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Strategic Management Capabilities in Child Identity Card (Kartu
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Strategic Management Capabilities in Child Identity Card (*Kartu Identitas Anak*) Program in Civil Registry Service Office of Depok City

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ABSTRAK

Artikel ini bertujuan untuk menganalisis kemampuan manajemen strategis Dinas Kependudukan dan Catatan Sipil/Dukcapil Kota Depok dalam menyelenggarakan Program Nasional Kartu Tanda Penduduk/ Program KIA. Mengingat cakupan dan tingkat kerumitannya yang tinggi, Kementerian Dalam Negeri/Kemendagri memilih beberapa pemerintah daerah sebagai pilot project, salah satunya adalah Pemkot Depok. Pemilihan ini tidak terlepas dari program prioritas Kota Depok yaitu Kota Layak Anak yang telah dicanangkan satu tahun sebelum Program KIA dimulai oleh Kemendagri pada tahun 2017. Namun, program KIA tersebut belum dapat memenuhi target yang telah ditetapkan. Untuk menganalisis masalah ini, artikel ini menggunakan dimensi *strategic management capabilities*. Dengan menggunakan studi kasus Dinas Dukcapil Kota Depok, artikel ini menjelaskan keberadaan kapabilitas manajemen strategis sebagai berikut: (a) kemampuan mengelola otoritas menunjukkan bahwa praktik otoritas berbasis hierarkis tidak didasarkan pada pengembangan ide dan pengetahuan; (b) integrasi sistem dan struktur belum tercapai secara menyeluruh di seluruh organisasi Pemkot Depok, hanya sebatas Dinas Dukcapil Kota Depok; (c) jejaring antara Dinas Dukcapil Kota Depok dan sektor swasta cenderung pasif dan tidak dibangun di atas tujuan bersama dan pertukaran sumber daya antar aktor; dan (d) perubahan ide dan rencana strategis masih bersifat sporadis terutama akibat pandemi COVID-19, padahal kebutuhan akan perubahan sudah muncul sebelum pandemi, seperti penerapan layanan berbasis elektronik.

ABSTRACT

This article aims to analyze the strategic management capabilities of Population and Civil Registry Service Agency/PCRSA (*Dinas Kependudukan dan Catatan Sipil/Dukcapil*) of Depok City in administering the Child Identity Card/CIC National Program. Considering the scope and the high level of complexity, the Ministry of Home Affairs/MoHA picked several local governments as pilot project, and one of them is the Depok Government. This selection is inseparable from the Depok City priority program, namely Child Friendly City which has been launched one year before the CIC Program was started by MoHA in 2017. However, the CIC program could not meet the target set. To analyze these problems, this article employs the strategic management capabilities dimension. By using PCRSA of Depok City as the case study, this article explains the presence of the following strategic management capabilities: (a) the ability to manage authority indicates that the hierarchical based authority practice is not based on development of ideas and knowledge; (b) integration of system and structure is not yet achieved thoroughly across organizations of Depok City Government, instead, it is limited to PCRSA; (c) networking between PCRSA and private sector tend to be passive and is not built upon common goals and exchange of resources between actors; and (d) changes in ideas and strategic plans are still sporadic mainly due to COVID-19 pandemic, even though the need for change has appeared before the pandemic, such as the application of electronic-based services.

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INTRODUCTION

The effort to protect and assure children's rights was launched by Ministry of Home Affairs (MoHA) through issuance of Child Identity Card/CIC (Kartu Identitas Anak/KIA). Article 27 of Law No. 35 of 2014 on Child Protection emphasizes that each child is entitled to assurance and protection in access to education, health, and legal protection (yuridis.id, 2017). This national policy is one of the constitutional obligation of the government of Indonesia. Therefore, Minister of Home Affairs issued Regulation No. 2 of 2016 as the executive policy in order to provide CIC as a national program. CIC is an official identity for a newborn child until they are under 17 years old and not yet married as a child identity that is valid nationally and integrated with Population Information and Administration System/PIAS (*Sistem Informasi dan Administrasi Kependudukan*/SIK) in Directorate General of Population and Civil Registry Service of the MoHA (Indonesia.go.id, 2019).

The problem was caused by several factors, such as (mediaindonesia.com, 2017), first, slow enactment of Mayor Decree as the implementing policy of the Minister of Home Affairs Regulation No. 2 of 2016 (Rajagukguk, 2019), second, lack of integration between CIC national priority program and strategic planning of Depok City, third, limited number and competence of government personnel in collecting and recording children's data in Depok City, fourth, weak partnership and collaboration between Depok City Government and other stakeholders, resulting in slow public response to apply for CIC and question the benefits of the card, and fifth, lack of creativity of implementing officers in overcoming challenges and changes that occurred, such as Covid-19 pandemic which limits the mobility of implementing officers (Diarmansyah, 2020).

