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Organizational Contribution, Interpretation, and Application in Implementation of the Child Identity Card (KIA) Policy

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Abstract: The provision of Child Identity Card (KIA) services does not necessarily provide satisfactory results. This is seen from the realization of Pangandaran District's results, where a Birth Certificate's achievement reached 84 percent in 2019. But in terms of achievement, it is still very minimal; namely, 24 out of 12,224 are obliged to Child Identity Card (KIA). The study aims to explain the organization's contribution, interpretation, and application of the Child Identity Card policy. The study used a qualitative approach with a descriptive-qualitative analysis method utilizing data obtained from interviews with elements of executing agency officials, cooperation agencies, stakeholders in six local governments with the analysis technique using reduction, display, and conclusion. The study results reveal that policy implementation from the organizational aspect of the Child Identity Card (KIA) policy focuses on cooperating with other agencies based on the principle of mutual benefit. It is necessary to create a legal umbrella for cooperation and eliminate sectoral selfishness between government agencies. In the Interpretation aspect, it can be seen that the understanding of the implementing agencies and cooperative agencies on Child Identity Card (KIA) is very good because the rules are clear, technical, and implemented. However, it requires socialization specifically for Child Identity Card (KIA) services to be carried out evenly and extensively in the service area and targeting the community/target groups. In the application aspect, there is still misuse of ink, printing tools, and blanks. Continuity of cooperation is constrained by the lack of profit (small scale), limitations on authority, and e-ID card issuance for local elections (politics). The conclusion on the implementation of the Child Identity Card (KIA) policy poses challenges to the ability of human resources as policy implementers and the availability of service delivery infrastructure. Besides, the top-down implementation of the Child Identity Card (KIA) policy coupled with limited resources has an impact on the achievements of local government policies.

Keywords: child identity card (KIA); policy implementation; population administration; government collaboration

1. Introduction

In several countries, such as the United States, Canada, Malaysia, and Belgium, have created child identity policies to provide various facilities for access to public services. Access to these services includes education, health, transportation, social security, protection, and special facilitation (Kirnandita, 2017). The right to identity is the child's right to obtain a name, citizenship, and relationship with his family (Dina, 2018, p. 17). The provision of identity to children is protected by the state for its citizens from birth, which is part of the population administration service policy, including population registration and civil registration. Affirmed by the Universal Declaration of Human Rights of 1948 in Article 25 paragraph 2, all children, whether born inside or outside of marriage, must receive the same social protection (Sri Hardjanto, 2019, p. 303). The state nationally recognizes ownership of a child's identity. The Child Identity Card (KIA) is an effort to increase the awareness and obligation of the population in population administration, the realization of population statistics-based governance, and support for development planning to improve the provision of public services without discrimination (Puspitasari et al., 2013, p. 223).

In Indonesia, the government issued a child identity policy called the Child Identity Card (KIA), which is top-down and regulated by the Minister of Home Affairs Regulation Number 2 of 2016 concerning Child Identity Cards. This policy was issued as one of the implementing regulations of Law Number 24 of 2013 concerning Amendments to Law Number 23 of 2006 concerning Population Administration (Sri Hardjanto, 2019). This policy was also strengthened through Permendagri Number 19 of 2018 concerning Improving the Quality of Population Administration Services. Through these Regulations, KIA services will be integrated with birth certificate services in one package. District/City Population and Civil Registration Service Offices have the mandate as the Implementing Agency to maximize the use of KIA through business partnerships. One example of the implementation of KIA cooperation with the private sector is in the city of Surakarta. Collaboration with bookstores and tourist objects can already be used by children in the city of Surakarta, where children will get a 5–10 percent discount at a bookstore and a 20–50 percent discount from the price of admission to tourist attractions (Rismiyati, 2018, p. 5).

