

Challenges of Digital Services: Case Study of Citizenship Administrative Services in Bekasi City, Indonesia

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Abstract

Towards world class bureaucracy, digitalization of government administration is one of the big agendas implemented by the Indonesian government. In the field of public services, manual services have been shifted and replaced with online services which are considered faster and cheaper. However, online services have challenges that are not easy. Until early 2023, 63.5 million Indonesians were not be connected to the internet. In addition, there are 33% of citizens who do not have the smartphone needed to access online services. This study will aim to describe various problems and challenges in the digitalization of public services and formulate policy recommendations needed to overcome them, especially in the case of citizenship administrative services in Bekasi City.

Keywords:

digital service; citizenship; administrative service; government administration

Introduction

Digitalization of government administration is one of the major agendas implemented by the Indonesia government as an effort to improve public services. If traced, this effort has even started since the early 2000s. Karippacheril (2013) presented her findings related to efforts to improve public services in the implementation of the decentralization policy that occurred in Indonesia in 2001, by adopting the concept of open governance through the use of information technology.

The efforts made by the Indonesia government in the use of information technology are also in line with several studies by experts such as Winstanley, Peter (2017) who see the ways in which computing technologies and the Internet are operating within some areas of public administration, and speculate as to the areas for future benefit from more widespread adoption of existing tools and technologies. Furthermore, in the same book, Jeremy Millard (2017) revealed how ICT can be deployed to assist in the design and delivery of innovative public services in support of sustainable development, and also Nielsen (2017) which stated that demographic, economic and other challenges are putting the public sector and service deliver under increasing pressure. ICT as

an enabler of increased efficiency, effectiveness and transformation has long been recognized as part of the solution. Several other studies Alamsyah (2016), Panggabean and Meilani (2023), and Siti Marwiyah also emphasize the importance of using technology in improving the quality of public services.

The first policy on the use of information technology was introduced in 2001 with the issuance of Presidential Instruction of the Republic of Indonesia Number 6 of 2001 concerning the Development and Utilization of Telematics in Indonesia and became the first step in realizing good governance through the concept of digitalization by the government or commonly known as E-Government (electronic government). Furthermore, the Instruction of the President of the Republic of Indonesia Number 3 of 2003 concerning National Policies and Strategies for the Development of E-Government encourages the use of communication and information technology in the government process (E-Government) to increase the efficiency, effectiveness, transparency, and accountability of government administration and improve effective and efficient public services. Next, to strengthen the basis for the implementation of digitalization of government administration and public services, several regulations were issued such as Presidential Regulation of the Republic of Indonesia Number 95 of 2018 concerning Electronic-Based Government Systems, Presidential Regulation of the Republic of Indonesia Number 132 of 2022 concerning the Architecture of the National Electronic-Based Government System, and Presidential Regulation of the Republic of Indonesia Number 82 of 2023 concerning the Acceleration of Digital Transformation and Integration National Digital Services.

It is realized that the digitization of public services requires support from many factors and stakeholders in order to be done properly. For this reason, the Ministry of Communication and Information has launched the Digital Indonesia Vision 2045 which contains the Vision, Mission, and Strategy of Digital Indonesia 2045. The vision and mission are formulated to sharpen the direction of digital policies targeted until 2045 and will be broken down into several strategies whose success will be measured through measurable Key Performance Indicators (KPIs). In addition, a scheme and collaboration mechanism were built that involved various related stakeholders including the community and the private sector in the success of the strategic initiatives launched.

