

THE CASE STUDY ON THE INNOVATION OF PUBLIC SERVICES ON BRINGING FREE BIRTH CERTIFICATE IN TANGERANG REGENCY

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Abstract

Tangerang Regency Government makes an integrated service as stipulated in Roadmap of Bureaucracy Reform Tangerang Regency Year 2015-2019 by making policy of having baby born bringing home free birth certificate which the implementation is still limited to birth process at Hospital (RSUD) Balaraja Tangerang Regency. With the innovation of service process to this hospital, it is expected to be easier to get birth registration service, rather than having to take care of directly to the Department of Population and Civil Registration. This research uses qualitative method with case study method. Informants consist of 10 people with snowball sampling. Using the implementation model of Daniel A. Masmanian and Paul A. Sabatier (1983) with three groups of variables, which are (1) the character of the problem; (2) ability to perform statutes on the implementation of the structure; (3) non-static variables affecting the implementation. The results of the research described that the innovation effort has not been in accordance with the expectations of the community. The community's culture, the lack of facilities and the very limited source of human resources have become the obstacles for this program.

Keywords: *Public Service, Innovation, Free Birth Certificate, Tangerang Regency*

INTRODUCTION

Tangerang Regency is located in the eastern part of Banten province as one of the areas in a strategic position. Within the boundaries of the North with the Java Sea, the east are with South Tangerang City, Tangerang City and DKI Jakarta and later in the adjacent part of Bogor and Lebak Regency in the west, District of Serang and Lebak.

The position adjacent to DKI Jakarta Province, has become one of the potential of Tangerang Regency to develop into a buffer zone of Jakarta Capital City, that will lead to interaction that foster interdependence which then impact on the growth of a region. In the implementation of Regional Government affairs, Tangerang Regency has regional assembly which are the Regional Secretariat, the Secretariat of the Regional People's Legislative Assembly, the Regional Office, the Regional and Subdistrict Bodies, the Village and the Village Administration. Tangerang Regency has 29 districts which are divided into 28 Sub-districts and 246 Villages with Government Center in Tigaraksa Sub-district.

Tangerang Regency is an area in Banten Province whose development is relatively fast with the availability of infrastructure, shopping centre, markets and housing development in new areas and other infrastructure. Increased growth will have an impact on the high mobility of people who want to try their luck in Tangerang Regency so that it will increase the basic services of education, health and the need for food fulfillment. In the field of population administration with urbanization tariff will encourage the fulfillment of services in the field of residence is not excluded the registration of birth certificates.

According to Law number 23 of 2013 on Population Administration, Population Administration is a series of activities of structuring and controlling the content of documents and Population Data

through Population Registration, Civil Registration, Information Management of Population and utilization for public services and other sectors development.

Population events are events that must be done because they bring change or change. In Law No. 30 of 2014 on Guidelines for Public Service Innovation, for service units that have conducive conditions while at the same time contributing to building and developing innovations, it is necessary to appreciate in addition to acknowledging the innovations that have been made, as well as motivating another public service unit should not be the same (need modification). In order to be stronger in accelerating the improvement of the quality of public services, it is necessary to increase at least one innovation every time developed by each Ministry / Agency and Local Government (One Agency's program, One Innovation).

Based on data from the Department of Population and Civil Registration Per January 2016 Tangerang District residents is 3038,716, and as many as 900,000 people do not have a birth certificate in the age group 0-18 years.