The Child Identity Card (KIA) implementation was piloted in stages, namely 58 districts/cities in 2016, plus 50 districts/cities in 2017. Then, in 2018 there were another 150 districts/cities implementing it. If you add up the districts/cities that have also implemented Child Identity Cards (KIA) independently, more than 300 districts/cities have implemented this policy within three years. In its implementation in several regions, the Child Identity Card (KIA) policy does not necessarily give satisfactory results. In Pangandaran District, the achievement of a Birth Certificate was 84 percent in 2019. However, achieving a Child Identity Card (KIA) is minimal, namely, 24 out of 12,224 KIA compulsory (Novianti, 2019, p. 153). Besides, the community has different views on the implementation of KIA. As described by Kirnandita (2017), they considered that some of KIA ownership benefits were not responded to positively by all parties because KIA was considered not too urgent because they did not have many advantages. This condition shows that the value of the KIA benefits does not yet exist. It is the same as having a birth certificate, where children are not immediately made a birth certificate but made when needed for important needs such as school registration (AbouZahr et al., 2015, p. 1375).

Child Identity Card (KIA) problems and birth certificates are a small part of the population administration service problems that many people in Indonesia still feel. So far, in some areas, the service for Identity Cards (adult) or e-ID cards is still ineffective. An example of that occurred in the district of West Palu has not been effective, resulting in the emergence of the local community (Tahadju, 2017, p. 66). Various complaints from the community regarding the provision of services were the cause of the policy's implementation, which was not well-targeted. Community complaints come from service information that does not reach the community using

the service, impacting people's understanding of using children's identity cards. Service delivery often does not carry out its duties properly. Sometimes, the employee's attitude or actions in the form of an attitude that puts people they know first in-service causes disappointment in the community (Rahmawaty, 2016, p. 139). Supposedly, the quality of human resources is of good quality in providing services as the policy's objectives. Service providers understand the purpose of service delivery so that KIA services fulfill the community's expectations.

The provision of population administration services such as KIA still often encounters various problems such as timeliness, costs, service methods, illegal fees, etc. It is far from ideal public services, so it becomes the government's focus in improving the quality of state apparatus for optimal service to the community (Suryani & Jamaluddin, 2016, p. 134). Compliance with service procedures is often forgotten in the community to receive benefits. Service procedures in the form of techniques for implementing KIA policies serve as guidelines for service delivery. Thus, the service does not escape from various minus conditions. One of them is registration, which is problematic in the service process and its management. The current MCH registration system is difficult for related parties because it takes a long time to commute to the sub-district office and system updates (Taufiq et al., 2019, p. 61). The use of applications in KIA services is one of the breakthroughs or innovations made by the regions. This is done at KIA services in the city of Surakarta through a digital application called "Directorate General of Population and Civil Registration (Dukcapil) in hands." However, in its use, the application is still considered constrained by the data upload process because it has to be done repeatedly (Cahyaningrum & Nugroho, 2019, p. 133). As a means of facilitating service delivery, service applications' availability still has several obstacles that require improvement and refinement. This will affect the implementation of the KIA policy in the future.

The research results on the implementation of children's identity cards are conveyed (Afrizal, 2017) that there are still many people who think that KIA is not important, there is a lack of socialization, and deeds are still quite important compared to the presence of KIA. This study assesses the need for serious and re-socialization of KIA's role and priority targets at schools, hospitals, or public facilities to implement KIA and the need for monitoring so that their implementation is better. The study's result on the implementation of the provision of KIA in Bantul District, Yogyakarta (Suryani & Jamaluddin, 2016) explained that the local government still adheres to the latest regulations issued by the Ministry of Home Affairs by adjusting the published KIA with the latest regulations while increasing the benefits of KIA by collaborating with partners. Work to provide facilities for children. Besides, Wirawan (2012) explains the role of parents in the use of the child identity card (KIA) program in the city of Surakarta, showing that the education aspect is the primary choice in the use of children's identity cards and the constraints of funds and human resources are a problem in implementing this program.

Previous Child Identity Card (KIA) studies focused more on the appropriateness of the implementation of KIA policies, looking at the driving and inhibiting factors and parents' role in the use of KIA at a regional (district/city) scale. Child Identity Card (KIA) services are policies to facilitate access to fulfillment of children's fundamental rights. For this reason, the implementation policy is closer to the value of the function of the presence of identity possessed by children, including the function of data collection, protection, and public services. For this reason, this study explains how the contribution of the organization, interpretation, and application to the implementation of the Child Identity Card policy. According to Jones (1970, p. 85) as well as reviewed by Permatasari (2015, pp. 320–321), there are 3 (three) main activities in policy implementation, namely organization, interpretation, and application. These three concepts describe various activities in implementing the Child Identity Card (KIA) policy.