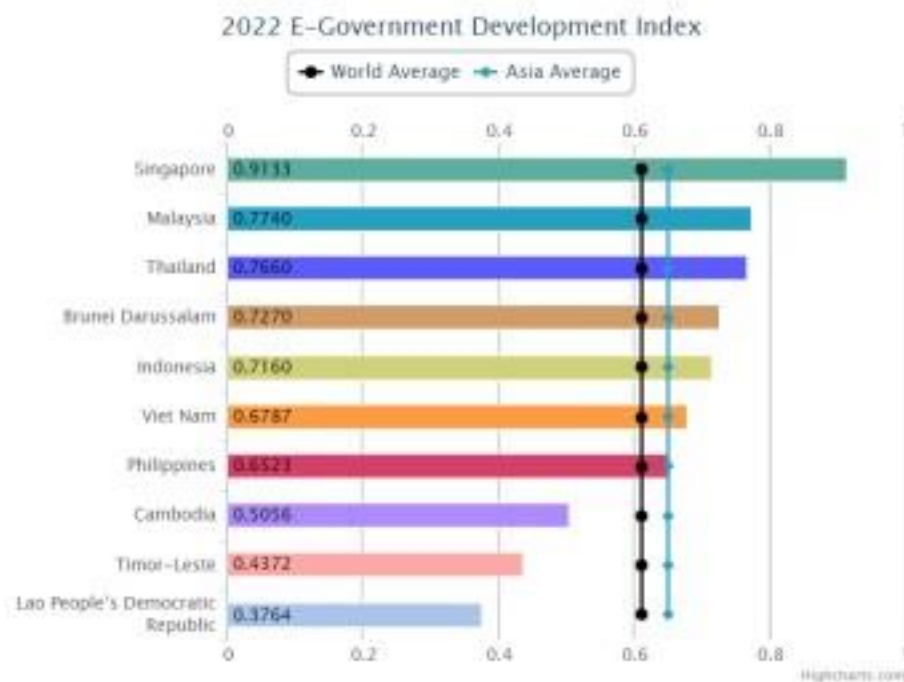
However, online services have challenges that are not easy. Harmawan (2023) said that there are at least four challenges faced. The first is infrastructure problems, namely network and internet access speed. Katadata (2023) said that until the beginning of 2023, there were 63.5 million off Indonesia citizens were not connected to the internet. In addition, there are 33% of residents who do

not have the smartphones needed to access online services. The second is people's digital literacy, namely the ability to understand and utilize information from various sources, which can be accessed through computers or digital media, as well as the ability to socialize critically, creatively, and inspirationally in the digital space which is still considered lacking. Third, related to data integration where the Government needs a single data bank to provide digital-based public services, and the fourth is the problem of data security where people's personal data leaks still often occur.

From comparisons with other countries, the condition of e-government in Indonesia can be seen based on the E-Government Development Index (EDGI). EDGI is an index compiled by the United Nations that presents the development of the use of technology for public services from its 193 member countries. EGDI consists of three variables, namely, Online Service Index (OSI), Human Capital Index (HCI), and Telecommunication Infrastructure Index (TII). Compared to several countries in ASEAN, Indonesia's position can be seen in the following table.

Tabel 1.

E-Government Development Index



Source: EGDI 2022, UN

From the table, it can be seen that Indonesia's EGDI value is 0.7160 and is above the world and Asian averages. In ASEAN, Indonesia occupies the top 5 out of 10 existing countries. With these conditions, there are still many opportunities for improvement for Indonesia to increase its EGDI value.

The city of Bekasi is one of the cities in West Java Province, and is one of the buffer cities in Jakarta. With a population of 2,526,133 people, Bekasi is the largest buffer city that is a place for workers in Jakarta to live. Like other regions, the city, which is 27 years old, also organizes public services for its people. One of them is citizen administration services that are carried out both at the Citizen and Civil Registration Office, as well as in sub-districts (Kecamatan), malls/service outlets, and urban villages (Kelurahan).

Bekasi City as a "Megapolitan" city has a heterogeneous society with quite high social development dynamics, as well as a higher rate of population growth and mobility. This condition affects the fulfillment of citizen administration and civil registration documents which are citizens' rights that must be fulfilled by the Government, especially these documents that are the basis for access public services, such as education, health, banking, and many other types of community services that can be obtained if they have complete citizen documents. Thus, the absence of citizen documents will result in people not being able to obtain their rights as citizens.

In addition, citizen administration and civil registration are also a tool for the government to obtain population data accurately, as a data base for the Government in determining development programs in various aspects so that they are directed and in accordance with the expected results. Inaccuracy of citizen administration data can be a failure factor in every policy taken by the government.