This article explains how the national program is carried out in Depok City by using strategic management capabilities perspective formulated by Joyce, Bryson, & Holzer (2014). By using the four dimensions in the perspective i.e., ability to manage authority in organization, integrate structure and system in strategic planning, act strategically through partners and networking, and renew ideas and strategic plans in response to change, this article explains the managerial capability of Depok City Government that led to sub-optimal target achievement in CIC national program.

The strategic management capabilities perspective has its roots in strategic management. Although strategic management is derived from managerialism perspective that develops in the practical world, its application in public sector has widely developed in public service study (Andrews, Boyne, Law, & Walker, 2012). The development of strategic management in public sector drives experts to explain the distinction of public sector in implementing strategic management (Joyce, 2015). Understanding strategic management capabilities requires investigation of extensive strategic planning literature which is an important and critical part of the strategic management perspective. Assessment of organization performance in achieving its objectives starts from the ability of policy makers in an organization to formulate their vision and missions that are indicated in the strategic planning (Steiss, 2003). Furthermore, the

strategic planning series require application of performance management that aims to build performance culture in the organization and to direct resources in order to achieve the performance that has been set in performance planning (Poister, Aristigueta, & Hall, 2015). The next part of this article is literature studies, research method, discussion on CIC national program administration in Depok City by using the four dimensions of strategic management capabilities, and conclusion.

LITERATURE REVIEW

How to Encourage Strategic Management

Strategic management is a method perceived as the strategy used in the process of making public policies and programs. Application of this strategic management is also considered as a government modernization effort, namely, shifting from rule-based organization to performance based (Joyce, 2015). The root of strategic management is management concepts and practices in business sector that reflect effective and efficient performance (Joyce, 2015). The success of private sector prompts experts and practitioners in the government to adopt and develop strategic management to handle public affairs. Strategic management in public sector is very different from private sector due to the characteristics of the actors taking part in it which include politicians, bureaucrats, and leaders of government agencies that influence each other in the process of developing strategic plans (Joyce, 2015). Joyce, Bryson, and Holzer (2014) explained that as it developed, the strategic management applied is not limited to one single organization, but it may involve networking and also partnership.

In public sector, strategy is a useful means for improving performance in order to provide effective public service in achieving objectives (Andrews, Boyne, Law, & Walker, 2012). Strategic management emphasizes the importance of connecting strategic management with the process of performance management, therefore requiring actors who are capable of precisely connecting strategic management with performance management process to make an effective strategic management process. Strategic management is created by actors in the government who are responsible for preparing strategic plans with participative method in order to build missions and long term vision in national development plan framework and program. The strategic management is used to determining strategic objectives and measured goals, measuring their performance in accordance with the set indicators, and conducting monitoring and evaluation. Furthermore, strategic management has two important features in making strategic plans, the first is emphasizing multilevel governance aspect (strategic plan must be within the framework of national development plan) and second, the setup involves participative method (Joyce, Bryson, & Holzer, 2014).

Implementation of strategic management requires planning as the basis for achievement of performance target. According to Steiss (Steiss, 2003) strategic planning is a process of vision and mission clarification, determination of primary objectives and targets, and development of long term strategy to improve organization performance. Berry and Wechsler (1995) explained

that strategic planning is a systematic process for managing an organization or program in determining the course of its future according to its environment and the requirements of the stakeholders, including strategy formulation, strength and weakness analysis, identification of institution stakeholders, execution of strategic actions, budget effectiveness, to management affairs.

Within the strategic management framework, strategic planning describes the long term objectives to be achieved and is sustainable in nature. The strategic planning document sets forth not only the objectives to be achieved but also the selection of strategies to achieve them (Steiss, 2003). As part of strategic management, the planning process involves not only members of the organization but also other stakeholders, such as business participants and the citizens. This process is mutual to ensure that the selected objectives and strategies are able to meet the needs of the organization and its environment (Joyce, 2015). In addition to strategic planning, performance management is another part that is no less important from strategic management.

Performance management emphasizes the creation of performance culture that focuses on the results to be achieved from a set program. According to Kreitner and Kinicki (2014) performance management is created by integrating the activities to be carried out to achieve objectives, monitoring and evaluation, training, and rewarding the employees through performance measurement. Performance measurement is an important element that is result-oriented through generating data that can contribute to decision making. The information obtained is in the form of measurements of output, productivity, efficiency, effectiveness, service quality, and customer satisfaction, which is subsequently used for managing programs more effectively (Poister, Aristigueta, & Hall, 2015).

