

## EVALUATING THE DIGITAL BUREAUCRACY POLICY: POPULATION DOCUMENT DIGITALIZATION IN DIRECTORATE GENERAL OF POPULATION AND CIVIL REGISTRATION

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### ABSTRACT

The purpose of this study is to evaluate government policies on public services, namely the Minister of Home Affairs Regulation Number 7 of 2019 concerning Online Population Administration Services. Policy evaluation needs to be carried out because to determine the extent to which policy implementation has been achieved, evaluation is needed so that improvements can be made in the future. Based on this, the focus of this research is how public services through digitizing population documents in population administration services are based on policy evaluation theory. To answer this problem, a descriptive qualitative research method with an interactive model from Miles and Heberman is used. Each policy evaluation criteria proposed by William N. Dunn is described based on the criteria of effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. The key informants selected are officials who make and implement policies, as well as the people who are the target of the policy. The result of the study shows that policies that have been running well and have received Population Administration Services Online can be assessed for their success and improvement records.

*Keywords: Digital Bureaucracy, Policy Evaluating, Public Service*

### 1. INTRODUCTION

Digital transformation is the utilization of digital technology that drives changes such as improving customer experience, streamlining operations, creating new business models and simultaneously creating value. (Horlacher & Hess, 2016). Digital transformation does not only occur in the private sector, but also in the public sector (Kokkinakos et al., 2016). Government services as the party that provides public services are moving to a new phase where digital technology becomes part of the work method and changes the way of service to the community (Andrews et al., 2016). Changes in business processes caused by the number of digital-based public services that require the government to improve the performance of public services (Bounabat, 2017; Papadopoulos et al., 2018). There are two very decisive sides in public services which help shapes what and how the services are delivered; the encouragement of innovation due to digitalization, as well as the demand for more efficient and effective public services. Digitization of public services will continue to change and increase along with the Covid-19 pandemic that is currently sweeping the world, where most public services are switching from conventional to digital-based.

The main challenges in transforming the public services are ensuring changes in business processes in administrative services (internal and external) to the public, data sharing, and services that focus on individual needs (ubiquitous) based on mobile technology, and the framework used (Barcevicus et al., 2019). Digital transformation is often difficult to carry out in public services because of the rigid, bureaucratic characteristics of public organizations, and sudden policy changes as a result of elections which may change various government policies (Syed et al., 2018). Thus, it is necessary to evaluate public services that are undergoing transformation through the digitization of services. This evaluation is a form of policy evaluation that causes the transformation of public services through digitalization which is an integral part of the policy analysis cycle.

One of the policies related to the digitization of public services that led to the transformation is the digitization of signatures through Electronic Signatures (Tandatangan Elektronik [id]/TTE) on population documents in Indonesia, known as "Dukcapil Go Digital" which was introduced in early 2019. The legal basis for this policy is Minister of Home Affairs Regulation Number 7 of 2019 concerning Online Population Administration Services and Minister of Home Affairs Regulation 108 of 2019 concerning Implementing Regulations of Presidential Regulation Number 96 of 2018 concerning Requirements and Procedures for Population Registration and Civil Registration. This policy aims to build effective and efficient governance and easily and quickly serve the public because it can be accessed online. The current pandemic also emphasizes the importance of online population administration service. This evaluation of public service policies is carried out to assess all the progress that has been achieved as well as the challenges faced in the implementation of these policies. Until now, there has been no research on evaluating the digitalization policy through TTE on population administration services in Indonesia. In general, policy evaluation on population

administration public services focuses on the Electronic Identity Card (KTP-el) and Population Administration Information System (SIAK) services (A driyanto & Kismartini, 2016; Fitriani, 2017; Liun et al., 2014; Rohman, 2013). This research is conducted to fill the gap in policy evaluation research related to the increasing public service digitization process.

## 2. METHODS

This study uses a qualitative research approach based on the constructivism paradigm which holds that knowledge is not only the result of experience with facts but is also the result of the construction of the thoughts of the subject under study. The understanding of TTE users Dukcapil employees and service users in community who received the services is the result of the construction of thinking based on experience. Constructivism views that reality is the result of the construction or formation of humans themselves. Reality is dual, can be formed and is a whole. Reality exists as a result of the formation of one's thinking ability. Knowledge created by humans is not permanent but continues to grow. Qualitative research is based on the constructivism paradigm which holds that knowledge is not only the result of experience with facts but is also the result of the construction of the thoughts of the subject under study (Moravcsik, 1999; Saurugger, 2013). Human recognition of social reality is centered on the subject and not on the object, this means that science is not the result of mere experience, but is also the result of construction by thought (Moleong, 2018).