With the various conditions mentioned above, this study aims to describe various problems and challenges in the digitalization of public services, especially in citizen administration services in Bekasi City so that a more in-depth picture of the practice of digital services in citizen administration services in Bekasi City can be obtained. With the various conditions faced, policy recommendations needed to overcome them can then be formulated.

Methods

To answer the objectives of the above study, this study uses a qualitative descriptive research approach. It is qualitative, because in this study the object is studied in natural conditions where no treatment/intervention is carried out on it (Sugiyono, 2010). From this natural process, descriptive

data is generated in the form of speech or writing and behavior that can be observed from the subject itself which will be used to describe and analyze phenomena, events, social activities, attitudes, beliefs, and perceptions of informants.

The data source in this study is all information obtained related to digital services in citizen administration by the Bekasi City Citizen and Civil Registration Office. Therefore, the main data will be obtained from the Bekasi City Citizen and Civil Registration Office as the implementer of citizen and civil registration services to the people of Bekasi City. In addition, some data and information from other parties will also be used to complete the analysis material. With various limitations, data is collected from various information that can be accessed online through the websites of related agencies. With these conditions, this study does not intend to generalize the implementation of digital services in citizen administration nationally. Some findings are expected to provide an overview and common thread in the implementation of digital services in citizen administration in Indonesia.

Description and Analysis

Digitization of services

Service digitalization is the process of making or improving business processes to be more efficient, productive, and profitable (Hikmawati & Alamsyah, 2018), by using information technology and digital data which are the main supporters for the entire process. Digitalization refers to the use of digital technology and data to increase business, revenue, and create a digital culture (Crawford et al., 2020; Johannessen & Olsen, 2010). Meanwhile, public services are service activities carried out by the government to the community. The government has a function to provide services to the community as a party that gives a mandate to the government and has the right to obtain services from the government (Winardi: 2012).

As has been stated, Harmawan (2023) has identified four challenges faced in digital transformation, namely, infrastructure issues, community digital literacy, data integration, and data security issues. Furthermore, if we look at the three pillars in EGDII 2022 consisting of the Online Service Index (OSI), Human Capital Index (HCI), and Telecommunication Infrastructure Index (TII), the three aspects that intersect are related to infrastructure, human quality, in this case digital literacy, and online services which include data integration and security.

Related to these aspects, the government launched the Indonesia Digital Society Index (IMDI) which is a measure of the level of competence and skills of the community in the use of digital

technology. In 2022, nationally the IMDI score is 37.8 with the highest score in the digital skills pillar reaching 49.35. As for Bekasi City, the score achieved is 47.11 which means exceeding the national IMDI value. As for the four pillars assessed, the highest score was obtained in the infrastructure and ecosystem pillar which reached 55.09 and followed by the digital skills pillar which reached 54.46. Reflecting on the results of the IMDI, infrastructure and digital literacy/skills in Bekasi City are not a big problem.

Digital services for citizen administration

Citizen administration services in Bekasi City are carried out by the Citizen and Civil Registration Office. Formed based on the Regulation of the Mayor of Bekasi Number 114 of 2021 concerning Position, Organizational Structure, Main Duties and Functions and Work Procedures. The Citizen and Civil Registration Office is a regional apparatus that has the task of carrying out citizen administration and civil registration services to the community in the Bekasi City area. The Citizen and Civil Registration Office is positioned as an element of the Mayor's assistant in the implementation of government affairs in the field of citizen administration and civil registration.

To carry out these tasks, the Bekasi City Citizen and Civil Registration Office is equipped with an organizational structure consisting of:

1. The Head of the Service who leads, controls, and coordinates the formulation of technical policies and the implementation of government affairs functions under the authority of the Service.
2. The Secretariat has the task of assisting the Head of Service in leading and coordinating the implementation of administrative technical services for activities and administration,
3. The Citizen Registration Service Division has the task of assisting the Head of Service in leading, controlling, and coordinating the formulation of technical policies and the implementation of affairs that include citizen identity, citizen relocation and citizen data collection.
4. The Civil Registration Service Division has the task of assisting the Head of Service in leading, controlling, and coordinating the formulation of technical policies and the implementation of birth, marriage and divorce affairs as well as changes in the status of children, as well as citizenship and death.
5. The Citizen Administration Information Management Division has the task of assisting the Head of Service in leading, controlling, and coordinating the formulation of technical