The low level of public awareness is evident from the data of the Population and Civil Registry Agency which has applied the innovation in February 2016. With data on the number of births in Balaraja Hospital during 2016, there were 626 births, but registering for birth service was only 143, so participation of innovation of birth service only 22.8%. And this is seen in Table Documents of birth and birth registration records where the policy is implemented, below:

Table 1 Birth Registration Data and Birth Certificate Service

NO	MONTH	BIRTH PROCESS	PROCESS LISTING BIRTH
1	Januari	46	-
2	Februari	34	3
3	Maret	39	9
4	April	76	15
5	Mei	74	12
6	Juni	58	15
7	Juli	69	14
8	Agustus	47	16
9	September	45	22
10	Oktober	42	13
11	Nopember	37	22
12	Desember	59	2
	JUMLAH	626*	143**

*Data source RSUD Balaraja Tangerang regency

** Source of Population and Civil Registration Office of Tangerang Regency

This has a wide impact in the process of public service. Services in the Department of Population and Civil Registration of Tangerang Regency that serve the recording of marriage, birth, death and the process of making identity card (KTP) and Family Card (KK) very less optimal where from 29 districts in Tangerang regency centered on one unit of service so that it cause long queue and tiring.

Where in this birth registration service will be mixed well service of newborn baby and also citizen which not yet have birth certificate, whereas the motto is "to the administration of population administration that make people happy through innovative, easy, fast, accurate and free administration service of residence". With these problems the government of Tangerang Regency made a breakthrough of service innovation as stipulated in the Bureaucratic Reform Roadmap of Tangerang Regency Year 2015-2019 by making the innovation policy of baby born with free birth certificate whose implementation is still limited to birth process in RSUD Balaraja Tangerang Regency.

With the innovation of service approach applied to the birth process in hospital, it is hoped that the community will be easier to get the services of birth registration, rather than having to take care of

directly to the Department of Population and Civil Registration. With the provision of a special room for the registration process that integrates with the building for birth will facilitate the community to conduct the process of recording. With the application of service innovation is expected to overcome the problem of low public awareness of the importance of birth certificate. This paper attempts to address this public policy in the community.

Literature Review

Public Service

The essence of good governance is characterized by good public service delivery, in line with the essence of decentralization and regional autonomy policies aimed at providing flexibility to the regions to organize and manage local communities, and improve public services. Bureaucratic Reform is the process of rearranging the bureaucracies from the highest to the lowest and making new breakthroughs with gradual, concrete, realistic steps of thinking beyond the custom, paradigm shift and with extraordinary effort. Public service groups are quoted as Zaenal Mukarom and Muhibudin wijaya (2015: 93) Based on the Regulation of the Minister of State Apparatus Empowerment and Bureaucratic Reform number 30 of 2014, related to the innovation of public services, it is necessary to develop the innovation of public services carried out in unity of the system, so that the continuous innovation development and sustained transfer of knowledge from one unit to the public service unit another. Innovation is the creative process of creating knowledge in making different new discoveries and / or modifications from existing ones. Based on the Regulation of the Minister of Administrative Reform No. 63 of 2004 divided into three namely administrative services, service goods and services. Administrative services are services that produce various forms of publicly required documents such as ID cards, birth certificates. Goods services are services that produce public goods such as drinking water, electricity. Service is a service that produces various forms of public services such as education, transportation, health.

According to Lewis and Gilman (2005: 22), public service is a public trust. Citizens hope that public services can serve with honesty and proper management of revenue sources and can be accountable to the public. According to Inu Kencana Syafe'i, et al (1999: 18) public service is a number of people who have the same thoughts, feelings, expectations, attitudes and actions that are true and good based on the values of the norms they have. According to A.S.Moenir (1995: 7), public service is an effort made by a group or a person or bureaucracy to provide assistance to the community in order to achieve a certain goal. According to law number 25 of 2009 on Public Service. Public service is an activity or a series of activities in order to fulfill the need for services in accordance with legislation for every citizen and resident of the goods, services and / or administrative services provided by public service providers.

Innovation

According to PermenPAN and RB number 30 of 2014 on the guidance of Public service innovation, Innovation is the creative process of creating knowledge in making different new discoveries and / or modifications of existing ones. Public Service is an activity or series of activities in the context of fulfilling the needs of services in accordance with the laws and regulations for every citizen and resident of the goods, services and / or administrative services provided by the public service providers. Public Service Innovation is a breakthrough type of service that is either an original or an original creative idea and / or adaptation / modification that benefits society directly or indirectly.

