

Implementation of Child Identity Card (KIA) Policy At The Population and Civil Registration Service of Palu City

Sussanti^{1*}, Daswati¹, Nasir Mangngasing¹

¹Postgraduate Program, Tadulako University, Indonesia

*Corresponding Author E-mail: susan3115hs@gmail.com

Abstract

This study aims to determine the process of implementing the child identity card (KIA) policy at the Palu City Population and Civil Registration Service. The regulations governing the issuance of child identity cards (KIA) are regulated in the Minister of Home Affairs Regulation Number 2 of 2016 concerning Child Identity Cards. The approach used in this study is qualitative with a descriptive approach. Qualitative research is a study that produces and manages descriptive data, such as interview and observation transcriptions. While descriptive is a research method used to examine the condition of natural objects, where researchers are key instruments, data collection techniques are carried out by triangulation (combination), data analysis is inductive, and qualitative research results emphasize meaning rather than generalization. The results of this study show that the implementation of the Child Identity Card (KIA) policy at the Palu City Population and Civil Registration Service has not gone as expected. From the two indicators put forward by Grindle (1980), namely policy content and policy context, there are several findings. In the policy content, there are several obstacles in the policy implementation process caused by several things such as the lack of benefits from the implementation of the child identity card policy felt by the Community and the child identity card which is not a priority for the Community to be made immediately. While in the policy context it shows that the cause of the child identity card policy not being implemented properly is because the strategy used is not supported by a sufficient budget and the Community's perception that the child identity card does not have any benefits that they can get.

Keywords: Policy Implementation, Policy Content, Policy Context, Child Identity Card

Abstrak

Penelitian ini bertujuan untuk mengetahui proses implementasi kebijakan kartu identitas anak (KIA) di Dinas Kependudukan dan Pencatatan Sipil Kota Palu. Regulasi yang mengatur tentang penerbitan kartu identitas anak (KIA) sendiri diatur dalam Permendagri Nomor 2 Tahun 2016 Tentang Kartu Identitas Anak. Pendekatan yang digunakan dalam penelitian ini yaitu kualitatif dengan pendekatan deskriptif. Penelitian kualitatif merupakan suatu penelitian yang menghasilkan dan mengelola data yang sifatnya deskriptif, seperti transkripsi wawancara dan observasi. Sedangkan deskriptif merupakan metode penelitian yang digunakan untuk meneliti kondisi objek yang alamiah, dimana peneliti merupakan instrument kunci, teknik pengumpulan data dilakukan secara triangulasi (gabungan), analisis data bersifat induktif, dan hasil penelitian kualitatif lebih menekankan makna daripada generalisasi. Adapun hasil penelitian ini memperlihatkan bahwa implementasi kebijakan Kartu Identitas Anak (KIA) di Dinas Kependudukan dan Pencatatan Sipil Kota Palu belum berjalan sesuai dengan apa yang diharapkan. Dari dua indikator yang dikemukakan oleh Grindle (1980) yaitu isi kebijakan dan konteks kebijakan terdapat beberapa temuan. Pada isi kebijakan, terdapat beberapa kendala dalam proses implementasi kebijakan yang disebabkan oleh beberapa hal seperti kurangnya manfaat dari implementasi kebijakan kartu identitas anak yang dirasakan oleh Masyarakat serta kartu identitas anak yang bukan menjadi prioritas Masyarakat untuk segera dibuat. Sedangkan pada konteks kebijakan memperlihatkan bahwa penyebab kebijakan kartu identitas anak tidak terimplementasi dengan baik karena strategi yang digunakan tidak didukung dengan anggaran yang cukup serta persepsi Masyarakat yang beranggapan bahwa kartu identitas anak tidak memiliki keuntungan yang dapat mereka dapatkan.

Kata kunci: Implementasi Kebijakan, Konten Kebijakan, Konteks Kebijakan, Kartu Identitas Anak

INTRODUCTION

This study aims to determine the process of implementing the child identity card (KIA) policy at the Population and Civil Registration Service of Palu City. The regulations governing the issuance of child identity cards (KIA) are regulated in the Minister of Home Affairs Regulation Number 2 of 2016 concerning Child Identity Cards.

The Indonesian government has a significant concern for meeting the needs of children, considering that the population under the age of 17 is over 70 million (Bayu, 2022). Referring to the large number of children in Indonesia, one of the efforts made by the government is to provide Child Identity Cards (KIA) for children under the age of 17.

A child identity card (KIA) is an official child identity card that serves as proof that the child is not yet 17 years old and is not married, which is issued by the Regency/City Population and Civil Registration Service (Article 1 Paragraph 7 of the Minister of Home Affairs Regulation Number 2 of 2016). Referring to this regulation, the KIA was created so that people under the age of 17 have an identity card like the general public. In general, the benefits of the child identity card (KIA) itself (Bustomi & Carina, 2021), namely: 1). Protecting the Fulfillment of Children's Rights; 2). Guaranteeing Public Facilities; 3). Preventing Child Trafficking; 4). Being Proof of Self-Identification When at Any Time a Child Experiences a Bad Event, and; 5). Making it Easier for Children to Get Public Services in the Fields of Health, Education, Immigration, Banking and Transportation.