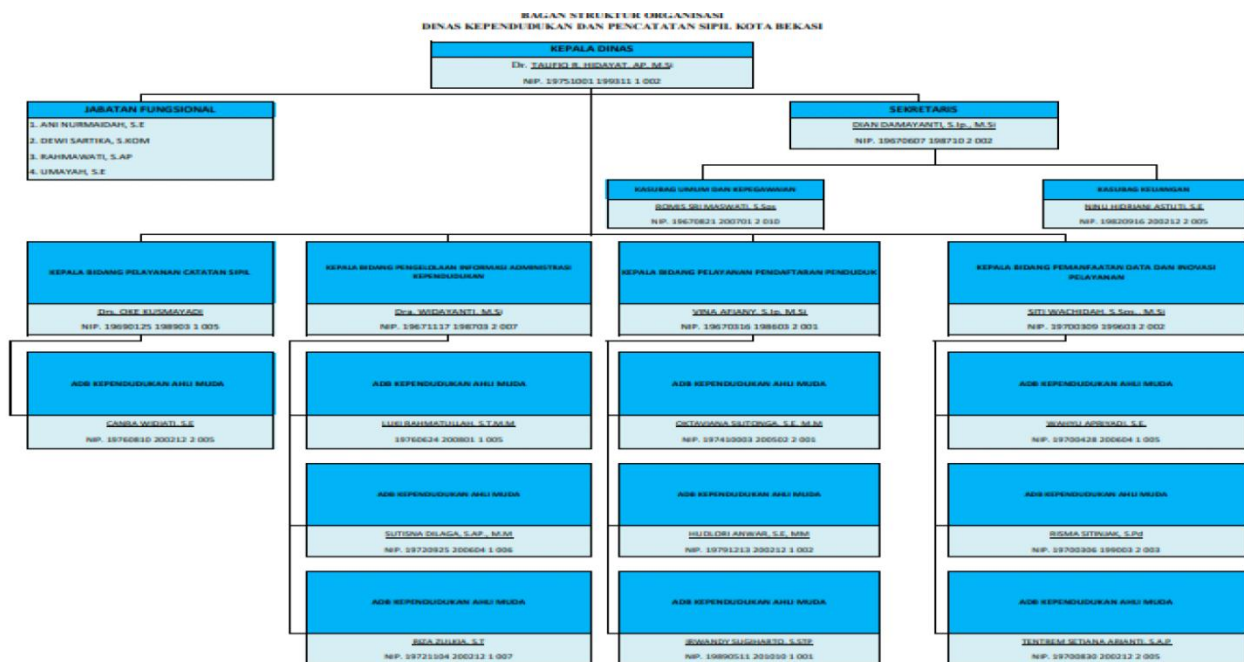
policies and the implementation of affairs which include citizen administration information systems, citizen data processing and presentation, as well as governance and information and communication technology human resources.

6. The Division of Data Utilization and Service Innovation has the task of assisting the Head of Service in leading, controlling, and coordinating the formulation of technical policies and the implementation of data utilization and service innovation.

The picture of the organizational structure of the Bekasi City Citizen and Civil Registration Office can be seen in the following image. Organizational Structure at the Citizen and Civil Registration Office of Bekasi City

Figure 1.

Organizational Structure of the Dukcapil Office



Source: LAKIP Dinas Dukcapil 2023

With this structure, the Bekasi City Citizen and Civil Registration Office is supported by 201 employees consisting of 65 government officer and 136 non-permanent workers. The types of services carried out by the Citizen and Civil Registration Office based on the Decree of the Mayor of

Bekasi Number: 470/Kep.293-Disdukcapil/VIII/2022 concerning Citizen Registration and Civil Registration Services in Bekasi City are as follows:

1. Recording of Citizen Biodata;
2. Validation of Citizen Biodata;
3. Resident Registration and Civil Registration Services for
4. Foreigners;
5. Issuance of Divorce Certificates;
6. Issuance of the second Deed of Collection;
7. Issuance of Deed Cancellation;
8. Issuance of Child Adoption, Recognition and Endorsement;
9. Issuance of Name Change Act.