Innovation Feature:

1. Having a specific meaning in the idea, program, order, system including the possibility of expected results.
2. Has the element of novelty, an innovation must have characteristics as a work and fruit of thought that has the level of originality and novelty.
3. Innovation program is done through a planned program in the sense of an innovation done through a process that is not hastily but well prepared.
4. Innovation that has a purpose, program, must have a direction to be achieved.

Policy Analysis

1. Policy analysts according to Dunn as quoted by Subarno (2015: 18), policy analysis includes the five components of formulating policy issues, forecasting, making recommendations, monitoring, and conducting policy evaluations.
2. Policy analysts according to Thomas R, Dye as quoted by Solihin Abdul wahab (2011: 4) is an attempt to find out "what do government do, why the do it, and what is different it makes" (what is actually done by governments, why they want to do it and what results in different outcomes), which ultimately leads to the description and explanation of the causes and consequences of government actions / actions.
3. Public policy analysis model according to Dwiyanto Indiahono (2009: 69), public policy based on dynamic policy analysis consist of: public issue problem, problem formulation, government agenda, dynamic policey analysis, political policy process, policy statement, policy implementation and policy evaluation.

RESEARCH METHOD

This research uses qualitative method with case study method. The qualitative method (Creswell, 2016: 4) is a method for exploring and understanding the meaning which some individuals or groups of people attribute to social or humanitarian problems. The case study is one of a kind of qualitative research, in which the researcher deeply explores the program, event, process, activity on one or more people. The source of informed data used was chosen purposively (who knew best about what was asked) and done by snowballing (number growing more and more) Sugiyono (2013: 288). Those informants were: Head of Record of Birth Certificate Service and Civil Registration (1 person), Head of Section of Population and Civil Registry (1 person), Member of Reform Team Bureaucracy (1 person), Executor of Recording Service at Hospital in Department of Population and Civil Registration (1 person), Balaraja Hospital Officer (1 person) and service recipients (5 people). Data collection were collected with documents, observation and interviews with all internal informants ie policy implementers as well as external informants recipients of services. Triangulation of data is done in the following way: Comparing data of observation result with interview result data; Compare what people say in public with what is said personally; Compare what people say about the research situation with what is said all the time; Comparing people's circumstances and perspectives with different opinions and views of the community.

DISCUSSION AND RESULT

Public policy directed to solve public problems to meet the interests and the implementation of public affairs, to solve a public service problem needs innovation from policy makers. Competitive climate will force the society or nation to develop its ability to participate in fierce competition. This innovative breakthrough is expected to provide services and awareness of the importance of the birth process in the hospital to reduce the risk of maternal and infant death as well as in getting free birth certificate service. Policies that have been recommended to be chosen by policy makers are not guaranteed to be successful in their implementation, there are many variables that influence the implementation of either individual or group or institutional policies.

The Implementation Model of Daniel A.Masmanian and Paul A.Sabatier's (1983) Policy, as quoted by AG.Subarsono (2005: 95), there are three groups of variables that influence the successful implementation, namely (1) Characteristics of the problems; (2) Characteristics of policy / law (ability of statute to structure implemtation); (3) Environmental variables (non statutory variables affecting implementation):

A. Characteristics of the Problem

Judging from the variables characteristics of the problem include the level of difficulty of the problem, the level of plurality of target groups, the proportion of target groups to the population and the expected range of behavioral changes.

1. Level of difficulty in applying Innovation

Application of innovation policy of baby born in the hospital (RSUD) will bring free birth certificate, as government's effort to solve problem that which is the low level of public awareness of importance of birth registration certificate. From the patient interviews of five patients only one who registered at the hospital. Meaning that the awareness level is still low as a result of the secondary form of recording documents in between birth rates with the registration process. Recorded from 626 births only 143 who register or 22%. Almost all patients register at control means the speed of service can not be implemented because as the precondition of the registration of the certificate is Family Card (KK) where in the KK the name of the child is born.

