*. Malang: UB Press.

Mukarom, Z., & Muhibudin, W. L. (2016). *Membangun Kinerja Pelayanan Publik; Menuju Clean Government and Good Governance*. Bandung: CV. Pustaka Setia.

Noor, I. 2013. *Desain Inovasi Pemerintahan Daerah*. Malang: UB Press.

Ombudsman Republik Indonesia. (2018). Laporan Tahunan 2017 http://www.ombudsman.go.id/produk/lihat/210/SUB_LT_5a1ea951d55c4_file_20180628_101913.pdf

Undang-Undang Nomor 25 Tahun 2009 tentang Pelayanan Publik

Undang-Undang Nomor 24 Tahun 2013 tentang Administrasi Kependudukan