Furthermore, from these several types of services, the following is data on service realization in 2023.

1. The realization of the issuance of Identity Cards (KTP) calculated from the number of electronic ID cards issued is 1,830,711 pieces, out of the number of mandatory electronic ID cards (aged 17 years and over) of 1,839,974 people, this realization has exceeded the set target of 95.23%.
2. The realization of the issuance of Birth Certificates obtained from the number of people born and obtained birth certificates in 2023 is 695,911 people, of the number of births in 2023 as many as 707,728 people, the realization has exceeded the set target of 67.96%.
3. The realization of Family Card Ownership was obtained from the number of households issued in 2023 as many as 796,636 pieces, from the number of heads of families in one region in the relevant year as many as 799,108 so that the realization has exceeded the set target of 99.60%
4. The realization of Marriage Certificate Ownership was obtained from the Number of Marriage Couples with Marriage Certificates in 2023 as many as 757,106 people, from the Total Number of Marriage Couples in the year concerned as many as 1,202,322 people, so the realization has exceeded the set target, which is 60.71%.
5. The realization of Death Certificate Ownership was obtained from the Number of Death Certificates issued in 2023 as many as 17,781 people, from the Number of Deaths reported in 2023 as many as 17,781 people, so the realization has reached the set target of 64.32%,

6. The realization of KIA issuance was obtained from the number of children aged 0-17 years less than 1 day who already had KIA as many as 297,714 people, from the number of children aged 0-17 years as many as 673,695 people, but the realization has not been achieved from the target that has been set.

From an internal perspective, the analysis of success in increasing Citizen Document ownership and Civil Registration in 2023 can be carried out through various innovations and programs that have been prepared in the Change Action Plan, including:

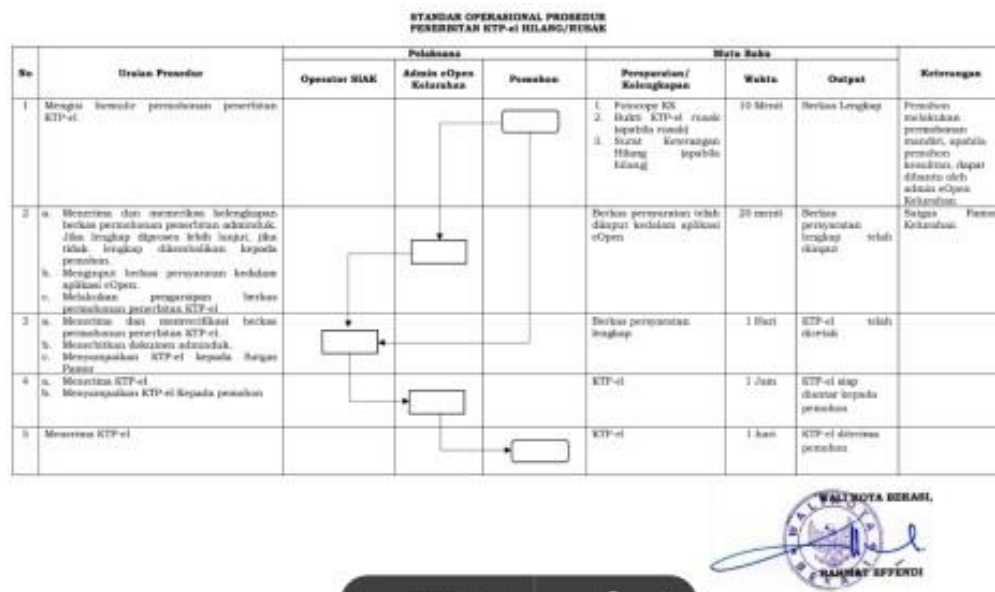
1. Carrying out the recording of e-ID cards for beginners in Senior High Schools through the Girl Coat and Administrative Services for the Special Needs (Anduk Bang Bek) program massively to ensure the recording target for Beginner Voters and Vulnerable Residents who are constrained in obtaining their civil rights (admindukcapil documents). This activity was carried out simultaneously and continuously by involving 14 (fourteen) Pick-up Ball (Jemput Bola) teams spread across 12 (twelve) sub-districts.
2. Extending service hours in 12 (twelve) sub-districts outside of working hours (excellent service) and by maximizing the Patriot Mantap Service (Integrated Administrative Services On The Spot at Night with Face-to-Face) every Friday night at the Bekasi City Citizen and Civil Registration Office, as well as Nasi Uduk CFD (Nyok Ah Residents of Bekasi City Manage Administrative Documents at CFD) which is held every Sunday.
3. Adding the location of service points in 24 (twenty-four) Villages from 56 (fifty-six) Villages in 2022 – 2023. The completion of the addition of 32 (thirty-two) service points in the Village will be carried out in 2024 with the support of the APBD priority budget according to the recommendation of the Acting Mayor of Bekasi.