Greiling (2005) stated that performance measurement is used as a tool for implementing strategies that have been made as material for evaluation. The performance achievement process is recorded as performance information and becomes the basis of decision making (Poister, Aristigueta, & Hall, 2015). In performance management, performance information becomes an important element in the effort to ensure achievement of organization, unit, and individual (organization member) performance. Performance information describes what has been done and what has been achieved and what has not been achieved. With this information the organization leader would allocate the resources of the organization, such as human and budget resources to achieve performance targets (Poister, Aristigueta, & Hall, 2015).

The study on application of strategic management in public organization shows high level of complexity. Not only does strategic management puts emphasis on how to apply performance target as the basis for an organization to optimize the resources at its disposal, it also emphasizes the switch in management of the organization, from authority-based to performance-based. This emphasis at least requires change in organization culture, ability to formulate vision-mission in accordance with organization objectives and environment demands, ability to formulate strategies to achieve the vision-mission, and ability to integrate and optimize available resources to achieve set performance targets (Poister, Aristigueta, & Hall, 2015).



The complexity in executing strategic management leads to a study that focuses on the ability of the leader and organization to execute it, which is known as strategic management capabilities (Joyce, Bryson, & Holzer, 2014). Four dimensions of Strategic Management Capabilities are required in the government and other public sector organizations (Joyce, Bryson, & Holzer, 2014).

Ability to Manage Authority in Organization

Authority in an organization is the power of giving support to emergence of new ideas which will subsequently become the trigger to do a negotiation in determining new ideas. Ideas for improving performance often fail to develop due to reluctance of organization members to bring them up. Organization members, especially at staff level, are often worried that the ideas generated will clash with their superior's authority. Therefore, in this ability, the authority possessed by the organization leader is precisely directed toward the effort to give allowance to organization members to create new ideas to achieve performance targets. Those ideas could even become the source of authority in terms of generating decisions and mobilizing organization resources to achieve performance targets.

Ability to Integrate Structure and System in Strategic Planning

Structure follows strategy and strategy is directed toward achieving vision-mission of an organization. The main argument in this strategic management capabilities focuses on agile and flexible structure. The goal is the division of duties between individuals and units in an organization in relation to achievement of objectives. In this framework, the work structure of organization is closely connected with the set strategic planning. Therefore, work structure change is highly possible and this requires the ability to adjust the structure so that it corresponds with strategic planning. This ability may be visible through formation of task force and recruitment and development of human resources with certain competence according to the needs of the organization.

Ability to Act Strategically through Partners and Networks

Acting strategically is an important effort for an organization in order to find a way to achieve its objectives in efficient and effective manner. Limited resources of a public organization forces the government to establish collaboration networks with other organizations, both between governments and between the government and non-government actors. The foundation to build this network is achievement of common objectives since the objectives or performance targets of a public organization is to meet the needs of the public and the environment. This target achievement certainly cannot be done single-handedly due to the complexity of public needs, external challenges, and certainly the available resources. Therefore, these collaboration networks are built upon common objectives thereby providing opportunity for the government and their partners in the networks to exchange resources.

Ability to Renew Ideas and Strategic Plans in Response to Change

Ability to renew ideas and strategic planning is a necessary step for every organization in order to anticipate changes that are uncontrollable or unpredictable. It is necessary to have the ability to quickly react to a situation while maintaining long term considerations therefore critical thinking and strategic action is key to finding a solution and managing future risks. Solutions are also required to get the organization out of a situation and fight back or at least to resist and slowly recover from the situation.

RESEARCH METHODS

How to Assess Strategic Management Using a Methodology

Through qualitative research (Creswell, 2010), this article analyzes the ability of Depok City Government to manage CIC national program by using strategic management capabilities perspective. In this perspective, four dimensions are used to test strategic management capabilities, namely authority in the organization, integrating structure and management system, acting strategically through partners and networks, renewing ideas and strategic planning when the situation changes (Joyce, Bryson, dan Holzer, 2014).

This research uses qualitative data collection technique through in-depth interview with several informants from Population and Civil Registry Service Agency/PCRSA of Depok City, Directorate General of Population and Civil Registry Service of the MoHA, and academics from Universitas Padjajaran. Besides in-depth interview, there was also literature study of several regulations:

- Law of the Republic of Indonesia Number 24 of 2013 on Amendment to Law Number 23 of 2006 on Population Administration.
- Law Number 35 of 2014 on Amendment to Law Number 23 of 2002 on Child Protection
- Minister of Home Affairs Regulation No.2 of 2016 on Child Identity Card Program (CIC)
- Depok City Local Regulation Number 15 of 2013 on Administration of Child Worthy City
- Depok Mayor Regulation Number 35 of 2015 on Local Child Card Identity (CIC) Program
- Circular Letter (Surat Edaran/SE) No. 471.13/13243/Dukcapil on Child Card Identity (CIC) Implementation Program.