2. Methods

The study uses a qualitative approach with descriptive-qualitative analysis using interviews from officials' elements within the Implementing Agency, cooperative agencies, authorized officials, the private sector, and the general public. The qualitative study procedure was used with data collection techniques through in-depth interviews with interview guidelines. The researchers conducted this interview to gather information from sources (Hayati, 2017, p. 457). The informants are 1) Department Head/Structural Officer who implementing and supervising KIA; 2) Officials who cooperate in KIA services, for example, officials in education offices, schools, banks, or business partners who add KIA advantages; 3) Community leaders/applicants who apply for and receive benefits from KIA ownership. Data collection was also carried out using secondary techniques through document searches related to KIA. Creswell (2014, pp. 267–270) presents examples of documents used to supplement the data, including public records (such as newspapers, magazines, office reports) or personal documents (diaries, letters, e-mails). The location of the study was chosen positively, as in Table 1.

Table 1. Reasons for choosing the Study Location

No	Study Location	Basis for selection
1.	Malang City	KIA Mandiri, Service innovation of KIA, urban area
2.	Tegal City	KIA Mandiri, Pilot Project I (2016) urban area
3.	Brebes District	Implementation of KIA III (2018), sloping rural areas up to. hills
4.	Sukabumi District	Implementation of KIA II (2017), wide area, limited access to hills
5.	Cianjur District	KIA Mandiri, wide area, limited access to hills/mountains
6.	Belitung District	Implementation of KIA II (2017), outermost areas, limited access (islands)

Source: Data Processed, 2018

The data analysis technique uses three stages described by Miles et al. (2014), namely using an interactive analysis model with three procedures, 1) data reduction, 2) data display/data presentation, and 3) conclusions. The analytical method used can assist in constructing various field findings and the results of studies on Child Identity Cards.

3. Results and Discussion

3.1. Organizational Aspects

Organizational aspects of policy implementation are viewed from the capacity of the human resources of service providers and organizational institutions' readiness in implementing policies. In terms of organizing, implementing agencies can access and mobilize Child Identity Card (KIA) services outside the office either through delegation or service cooperation. The cooperation aims to provide services and solve other problems in government administration (Putra, 2014, p. 165). The cooperation carried out generally focuses on cooperation in data collection/KIA services, not maximizing cooperation in increasing benefits. In organizing, not all implementing agencies can easily cooperate in increasing the use of KIA. Continuity of cooperation in enhancing KIA advantages is constrained by several things: the lack of business profit due to the small scale and local authority limitation in large/national companies. Consensus occurs whenever a meeting point occurs so that each cooperating party can agree on the decisions made (Elvirandini, 2018). The cooperation in the use of KIA that occurs

between the Implementing Agency and stakeholders is not yet mutual, so what happens is only the contribution of stakeholders to local government policies.

Among the six study locations, five regions began implementing Child Identity Card in early 2017, while Brebes District postponed implementation in early 2019 due to budget readiness and human resource constraints. Of the five regions referred to, the average KIA coverage was 20 percent, while the average number of KIA issuances was 28 thousand. Among the six locations, Tegal City had the highest coverage, namely 50.14 percent, while the highest issuance rate was in Malang City with 54,659 KIA documents.

Table 2. Child Identity Card data collection in terms of the number of KIA issuances, KIA compulsory, and its scope

No	Study Location	Implementation of KIA	KIA (based on Permendagri)	Publication if KIA	Compulsory KIA	Scope of KIA (%)
1.	Malang City	Independent KIA 2016	Early 2017	54,659	252,000	21.69
2.	Tegal City	Stage I in 2016	Early 2017	39,936	79,643	50.14
3.	Brebes District	Independent KIA 2016	October 2017	5,425	718,992	0.75
4.	Sukabumi District	Stage III in 2018	Early 2019	Preparation stage	-	0
5.	Cianjur District	Stage II in 2017	Early 2017	28,720	708,062	4.06
6.	Belitung District	Stage II 2017	Early 2017	12,305	50,867	24.19
		Average		28,209	361,912	20