In addition to successes, several obstacles faced by the Bekasi City Citizen and Civil Registration Office in the implementation of citizen administration and civil registration services have also been identified, as follows:

1. The Centralized Citizen Administration System (SIAK) mechanism which is fully managed by the Directorate General of Citizen and Civil Registration of the Ministry of Home Affairs has an impact on longer service times. Such as when there is a database problem, where the Regional Government is not given access and authority to manage its citizen database so that everyone has to wait.

2. Citizen administration services are not mandatory government affairs related to basic services such as health, education, infrastructure, spatial planning, housing, public and social order and other national priorities such as inflation and stunting, so that budgeting policy support is not a priority. Meanwhile, on the other hand, citizen administration data is the basis for all basic services and other public services organized by the Bekasi City Government.

To carry out citizen administration services, the Citizen and Civil Registration Office has a standard operating procedure (SOP) that has been legalized based on the Decree of the Mayor of Bekasi Number: 470/Kep.204-Disdukcapil/IV/2021 concerning Procedures for the Implementation of Citizen Administration in the City of Bekasi. There are several SOPs and one of them as an example is the SOP for replacing damaged or lost Identity Cards (KTP) as can be seen in the following image.



From the picture, it can be seen that there are 5 stages of activities in the KTP replacement procedure (column 2) which begins with an application from the applicant who fills out the application form, followed by a completeness check by an officer in the village. After being considered complete, the application is submitted to SIAC officers to be verified and print an ID card. Furthermore, the ID card is handed over to the person through the officer in the village. From the SOP, it can be seen that the digitization of services is carried out at the stage or activity of submitting an application. In practice, the application submission process begins with registration through the website or e-open application. In 2021¹ open is an application, which android users can download on

¹ <https://www.facebook.com/disdukcapikotabekasi/videos/pengajuan-adminduk-melalui-aplikasi-e-open/2221313014667250/>

the playstore. Over time, the e open application did not work and disappeared from the playstore, and was replaced by the registration of the <https://danta.bekasikota.go.id/> website. The registration process via this website is limited to a certain number of quotas every day, in the case of Jatiasih District for ID card replacement services, for example, the quota is 10 people per day². Furthermore, the registration process for citizen administration services is served through the e-open website at <https://www.eopen.id/index.php>. Through the Instagram social media of the Bekasi City Citizen and Civil Disability Office, in June it was announced the return of the e-Open application.

Figure 2.

e-Open 2.0



However, it is unfortunate that until now the application has not been downloadable and has not even appeared on the Playstore.

Conclusion

From some of the descriptions mentioned above, the challenges faced in citizen administration digital services are more dominant from within the Citizen and Civil Registration Office. The change in the registration mechanism from application-based to website, updating

² This is based on personal experience when replacing a damaged electronic ID card

information on the Agency's social media which is not continuous makes services to the community less than optimal.

Recommendations

Recommendations for improvements that can be made so that the quality-of-service digitization increases every year, including:

1. Planning the creation or improvement of service systems, especially in registration, so that it is more reliable and makes it easier for applicants to make applications.
2. Improvement of the queue system, namely even though there is a quota in terms of the number of people served, the number of registrants does not have to be limited. People who cannot be served today will automatically be included in the next day's quota list.

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