The qualitative analysis uses illustrative method where theoretical concepts are treated as empty boxes that particular empirical samples and descriptions will occupy. Illustrative method makes the dimensions the guidelines to analyze the capability of Depok City Government in managing Child Identity Card national program (Creswell, 2010).

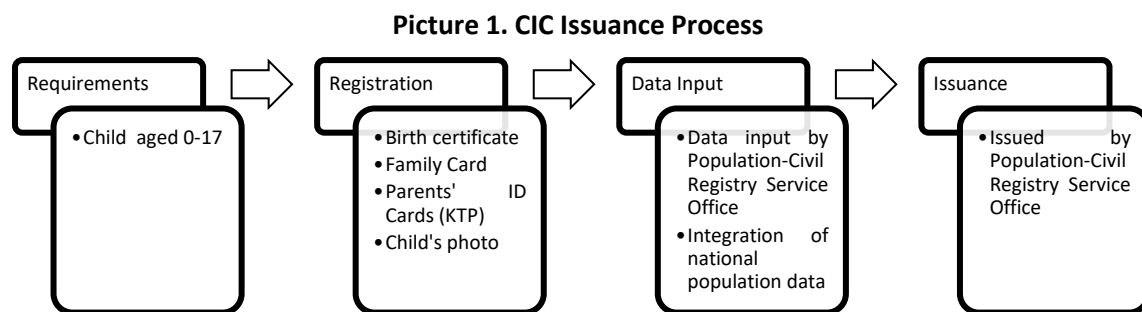
RESULTS AND DISCUSSIONS

Implementation of Child Card Identity Program

Child Identity Card (CIC) is a program that aims to give an official identity to a newborn child

until they reach the age of 17 as an instrument to support children's rights protection in Indonesia. CIC program is a national priority program led by the MoHA. CIC program that applies nationally emphasizes the responsibility of all provincial governments to implement it in their respective regions. At local level, the responsibility is held by Municipality/Regency governments, specifically the Population and Civil Registry Service Agency. In general, CIC program focuses on three aspects: first, children's data collection, second, provide legal protection and certainty, and third, improve services for children (Wulandari, 2020).

CIC is not simply permanent administrative registry. It provides information to the government in relation to public services to be made available to each child starting from birth until they reach the age of 17. For example, with CIC the government has data related to health and education services needed by a child, such as polio vaccination, and school enrollment in accordance with government policy on mandatory education, such as, kindergarten, elementary school, junior high school, and senior high school (Pancasilawan, 2020). According to Minister of Home Affairs Regulation Number 2 of 2016, the stages of CIC issuance are as follows: (1) requirements determination; (2) registration; (3) data input; dan (4) issuance (see Picture 1).



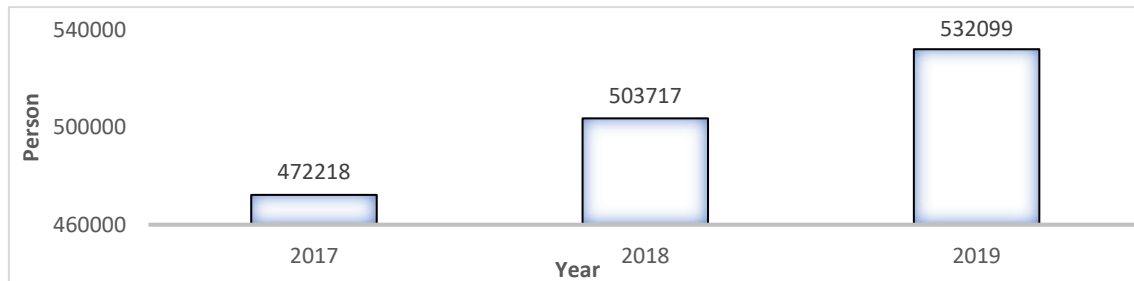
Source: Processed from MoHA Regulation No. 2 of 2016

Of the four stages, the data input stage is crucial because an integrated verification is done against national data. Recording data nationally is marked by assigning Population Identity Number (Nomor Identitas Kependudukan/NIK) and Population Information and Administration System (SIAP). This data can be used further for other necessities such as ID card (Kartu Tanda Penduduk/KTP) application, when a child is 17 years old, and passport application (Harjanti, 2020).

CIC is a national priority program mandatory for all local governments, both at provincial and regency/municipality level. MoHA as the leading agency established guidelines and population information system that is integrated nationally and conduct monitoring and evaluation on the execution of the national program in provinces. However, as a pilot project MoHA chose 50 regions to administer CIC national program, including Depok City (bps.go.id, 2015). The selection of Depok City as a pilot project is inseparable from the priority program administered by Depok City i.e., Child Worthy City. As part of the program, the City Government gives attention to

programs that aim to improve the quality of public services for children. The challenge faced by Depok City in administering this CIC national program is quite big considering the number of children (0-16 years of age) that is increasing, as seen in Graph 1 below.