Source: Data Processed, 2018

The high coverage of Tegal City is due to the implementation of KIA being the focus of the Population and Civil Registration Office program and the cooperation between the Population and Civil Registration Office and schools. Then, the high number of KIA issuances in Malang City was because, in 2016, the KIA Mandiri had already been implemented, a child identity program initiated by the Region. The implementation of KIA issuance by the Regulation of the Minister of Home Affairs Number 2 of 2016 concerning KIA in Malang City is made more accessible by simply changing the KIA Mandiri card to KIA Regulation of the Minister of Home Affairs in question. Local

Table 3. Field findings on Organizational Aspects of KIA Implementation

No	Codification	Field Findings	Locus	Description
1.	Improvement of KIA human resources	<ul style="list-style-type: none"> Already able to mobilize services in Implementing Agencies and outside agencies (sub-districts, urban village, and schools) to mobilize officers and delegates, but not maximally 	Malang City, Tegal City, Sukabumi & Belitung District	Early 2016
		<ul style="list-style-type: none"> There is support from the Regent to mobilize related Local Work Units such as the Education Officer and the Health Office 	Belitung District	Early 2017
2.	Provision of service access/ location	<ul style="list-style-type: none"> Able to provide service locations in implementing agencies and cooperation agencies and talent scouting. Services in cooperative agencies tend to be unsustainable due to the lack of support from local heads 	Malang City, Tegal City, Sukabumi & Belitung District	Early 2016
		<ul style="list-style-type: none"> Only provides KIA services outside agencies (District, Early Childhood Education, Elementary School, Junior, and Senior High School) 	Tegal City	Early 2016
		<ul style="list-style-type: none"> Able to print on the spot during the talent scouting service 	Belitung District	Early 2017
		<ul style="list-style-type: none"> Able to print on the spot during the ball pick-up service Able to collaborate with schools but still focus on pursuing the Child Identity Card achievement, not towards its utilization 	Tegal City, Belitung District	Early 2016
3.	Cooperation Ability	<ul style="list-style-type: none"> The cooperation that is built is still limited to small-scale private companies so that its sustainability is difficult to maintain 	Malang City Sukabumi District	Early 2016
		<ul style="list-style-type: none"> Prioritizing large-scale inter-agency and private cooperation, cooperation towards data collection and utilization of Child Identity Card 	Belitung District	Early 2017
		<ul style="list-style-type: none"> Just planned to collaborate with the school 	Brebes District	Started 2019

Source: Data Processed, 2018

cooperation mechanisms are needed for the success of KIA policies in involving other private sectors. This involvement creates obstacles due to difficulties in understanding the rules of cooperation and the lack of understanding of the importance of using KIA. KIA policy organizers emphasize cooperating with other agencies that pay attention to several principles of mutually beneficial cooperation. It also maintains human resources' competence as the spearhead of providing services to the community. In the table below, field findings are formulated, which are further reviewed in more depth.

Human resources work together by mobilizing agencies implementing data on children's identities for data collection. For this reason, it is necessary to increase the capacity of human resources for apparatus that have standardized competencies so that they can carry out policy mobilization properly. Competence is the ability to carry out tasks based on each individual's knowledge and skills by developing intellectual, physical, and social competencies (Runtu et al., 2016, p. 9). Apart from seeing the capacity of human resources in policy implementation. The Child Identity Card's implementation has a strategy in expanding service access by talent scouting mechanism. This happened in the educator sector; not all agencies responded positively to the Child Identity Card service cooperation in schools.

When collecting data on children's identities, sectoral egos often appear because the Identity Cards are still seen as a product belonging to Dukcapil. There are still differences in school principals, teachers, or officers' attitudes and knowledge regarding applying for the Child Identity Card. For this reason, it is necessary to emphasize the importance of the Child Identity Card as a common goal in achieving local government performance. The services provided are carried out through coordination between parties in both the government and private sectors. Coordination is an activity that integrates or integrates the activities carried out by the sub-divisions in an organization in carrying out their respective functions and duties to achieve organizational goals (Suryana & Rendeo, 2016, p. 5). That understanding becomes the collective responsibility of local governments to coordinate policies to gain the same experience. According to Hidayat & Supriyanto (2016, p. 7), coordination needs an agreement of organizational goals, acts of loyalty in the exchange of information or communication, and mutual respect between members of the organization to create a spirit of cooperation.