In carrying out the research, a research design is needed to carry out the research. Research design is all the processes needed in planning and developing the implementation of research (Haas, 2004; Rodriguez, 2007). The research design uses a case study approach that focuses on facts and uses comparative analysis. The informants of this research are divided into 2 (two) groups, namely the Ditjen Dukcapil officials who issue policies for digital population administration services and the second group, namely the Head of Disdukcapil and the community. Variables and indicators of the question are adjusted to the information to be extracted from the informants as research data. For Ditjen Dukcapil officials, the variables and indicators to be asked are: 1) policy objectives and targets, indicators, namely the achievement of the goals and objectives of online population administration services; 2) inhibiting factors, indicators of factors that hinder the implementation of this policy; and 3) a description of the implementation, indicators based on a brief description of the implementation of online population administration services.

As for the Head of Dukcapil and the community, variables and indicators are used which are the policy evaluation criteria as stated by Dunn (2003): 1) effectiveness, with indicators of the quality of policy results, namely the digitization of population documents; 2) efficiency, with indicators of ability and effort as well as how to use the time for completion of population documents; 3) adequacy, with indicators of achievement of results in solving public service problems in population administration; 4) equity, with indicators of equal distribution of opportunities and benefits for the entire community to obtain good population services; and 5) responsiveness, with indicators that the implementation of public services through digitizing population documents is in accordance with the needs and provides satisfactory results for all parties.

The data analysis technique in this study is a qualitative descriptive analysis technique using an interactive model from Miles, Huberman, and Saldana (Miles et al., 2013), namely data analysis is carried out during data collection, and after completing data collection within a certain period, through the following steps: 1) data collection; 2) data reduction; 3) data display; and 4) conclusion drawing.

## 3. RESULT AND DISCUSSION

Service is the main task of the government who are obliged to provide services in accordance with Law Number 25 of 2009 concerning public services. Therefore, it is very necessary for the government's commitment to improve the quality-of-service delivery to the community in all aspects. In this case, innovation is the key answer to public service problems. The government must be able to continuously innovate the public services, especially in the midst of a pandemic currently storming throughout the world. The Covid-19 pandemic has forced civilization to shift from conventional arrangements and habits to being completely digital.

This study focuses on policy evaluation related to public services under the mandate of Minister of Home Affairs Regulation No. 7 of 2019 concerning Online Population Administration Services. This policy has brought changes or transformed the giving of official signatures on population documents from the previous form of wet signatures, turning into TTE that has been encrypted so that it is safe and easy to authenticate.

### 1. *Effectiveness*

Effectiveness is always related to the relationship between the expected results and the results actually achieved. Effectiveness (effectiveness) is concerned with whether an alternative achieves the expected result (effect), or achieves the goal of taking the action. There are two effectiveness indicators that aim to understand whether the implementation of this policy is in line with the initial target. The findings from informants all stated that digitization was very effective even in the midst of the Covid-19 pandemic. For this reason, this service needs to be maintained and improved. At the effectiveness stage, evaluation is used to assess the extent to which the desired results have been achieved in the implementation of this digitalization policy.

### 2. *Efficiency*

Efficiency is generally related to the amount of effort required to increase a certain level of effectiveness. This concept is often associated with economic and organizational rationality and relates to the relationship between effectiveness and effort. In this study, the speed calculated from the unit of time or the optimization of resources is used to speed up the process. The implementation of this online-based public service encourages a significant increase in efficiency, including saving the time needed in carrying out the service process, saving service facilities, which are closely related to the implementation of an environmentally friendly bureaucracy.

### 3. *Adequacy*

Adequacy in public policy can be defined as the goals that have been achieved are perceived as adequate, that is acceptable and at least averages in various dimensions. Adequacy relates to the extent to which a level of effectiveness satisfies the needs, values, or opportunities that give rise to the problem. From this understanding, it can be concluded that adequacy is still related to effectiveness by measuring or predicting how far existing public services can satisfy needs, values or opportunities in solving problems that occur.