Graph 1 Number of Children Aged 0-16 in Depok City in 2017-2019



Source: Data processed by Researcher (2020)

Graph 1 describes the increasing trend of the number of children aged 0-16 in 2017 i.e., from 472,218 to 532,099 in 2019 from a population of approximately 2.4 million. In other words, in 2 years there was an increase of approximately 59,000 children (depokkota.bps.go.id, 2019).

To administer CIC program, Depok City Government has issued Depok Mayor Decree Number 12 of 2017 on Child Identity Card (CIC) Program. One of the foci of the Mayor Regulation is the provision of various facilities and services to children with CIC, such as book purchase discount at bookstores that partner with Depok City Government. Provision of those facilities is in fact an expansion of Child Worthy City Program launched by Depok City through Depok City Local Regulation Number 15 of 2013 on Child Worthy City Program. Along with the launch of CIC national program, Depok City Government has also issued Local Regulation Number 9 of 2017 on Family Friendly City Program, among others by issuing CIC. However, unlike national program, this Depok City version of CIC only applies locally and is not yet integrated nationally through the PIAS.

These two top programs were the basis for the MoHA's selection of Depok City as a CIC pilot project. On one hand, these Depok City's top programs gave experience to PCRSA of Depok City in developing and optimizing the implementation of CIC national program. On the other hand, some obstacles were faced by PCRSA, preventing achievement of CIC issuance target that must be met by Depok City Government. The following section explains the administration of CIC national program by PCRSA by using four dimensions of strategic management capabilities: (1) ability to manage authority in organization; (2) ability to integrate structure and system in strategic planning; (3) ability to act strategically through partners and networks; and (4) ability to renew ideas and strategic plans in response to change.

***Ability to manage authority in organization: lesson learned from Depok***

From strategic management capabilities perspective, the use of authority leads to support for emergence of new ideas from organization members to achieve set objectives. Limits of authority possessed by one member of organization often hamper creativity. Therefore, the system in which the official with the highest authority dominates the ideas for formulating decision while the official with lower authority executes the decision is no longer used in this strategic management capabilities perspective (Joyce, Bryson, & Holzer, 2014). Even though the official with the highest authority is responsible for the decision making, the ideas that influence the decision making may come from officials with lower authority or the staff.

For CIC national program execution, the MoHA give the authority to Depok City Government, specifically the PCRSA. This office has the authority to prepare and execute strategies to ensure that CIC issuance target for all children in 0-16 years old age group in Depok City is met. However, the senior officials of the PCRSA understands that authority is a legal basis for implementing their affairs. From this point of view, the PCRSA tends to place themselves merely as an implementor and in order to exercise their authority, they need an implementing regulation as guidelines, such as the Mayor Decree that is the implementing regulation of the Minister of Home Affairs Regulation Number 2 of 2016, as stated by Diarmansyah, *"...earlier that year the Minister of Home Affairs Regulation No. 2 of 2016 on CIC was issued...We were confused ...so we waited for Depok Mayor Decree so that we have a clear legal basis ..."* (Diarmansyah, 2020). Without such decree, the PCRSA has no authority to allocate budget for executing CIC program. As a result, CIC program could only be implemented effectively in 2017 with the enactment of Mayor Decree No. 12 of 2017 on CIC Program (the PCRSO, 2017).

As a matter of fact, before the launch of CIC national program in 2016, Depok City Government has launched similar program that was regulated by Depok Mayor Decree Number 35 of 2015 on Local Child Identity Card. However, with the enactment of Minister of Home Affairs Regulation of 2016, Depok City Government was forced to halt Depok CIC program. This decision was made to adjust existing program and to prepare various implementing regulations of the Minister of Home Affairs Regulation. National CIC program could only be executed after enactment of Mayor Decree Number 12 of 2017. While waiting for the Mayor Decree, the head and senior officials of the PCRSO tended to stay passive, and even the issuance of Depok CIC program that had been prepared before the launch of the national program in 2016 could not proceed (Diarmansyah, 2020). This passive attitude prevented any interaction between the staff of the office and other local government agencies and external stakeholders, even though this interaction was essential in the formulation of ideas and strategies as well as in identifying input from stakeholders, especially the private sector, in order to implement the CIC national program.

Lack of responsiveness by the PCRSA represented the domination of legal basis approach in authority interpretation. As a result, authority tended to be an obstacle factor rather than a driving factor in optimizing the target achievement of CIC national program. This legal basis approach drove the decision makers and staff to adopt a cautious and waiting attitude toward

the enactment of implementation regulation i.e., Mayor Regulation No. 12 of 2017, as a legal umbrella that gives authority to the PCRSA to implement CIC national program.