Several collaborations have focused on increasing the scope of Child Identity Card ownership, not toward its utilization. Most of the existing collaborations did not experience sustainability due to differences in regulations. Where previously the collaboration was carried out at the time of implementing the independent Child Identity Card, then it changed to the Child Identity Card policy according to the Minister of Home Affairs Regulation Number 2 of 2016 concerning Child Identity Cards. The lack of cooperation is also due to the absence of mutualism and participatory principles between the Implementing Agencies and other/private agencies.

The importance of the participatory principle is put forward in the implementation and involvement of the private sector in implementing the Child Identity Card. Participation is the principle of cooperation where this principle must be implemented in consultation or dialogue to determine the goals to be achieved (Elvirandini, 2018, p. 4). This cooperation principle should be offered with a mutually beneficial mechanism (mutualism) to create continuity and balance between the government's task of providing public services and the profit goals that the private sector wants to achieve. Besides, it is necessary to prioritize the principle of consensus in the Child Identity Card service cooperation practices. The implementation of cooperation must find common ground so that each cooperating party can agree on the decisions made (Elvirandini, 2018, p. 5).

3.2. Interpretation Aspects

Aspects of interpretation can be viewed from several things: compliance of requirements and procedures, compliance of requirements and procedures by cooperating agencies, and outreach provision. The suitability of the requirements and procedures for implementing the Child Identity Card is related to internal understanding (Implementing Agencies) and agencies that collaborate in services. Some of the interesting findings are presented in the table below, which will explain in a more in-depth analysis.

Table 4. Reasons for choosing the Study Location

Interpretation Codification	Field Findings
Compliance with the requirements & procedures for Child Identity Card (Implementing Agency) services	<ul style="list-style-type: none"> • The understanding of the arrangement of the Child Identity Card is clear and technical. • Child Identity Card procedure is easier & lighter than other documents. • Several regions have issued supporting regulations (Malang City and Belitung District)
Compliance with the terms & procedures for Child Identity Card services (cooperation agencies)	<ul style="list-style-type: none"> • Cooperation agencies can easily understand the Child Identity Card procedure because it is quite clear and technical; • The implementation of cooperation always fosters coordination and communication.
Providing information/socialization	<ul style="list-style-type: none"> • Socialization has not been carried out in a specific, widespread, and equitable manner because it has been accompanied by the socialization of other dafduk services. • The community clearly understands the socialization given. • Socialization is carried out in many ways, such as mobile/pick-up activities, routine socialization of the Population and Civil Registration Service, and meetings with community elements (traditional leaders, heads of RT / RW, cadres of Family Welfare Empowerment / Integrated Service Posts, related NGO activists related children).

Source: Data Processed, 2018

Among six study locations, only two locations issued supporting Child Identity Cards regulations, namely Malang City and Belitung Regency. The supporting regulations further regulate the support for Child Identity Card issuance services by sub-districts and villages through delegation of authority. From the perspective of government and public services, the delegation of authority from the Regent/Mayor to the sub-district head is not only a necessity, but rather a necessity to create effectiveness and efficiency in government administration, as well as improve the quality of public services in the regions (Isgunandar et al., 2011, pp. 15–16). The delegation of authority in KIA services will make it easier for the Implementing Agency to achieve the target coverage. This delegation of authority is one of the strategies for successful Child Identity Card implementation.

It takes supporting procedures that are easy to understand to implement. Although the Districts/Cities responded differently in terms of supporting regulations, all study locations fully supported the Child Identity Card policy, which was implemented nationally and was top-down. Implementing the top-down public policy model is determined by factors of power and coercion from the center with a clear mandate from the laws and regulations (Nasirin & Hermawan, 2017, p. 20). In facilitating such cooperation, the District/City consider that government regulations are still needed. That is higher, namely the Province and the Central Government, hoping that the Child Identity Card will be widely used. This will facilitate sustainability with the private sector, which also has a parent at the provincial or national level. The cooperation that is fostered at the national level will also lead to even cooperation in the regions because it is by the office's direction at the central level.