The adequacy of this service is the desired result or goal that is useful, valuable and can solve real problems. The results of the analysis show that there has not been a significant impact produced in meeting the adequacy criteria. It is possible that this service is relatively new and has not reached many parties.

### 4. *Equity*

Equity criterion is closely related to legal and social rationality and refers to the distribution of outcomes and efforts between different groups in society. An equity-oriented policy is a policy that promotes and strives for an equitably distributed results. For example, a particular program may be effective, efficient, and sufficient if the cost benefits are evenly distributed. The key to equity is justice or fairness and since the internet as the basis for online-based public service is not readily available for all Indonesian, it can be considered that in equity aspect, it has not yielded a significant impact. At equity stage, evaluation is used to see whether the distribution of costs and benefits is fairly even among different communities. The distribution is not evenly distributed, not because the main service is document digitization, but rather because of the limitations of externalities such as the internet.

### 5. *Responsiveness*

Responsiveness in public policy can be interpreted as a response to an activity conducted by the provider of the service, that is, the government. This means the response of public policy targets to the implementation of a policy. Responsiveness relates to how far a policy can satisfy the needs, preferences, or values of the people as the end-user of those services. A success of the policy can be observed through the feedback by public who respond to the implementation after predicting the impact that will occur if a policy was to be implemented. Observation also need to conducted the response of the community after the impact of the policy has begun to be felt in a positive form in the form of support or a negative form in the form of rejection. The responsiveness criterion is important because an analysis that can satisfy all other criteria (effectiveness, efficiency, adequacy, equity) still fails if it does not address the actual needs of the groups that should benefit from a policy.

### 6. *Accuracy*

Accuracy is the desired result or goal that is truly useful or valuable from this policy to the community, which is then analyzed to determine the extent to which this goal has been implemented and has been felt by the community. In this online service process, it is successful if a policy can be seen from the policy objectives that are actually achieved, useful and valuable to the target group, having the impact of changes in accordance with the mission of the policy. Based on interviews conducted, this policy is very appropriate.

## 4. CONCLUSION

The results showed that the evaluation of digital transformation policies in administrative services based on 6 criteria, namely effectiveness, efficiency, adequacy, equity, responsiveness and accuracy, could identify existing conditions. The findings from informants all said that digitalization was effective and efficient, especially in the midst of the Covid-19 pandemic. For this reason, this service needs to be maintained and improved. First, based on the effectiveness criteria with regard to whether an alternative achieves the expected result (effect) or achieves its goal of taking the action, it has received a good response from the apparatus side which explains the realization of the policy and the expectations of the people who are the main beneficiaries of the policy. Second, efficiency is the relationship

between effectiveness and effort where in this study used is the speed calculated from the unit of time or the optimization of resources to speed up the process. The implementation of this online-based public service encourages a significant increase in efficiency, including saving the time needed in carrying out the service process, saving service facilities, which are closely related to the implementation of an environmentally friendly bureaucracy. Third, adequacy emphasizes the strong relationship between policy alternatives and expected outcomes. This can be seen from the achievement of online-based administrative services that are beneficial both for the apparatus, especially for the community. Fourth, equity is a policy that in consequence or effort is equitably distributed. The results of the interview show that there is an equal distribution in population administration services. Fifth, responsiveness is said to still fail if it has not responded to the actual needs of the group that should benefit from the existence of a policy. The results of the interview above show that the responses given by both the apparatus and the community are both positive. Sixth, accuracy refers to the value or price of policy objectives and to the strength of the assumptions underlying these goals. The results of the interviews show that the benefits and appropriateness have shown good results. Accuracy refers to the value or price of the policy objectives and to the strength of the assumptions underlying these objectives. The results of the interview show that the benefits and accuracy have shown good results.

Based on the results that have been concluded above, the following are suggestions for this research. For policy makers, namely the Directorate General of Dukcapil, to maintain and continue this policy in the form of service development so that the community will increasingly feel the benefits. This policy needs to be supplemented with implementation guidelines in the form of standard operating procedures which are more detailed in the form of work instructions. The suggestion for the Dukcapil Service is to combine this online service with various existing services.

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