Discussion: Ability to Integrate Management Structure and System into Strategic Planning in PCRSA of Depok City

The main argument in this strategic management capabilities focuses on structure following strategy principle, agile and flexible structure (Joyce, Bryson, & Holzer, 2014). This argument emphasizes that the structure built is connected to the strategic planning that has been set. Structure serves as a vehicle to ensure that the programs and targets formulated can be implemented by available structure. Structure reflects the roles of each unit and individuals and the resources needed to execute the role (Poister, Aristigueta, & Hall, 2015). Meanwhile, role describes duties and responsibilities leading to achievement of performance and organization objectives.

The organization structure of the PCRSA was formed by virtue of Depok Mayor Decree Number 47 of 2004. According to the mayor decree, the PCRSA has three divisions, namely Population, Civil Registry, and Data Collection and Counseling. Execution of CIC national program is the main responsibility of the Civil Registry Division. Besides handling CIC, the division is also responsible for issuing electronic ID card and Family Card. With the duties and functions of this division, CIC national program has been connected to the business process located at the Civil Registry Division. Family Card is the main requirement for applying for CIC, and after a child reaches the age of 17, their data will be automatically updated by the Civil Registry Unit for issuance of their electronic ID Card.

However, optimization of duties and functions of the PCRSA in executing CIC national program is not yet achieved. One factor causing this is lack of integration of the duties of Civil Registry Division in executing CIC national program, and availability of human resources, both in terms of quantity and quality. Attempt has been made to bridge this gap by the PCRSA through mapping of employee competence required to execute CIC national program. The result of the mapping showed that the PCRSA needed more government employees to reinforce CIC national program. Therefore, Depok City Government recruited temporary contract workers/TCW (*Pekerja Kontrak Tidak Tetap/PKTT*) to fill the vacancies. In 2020 there were 20 TCW who were tasked with executing CIC program. However, this was still insufficient, and addition of contract workers was highly dependent on availability of local government budget, as revealed by Diarmansyah, "...of 63 PKTT recruited, 20 persons were for CIC program ...which was better than nothing" (Diarmansyah, 2020).

These contract workers were assigned to two different tasks, first, as front-liners, and second, as support workers. These front-liners actively interact with citizens and families to collect data and promote CIC national program (Wulandari, 2020). The purpose of this on-site service method is to facilitate and accelerate the process of CIC issuance. Often, people with children aged 0-16 lack motivation to apply for CIC. This lack of knowledge of CIC benefits is one of the



top factors in people's low motivation to apply for CIC. Therefore, field officers also have an important role in promoting the benefits of this card. Meanwhile, support employees were tasked with processing incoming data and inputting and integrating data nationally through Ministry of Home Affairs' PIAS. Employees having this task were mostly those with competence in information technology. However, not all of them already have this competence at the time of recruitment, and therefore, the PCRSA provided training for these employees (Harjanti, 2020). The effort of the PCRSA in optimizing CIC target achievement through recruitment of implementing employees can be viewed as an initiative to synergize the management structure and system of CIC program. These contract employees managed to improve the services provided to people who applied for CIC. However, this initiative tended to be partial for several reasons, first, the additional employee recruitment happened due to lack of structure integration between units within PCRSA. If the workload of Civil Registry Division was bigger than other units, resource allocation from other units to Civil Registry Division could be prioritized.

Second, the future of the contract employees who spearheaded the CIC application service was uncertain. This is because their status as contract employees requires availability of local government budget, and therefore their work period might not be extended. Because of this, the PCRSA would lose human resources who already have experience and competence in CIC application service. Therefore, structure integration should be accomplished by looking at the whole organization structure, not only in a single unit, but also at the agency level, and if necessary, at Depok City Government organization level.

Ability to Act Strategically through Partners and Networks: the PCRSA of Depok City start a collaboration

The complexity of public needs requires the government to respond quickly, efficiently, and effectively. However, limited human resources availability forces the government to build networks with stakeholders as a way to optimize their resources (Joyce, Bryson, & Holzer, 2014). Building networks is also a form of perspective governance that emphasizes that public affair is no longer a domain of the government alone, but also the stakeholders, such as the private sector and civil society. The network built is a means for resource exchange between units within government organization and between the government and non-government actors (Joyce, 2015).

As an effort to accelerate CIC issuance, the PCRSA initiated a collaboration with the Education and Culture Agency of Depok City, Health Agency, local hospital, Community Health Center (*Pusat Kesehatan Masyarakat/Puskesmas*), Sub-District (*Kecamatan*) Government, and the private sector. The collaboration is a part of public service program with the theme of Quick, Effective, Responsive, Innovative, and Accountable/QERIA (*Cepat, Efektif, Responsif, Inovatif, Akuntabel/CERIA*) (Elvriandy, 2020). This QERIA program was started in 2017 and it was a follow-up action to Mayor Decree No. 25 of 2016 on Acceleration of Service and Improvement of Coverage of Birth Certificate Ownership for Children Aged 0-17 (Population and Civil Registry

Service Agency of Depok City, 2016). In the beginning, this program only focused on data collection of children without birth certificate and to issue the birth certificate. This document serves as the main data for the children to access other services, such as school enrollment, education assistance, and issuance of electronic ID card (Wulandari, 2020).