The ease of requirements and procedures for Child Identity Cards is also felt by agencies that collaborate with both government and private agencies. This collective collection process makes it easier for the Implementing Agency to follow up on the Child Identity Card's arrangement. Officers in sub-districts and sub-districts/villages who collaborate with the Implementing Agency also have no problems understanding

the requirements and procedures for Child Identity Card services. This is because coordination and communication are always fostered with the Implementing Agency. This cooperation is quite solid and sustainable because it is based on a more technical regulation from the regent/mayor. Another factor that has hampered the implementation of the Child Identity Card is the government's political focus. Implementing Agencies are asked to improve services for recording and issuing e-ID cards for the Local Elections campaign's success. As a result, Child Identity Card service is not a priority because it lost to e-ID card services. It also impacts services and changes in the budget for supporting facilities (especially printing equipment and ribbon ink) that prioritize e-ID card services. Specific budget support at the central and regional levels for implementing the Child Identity Card is a solution for this policy to succeed.

Providing information and outreach to the public can be done in many ways. For example, in the socialization embedded in mobile service activities/talent scouting and routine outreach programs from the Implementing Agency. The Child Identity Card socialization from the Implementing Agency is still "a ride" in the routine program socialization for population registration from the Implementing Agency. Also, it requires special socialization for direct/real explanation of the Child Identity Card that is felt by the community; implementing the Child Identity Card still has many challenges. So the socialization of policies is an activity or activity that is carried out after the policy which aims to make the target group or target group know and understand the aims and objectives of implementing the policy so that the policies that have been made can be implemented according to the stated objectives (Herdiana, 2018, p. 25). A broad understanding of the Child Identity Card policy should be supported through tiered socialization, starting from the center to the regions vertically and horizontally to the public and private sector.

3.3. Application Aspects

The Child Identity Card implementation's application activity can be viewed from the provision of facilities, service sustainability and cooperation, and innovation. The availability of supporting facilities, especially inks (ribbons) and blank Child Identity Cards, has significantly impacted Child Identity Card services in the regions. If the availability is by its use, then the service will not experience problems. However, there are often printing errors, a shortage of blanks in practice, and ink for non-child Identity Card documents. There is even an Implementing Agency that is still merging the printing process of Child Identity Cards with e-ID cards.

Table 5. Field findings on the Application Aspects of Child Identity Card Implementation

No	Codification of Application	Field Findings
1.	Availability of supporting facilities (printing equipment, blank & ink)	<ul style="list-style-type: none"> If the supporting facilities (printing tools, blank and ink) are available, there will be no service problems, even though there are limited staff. However, if there is a shortage, it can cause services to stop temporarily due to waiting for budgeting/budget changes.
2.	The sustainability of the Child Identity Card service program & collaboration	<ul style="list-style-type: none"> Sustainability is important; cooperation in Child Identity Card services and cooperation to increase benefits continue through a joint regulatory mechanism that is extended according to the agreement Increase existing cooperation through service packages and increase Child Identity Card benefits. For example, a package of birth certificate services with a Child Identity Card will be further enhanced with a discount benefit for immunization at private hospitals. Cessation of cooperation due to national-level stakeholders do not have the same authority again working at the local level.
3.	Service support innovation	<ul style="list-style-type: none"> The innovations carried out generally aim to facilitate the Child Identity Card service process due to limited resources, including additional applications for school officers, service packages (birth certificates, family cards, and child identity cards), talent scouting files and printing on the spot, including delegated services in sub-districts and sub-districts / villages.

Source: Data Processed, 2018

Misuse of the Child Identity Card's supporting facilities will result in implementing the Child Identity Card not running smoothly. Shortage of blanks can be caused by printing errors or inadequate planning and budgeting. Misuse of the ink (ribbon) can cause service to be temporarily halted. To overcome the shortage of blanks in the middle of the Child Identity Card service, a budget change mechanism is needed, which takes longer. In planning the need for blank and ink (ribbon), it is necessary to consider the potential for printing errors and damaged documents. It is imperative that the printing of Child Identity Card documents be separated from other population administration services. It will reduce printing errors and limited ink (because it is used for printing other documents), which can also cause damage to the printer.