2. Multiplicity level of target with the target group

A program will be relatively easy to implement if the target group is homogeneous. In the implementation of the target is quite clear that babies born in hospitals Balaraja, it is done considering the data age group 0-18 years about 900,000 of the total population of about Three million not yet have birth certificate. The extent of Tangerang Regency with the level of development of different regions -the sub-districts high share of the highest high down of urbanization. Thus the policy is taken in Balaraja hospitals geographically located in the North so it is expected to give awareness to the public about the importance of birth process with medical assistance and the provision of birth certificate services in a secular manner.

3. Proportion of target group

A program will be difficult to implement if the target is all the population, but the implication of this policy is only targeting especially in newborns, although it is not possible to provide birth certificate services to family members of the patient as a form of public service. But the main goal of this implementation is to provide accelerated services for babies born in hospitals Balaraja.

4. Coverage of behavior change

A program that aims to provide knowledge or is cognitive will be relatively easy to implement than a program that aims to change attitudes and behavior of society. From the results of this research is, why the implementation of this innovation is less appropriate in expectations because it is associated with attitudes and cultural behavior of the community in this case the process of giving the baby's name immediately. Prepared perhaps but in the process of registration remains a cultural factor that became the belief of society widely, especially in rural areas still valid that is waiting time until the pupar navel is off. This means that the government has tried to improve the service but still attitude of society behavior related to belief can not be denied.

B. Policy Characteristics

From policy characteristic variables, including clarity of policy content, theoretical support to policy, amount of fund allocation, amount of support among implementing agency, clarity of rules and consistency of implementing agency, level of commitment of officer to policy objectives and access of outside group to participate in policy implementation

1. Clarity of Policy Contents

In terms of the contents of this policy is quite clear where the policy of innovation of service is contained in Regulation No. 97 of 2015, meaning that this policy must be implemented by the implementor of the Office that has the duty and function of carrying out government affairs in the field of population administration which became the regional authority.

2. Theoretical Support of Policy,

Theoretically there is an area that applies this innovation but in the wider scope it means all areas, but for Tangerang regency only implemented for babies born in RSUD Balaraja which

geographically located in coastal area. Demographically are consists of farmer and fisherman society which from education aspect has a low level.

3. Location of Fund Source Allocation,
Innovation of infant care services was born brought home birth certificate free of charge, meaning that the community is free of charge even for all age groups are not charged because all activities have been budgeted in the regional work unit budget funded by APBD Kabupaten Tangerang
4. Amounts of Inter-Agency Support
Institutionally, the implementation of this innovation is supported by the information from the Members of the Working Group on Bureaucratic Reform that every regional apparatus proposes service innovation which is then budgeted in the activities to be validated by the Local Government Budget Team.
5. Clarity of Rules and Consistency of Implementing Agencies
The rules of innovation are clear: the Regent's (Bupati) Regulation on the Bureaucratic Reform Roadmap is routinely and consistently done by the officers at the registration booth
6. Level Commitment Officers Against Policy Objectives
The level of commitment is clear that providing services because in accordance with the purpose of bureaucratic reform is the improvement of public services
7. Outer Group Access to participate in Policy Implementation
Because this service is a personal service of the community means that the requirement of the deed of record is only for personal interests, access to outside groups can help in disseminating the existence of the service deed in RSUD.