This QERIA program was developed to adopt CIC national program in 2017. The program development was explained by Elvriandy as follows, “QERIA contains activities like *Gebyar Pembuatan* CIC and One Day Service...newborn babies get birth certificate and then CIC issuance” (Elvriandy, 2020). At early stage, Population and Civil Registry Service Office collected data of children aged 5-16 and studied CIC ownership. The age group was initially chosen due to the children’s school age. The data of 5 years old age group must be recorded so that they can enroll at kindergarten or elementary school. According to data issued by Education and Culture Agency of Depok City, the number of school aged children increased from 348,004 in 2017 to 382,758 in 2019 (Education and Culture Office, 2019). The high number of school aged children prompted PCRSA to start a collaboration with Education and Culture Agency and actively conducted direct data collection at schools, whether at kindergarten, elementary, junior high, and senior high school levels.

In this partnership framework, PCRSA attempted to optimize CIC issuance service through “one day service and buy one get three” program. This partnership program between public institutions managed to increase the number of CIC ownership from its launch in 2017 to 2019. In 2017 there were 89,649 CIC and increased to 96,194 in 2019, although it was still below the target set, namely CIC issuance for all children (see Graph 1 above). Besides partnerships between local government agencies, PCRSA engaged the private sector, such as bookstores, kids’ playgrounds, banks, and tourism spots. In general, such partnerships aim to offer maximum benefits to CIC owners in an attempt to motivate parents and children to apply for CIC. The benefits of the partnerships include 5-30 percent discount for CIC owners for book purchase, tickets to tourism areas/kids’ playgrounds, and school tutoring offered by private sector (Elvriandy, 2020).

However, the partnerships between the PCRSA and non-government institutions tended to be voluntary. Even though the partnerships have written agreements, non-government institutions were free to decide the benefits to be offered to CIC owners. In this framework, the PCRSA could not ensure that the benefits were given by the non-government institutions. For example, a bookstore could decide which books have the 20 percent discount. Also, the terms and conditions for ticket discounts at kids’ playgrounds would depend on the company, as revealed by Elvriandy, “...the 20 percent discount benefit could not be applied yet because, for example, out of 100 books sold only 10 titles are discounted. Similarly, discount at swimming pool does not apply on Fridays, Saturdays, and Sundays” (Elvriandy, 2020). As a result, parents and CIC owners complained about the limited benefits of CIC. Therefore, changing the partnership and network system from merely voluntary to partnership based on common goals and resource exchange becomes a necessity in order to maximize target achievement of CIC national program in Depok City.



Ability to Renew Ideas and Strategic Planning in Response to Change: COVID-19 pandemic forced the PCRSA of Depok City to change in the way providing CIC issuance service

Public organization environment experiences dynamic changes, has complexities, and is difficult to predict. In strategic management capabilities perspective, the ability to respond to environment change through ideas that are translated into strategic planning, policies, and services is a must (Joyce, Bryson, & Holzer, 2014). From strategic planning perspective, the planning process is iterative instead of linear, which describes a reciprocal process between environment change and organization's response to such change in its strategic plan (Steiss, 2003).

The change in CIC issuance service was made due to COVID-19 pandemic. Compared to the year before the pandemic, no change in idea was made by the PCRSA to optimize CIC issuance service. There was no new idea to optimize the partnership between the PCRSA and non-government institutions. Strengthening partnership on the basis of common goals and resource exchange should be an important factor to renew the ideas of partnership that has been carried out so far by PCRSA.

This public service change was regulated in Depok Mayor Decree No. 22 of 2020 on Implementation of Large Scale Social Restriction (Pembatasan Sosial Berskala Besar/PSBB) as an effort to overcome the spread of COVID-19 in Depok City. Not only did this policy limit people's social and economic activities, but also public service provided by Depok City Government. This resulted in temporary stoppage of QERIA program, forcing the staff to personally visit sub-districts office, schools, and hospitals to collect data and issue CIC (Diarmansyah, 2020).