Innovation as support for Child Identity Card services is one way to anticipate budget constraints for implementation. In this case, the use of IT technology is an option for innovating as a support service. In the implementation of Child Identity Card, several Implementing Agencies have developed services with supporting applications, such as package service systems (birth certificates, family cards, and Child Identity Cards in one service), on-site file and print pick-up services, including delegated services at sub-districts and sub-districts/villages and additional applications for officers in schools. Other applications prepared at school are collaborative support to make it easier for employees to register for Child Identity Cards. This application is integrated through school employees' input, which the operators in the Implementing Agency then follow up. Digital transformation will have a good enough effect to facilitate the implementation of the Child Identity Card. Several Implementing Agencies also made innovations in implementing the Child Identity Card through "upgrades" or improvements from existing collaborations. This is intended in addition to maintaining the sustainability of cooperation and improving the principle of benefits obtained from the Implementing Agencies and cooperation agencies. For example, the collaboration between the Malang City Implementing Agency and several hospitals which initially provided youthfulness of Child Identity Card registration through a package system with a birth certificate was later developed with a discount scheme for immunization costs for Child Identity Card owners.

The data collection mechanism implemented in the Child Identity Card policy is part of child protection to avoid falsification of identity, child trafficking, and child abuse. With the child's data and having a Child Identity Card, it will be easier for children to be tracked where they are and easier to take action when violent cases against children occur. Cooperation with hospitals is also a form of child protection in terms of health. Where having a Child Identity Card will make it easier for children to get health services immediately.

Table 6. Utilization of Child Identity Card in Public Services

Region	Utilization in public services	Policy Innovation
Malang City	Cooperation with hospitals, schools, bookstores, playgrounds on the implementation of independent Child Identity Card, but does not continue	Initiating one package service innovation (KIA, Family Card, and Birth Certificate) when other regions do not yet exist
Tegal City	Collaboration with schools for data collection/registration	-
Cianjur District	Cooperation with the education and health offices, but only temporary	-
Brebes District	There is no cooperation in the use of Child Identity Card	-
Sukabumi District	Cooperation of hospitals, banks, bookstores, playgrounds. Does not continue	To innovate in making KIA service applications in the cooperation agency
Belitung District	Collaboration with bookstores and airlines already takes place	Able to print on the spot when talent scouting

Source: Data Processed, 2018

Besides, the private sector's limited authority in deciding cooperation is also an obstacle to the continuation of cooperation in using the Child Identity Card. In facilitating the implementation of cooperation and its benefits, several locations include innovations. Malang City provides Child Identity Card services into one package with a Birth Certificate and changing the Family Card. Sukabumi Regency made additional applications connected to the Implementing Agency to make it easier for agencies to cooperate in inputting Child Identity Card registrations. Then, Belitung Regency can directly print Child Identity Cards during mobile service to schools.

4. Conclusion

In essence, Permendagri Number 2 of 2016 concerning KIA was issued to record, protect and support public services for residents who are still children. Moreover, the new Implementing Agency can carry out KIA registration services, not focusing on its benefits for protection and access to other public services. However, KIA data collection is considered part of child protection because it avoids identity falsification, child trafficking, and child abuse. The cooperation carried out aims to pursue KIA coverage but has not prioritized benefits. Meanwhile, cooperation on the utilization of KIA is still hampered by the lack of support from local heads and the lack of benefits from the private sector. Legal umbrella support from district/city local heads or above in terms of KIA cooperation and large-scale private sector cooperation can be one of the solutions to increase the advantages of KIA. Through strong laws, the implementation of KIA is also a concern of other government agencies. Besides, cooperation with the private sector on a large scale and at a higher level will impact the advantages of KIA nationally.

Organizationally, the Implementing Agency has not focused on human resource development because the implementation of KIA has not been considered an important document, a priority, and has felt its benefits. Access to KIA services has been through pick-up, services at schools, and government offices at the village / sub-district and sub-district levels. The provision of access has not been maximized because it has not maintained sustainability, incidental, and without a specific budget. Cooperation is still constrained by human resource competence; there is no legal umbrella for regional cooperation and ego-sectoral cooperation. In interpretation, the KIA regulations are easy to understand because they are quite technically clear and implementable. The provision of KIA socialization has not been specific, evenly distributed, and extends to service areas and community groups/targets. This is because the KIA socialization activities are still "a ride" in the general population administration socialization program. In the application aspect, there is still misuse of ink, printing tools, and blanks (used for printing e-ID cards), and there are still many printing errors. Continuity of cooperation is constrained by the lack of profit (small scale), limits on cooperation authority, and the issuance of the e- e-ID card for regional elections. Various innovations have been made to support KIA, such as package services, ball pick-up services, on-site printing, service delegation, and application support services in schools.

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