C. Environment Variables

In the environmental variables include the social conditions of society and the level of technological progress, public support for a policy, the attitude of the electorate group and the level of commitment and skills of the apparatus and the implementer

1. Social Condition of Society and Level of Technology Advancement.
An open and educated society will be relatively more receptive to a renewal program compared to a closed and traditional society. The results showed that the average level of education is still in secondary education, from the geographical position of the average community in the service area of the north coast which is seen from the livelihood is still the majority of the farmers, fishermen and factory workers with a limited level of knowledge so that cultural factors and this belief is the most dominant compared with the factor of education. In terms of access to information technology that has not run optimally then the data that was brought still manual not online but the system has been registered in the system of population administration.
2. Public support to a Policy
The policy of free birth certificate service is very welcomed by the community especially with the innovative approach of service, even for 8 sub-districts as secondary data to the service document that for 8 sub-districts can register in each sub-district to the officers who have been placed without having to queue up at this Department also as a breakthrough service, especially for newborn infant innovation is applied in RSUD Balaraja from wherever the patient residence origin of deliveries in RSUD Balaraja will be served.
3. Attitudes From Voter Groups.
Voter group can influence the implementation of policy by way of intervention to decision, in this implementation there is no group because nature of this service is personal meaning for society wishing to register their child in RSUD Balaraja.

4. Levels Of Commitment And Skills Of The Apparatus And Implementator

The commitment of the implementer is very high as seen from the service in RSUD balaraja where the officers are always ready to serve although only one person implementing officer in RSUD Balaraja.

Based on the results of research, the free birth certificate service expected one day, was not implemented because the process of giving baby name takes 7 days. Inquiry due to cultural constraints that grow in the society where still believed and used as a guideline. Therefore the process of naming a child is a sacred process, means can not be done immediately after the baby was born. Given the name of a baby, is related to the belief that the name is a prayer, although there is already a small part of the community that has provided a name for the baby, but that is growing widely in the community is giving this name waiting after the navel is off.

This is what inhibits the acceleration of the process of registering birth certificates, the hope that the baby was brought free certificate can not be done because the family is still waiting for the naming done in the registration process. If the birth process and the treatment takes about three days, then on the third or fourth day of the patient home can not bring birth certificate. The policy taken does not consider the social conditions of the community, especially the culture adopted.

Furthermore, in the field of problems found are human resources, the employee was only one person. With duty for 5 days, from 08.00 am to 12.00 am with status as internship in the Department of Population and Civil Registration. In add to that, the infrastructure such as computers and the application of Information System of Population Administration (SIK) which not yet optimized. Meanwhile the birth process happened during 24 hour in accordance with service at RSUD Balaraja Tangerang Regency. Lastly is the implementation of new Innovations is only at in RSUD Balaraja Tangerang regency.

Based on the results of research related to the implementation of the innovation policy of the baby was born bring free certificate in Tangerang Regency based on three variables of policy implementation can be concluded as follows:

1. Out of the time frame the service can not be carried out, it is related to a growing culture and belief, but this can be minimized by registration related to family data and administrative completeness so that once the patient's family finally brings the child's name, the birth certificate can be directly printed.
2. Increasing the range of services is still limited, as well as the service not only in hospitals Balaraja but opened access to health centers in the district Tangerang
3. The addition of the Implementing Apparatus so that the implementation of the service can be maximized in the sense that there is an implementing officer so that the patient data that will perform registration and seek information can be served in the time period adjusted to the service process in RSUD Balaraja.
4. Improvement and addition of supporting facilities and infrastructure so that data can be sent on line, improving the arrangement of the room so as to provide comfort for the employee and for citizens who will register.
5. To further intensify the communication of the society to the community of the innovative program of the Kabupaten Tangerang.

CONCLUSION

This research provides input to decision makers in Tangerang District about the importance of an analysis of the aspects that affect the policy making of public policies applied to organize and serve the community. Policy making on the one hand is a process that has a bottom up logic, in the sense that the policy process begins with the delivery of aspirations, requests or support. While the implementation of policy on the other side in it has a top-down logic, in the sense of decline in alternative policies that are abstract or macro into concrete actions. And that any policy will be

implemented properly if there is an effective communication between policy implementers with the target group.

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