Even though QERIA program was temporarily halted, CIC issuance service must continue as requested by Directorate General of Population and Civil Registry Service of the MoHA. Yet the PCRSA was given freedom by the MoHA to choose the service method, both online and offline, while still tightening health protocol. Therefore, CIC issuance service was carried out online and offline. According to Wulandari, "...by using whatsapp application with a special number for CIC applicants, including Birth Certificate, Family Card, and electronic ID Card" (Wulandari, 2020). However, this online method was not as effective in reaching the people in need of CIC as before. Therefore, PCRSA provided limited offline service by involving village governments. Through this service, applicants of CIC or other public services could consult and submit the documents needed for CIC issuance. This method was used because of limited online services that was often hampered by the slow internet speed experienced by people when they needed to access the websites of the public services (Diarmansyah, 2020).

COVID-19 pandemic forced the PCRSA to be creative in providing public services, especially CIC issuance. Online and offline methods have been combined and has been fairly successful in overcoming public service vacuum due to the large scale social restriction policy in Depok City. However, this change could not be considered as a demonstration of strategic management ability of the PCRSA. This is because the problems encountered due to sub-optimal partnerships

with non-government sector did not drive the leadership of the agency to generate new ideas to renew the system of partnership and network. This may be a situation where the idea to utilize online method for issue CIC failed to develop into a new idea that is more sophisticated as part of the effort to build a digital government. In strategic management capabilities framework, the dimension of renewing ideas and adopting them in strategic planning should be regarded as the ability to understand change and translate it into policies and public services (Joyce, Bryson, & Holzer, 2014). This means, even without COVID-19 pandemic, generating new ideas to improve public services is already a must.

CONCLUSIONS

From strategic management capabilities perspective, the problem can be explained as follows, first, slow response by Depok City Government occurred when authority was regarded merely as a legal-formal instrument that allows or forbids the agency to act in implementing CIC national program, whereas authority should be regarded as an instrument for allowing freedom to authority owners and executors to generate ideas as the basis for developing policies and services. This legal-formal restriction ultimately stopped the development of ideas and creativity and quick response by the decision maker and staff of the agency in preparing and promoting CIC national program to the public.

Second, integration between management structure and system into strategic planning should aim at ensuring that the duties and functions and business process in the organization are supported by the resources available at the organization's disposal. The main goal is to ensure that organization activities are carried out to achieve set target. However, failure in this aspect resulted in lack of human resources and budget available to the PCRSA as the leading agency of CIC national program in Depok City. Recruitment of contract employees to accelerate CIC issuance service, both as front-liners and information technology workers, on one hand showed an initiative to meet performance target. On the other hand, the initiative might lead to new problems considering that the employee recruitment was highly dependent on budget availability of the agency. If the issuance target is not included in the strategic plan, the future of the contract employees could not be determined. Termination of contract employees due to budget limitation might instead lower the quality of CIC issuance service, which in turn would discourage parents from applying for their children's CIC.

Third, networking between Depok City Government and the stakeholders has been established through the initiation of QERIA public service program. The large CIC coverage has prompted the PCRSA to expand the collaboration network. The goal is to gain support from the stakeholders for the administration of this CIC program. Low public response to this CIC program has motivated the PCRSA to provide incentive to parents to apply for their children's CIC. This incentive is important considering the high public pessimism who regard the CIC program as merely adding more burden to parents since they had to prepare many kinds of documents for little benefit.

However, the collaboration network model between the PCRSA and the stakeholders of private sector tended to be voluntary. In other words, the agency did not regard the actors from the private sector as important in the strategic plan of CIC program. Therefore, the actors in private sector do not see themselves as having significant roles and functions in achieving CIC success, whereas in the framework of this strategic management network, the relationship between the agency and the stakeholders should be built upon common values and objectives and exchange of resources between actors involved. Since this network was not based on common goals, CIC program was perceived by the stakeholders as merely the agency's program without any impact whatsoever on the stakeholders. As a result, the voluntary support failed to give maximum benefit to the public who already own CIC. Even in some cases, the private sector perceived the benefit support for CIC owners as an additional burden.

Fourth, the ability of the PCRSA to renew ideas appeared as a response to Covid-19 pandemic. Face-to-face service and direct visit to hospitals and schools must be stopped in accordance with Mayor Decree No. 22 of 2020 on PSBB. Because of this, the agency exercised the new service model to combine online and offline service. For online service, the agency provided various applications to facilitate CIC application and registration process. Meanwhile, offline services acted as a support when people ran into problems when using online services.

However, the change in ideas that happened through the online and offline service model does not reflect the ability to create change and strategic planning in strategic management concept. There are several reasons for this, first, the change merely happened due to COVID-19 pandemic, whereas the PCRSA already needed to make new innovations in service even before the pandemic. Digitized service, for example, was already a must that should have been developed regardless of pandemic. Second, lack of benefits from the partnerships between the agency and the private sector was in fact a reason for the agency to renew the idea and networking model with the stakeholders. However, the absence of such initiative has resulted in lack of stakeholder support for CIC program, especially benefit support for CIC holders.

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