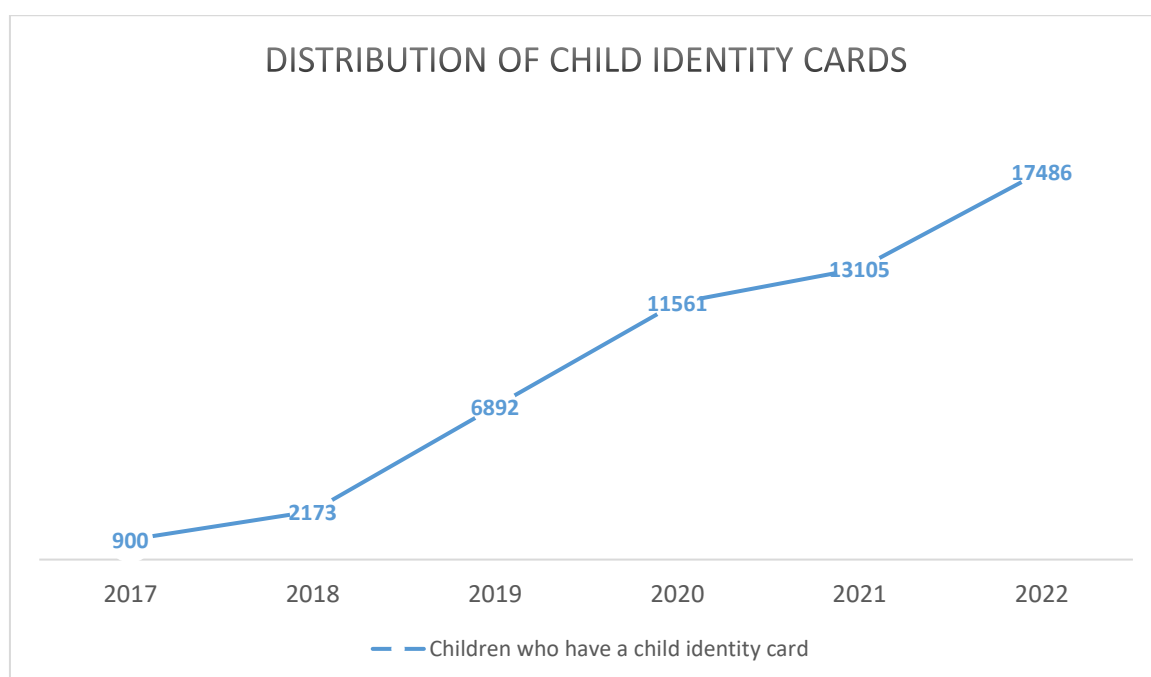
In addition, other benefits obtained by children and parents with the existence of a child identity card (KIA) (Hakim, 2021) include:

1. The child's identity card is used for school requirements
2. The child's identity card is used as a requirement for managing banking, which is when the child wants to have their own savings.
3. The child's identity card is used as a requirement for BPJS registration
4. The child's identity card is used to manage insurance claims
5. The child's identity card is used for immigration management, this aims to prevent child trafficking

With the myriad of benefits provided, it is hoped that this KIA can be accepted by all levels of society.

However, in its implementation, there are several problems that have not been resolved. As happened in Teluk Lobam Village, Seri Kuala Lobam District, Bintan Regency, it was seen that the Child Identity Card (KIA) program had not run well because there were problems in several matters such as the transmission process which was not optimal (Muchlis et al, 2021). In Semarang City, there are also similar problems, where the achievement of program objectives has not been optimal and integration has not run optimally because the socialization of the KIA program in its implementation has not been able to provide clear information about the uses and benefits of KIA (Larasati et al, 2021). In addition, in Sekadau Regency, West Kalimantan, it can be seen that the process of implementing child identity cards is still hampered by the minimal quality and quantity of Human Resources and facilities and infrastructure, especially computer equipment, which is still lacking, the socialization activities carried out by the Population and Civil Registration Service of Sekadau Regency have not been optimal and have not reached all residents (Sukma, 2017). Meanwhile, in Badung City, it can be seen that the implementation of the child identity card policy is going well, but there are still problems in the community, where the community still does not understand the usefulness of child identity cards for them and their children (Arista & Suderana, 2019). In Palu City, the issuance of Child Identity Cards (KIA) in 2017 was 900 cards with a target of 17,876 printed

forms and distributed to all children under 17 years of age (Hajji & Malaha, 2017). However, in 2022 the Palu city government is targeting + 35,000 printed card forms with a scheme of visiting schools so that children under 17 years of age can obtain KIA (Fadel & Bj, 2022). The realization of child identity cards from 2017 to 2022 has increased, but this has not reached 50% of the predetermined target. In 2017 there were only 900, in 2018 there were 2,173, in 2019 there were 6,892, in 2020 there were 11,561, in 2021 there were 13,105 and in 2022 there were 17,486. Based on observations, the main problem that occurred in Palu City was that the KIA provision system for children could only be carried out if the child's parents took care of the KIA for their children, meaning that the government had not socialized the community about KIA, there were still people who did not understand about KIA. The government should be able to provide the KIA to children along with making a birth certificate. This is the initial assumption considering that the requirements for making the KIA only need to attach the Family Card and the child's Birth Certificate (Salam & Kerimov, 2022).



In addition, in the first semester of 2022, children who have KIA in Palu City were only 45.08% (Population and Civil Registration Service, 2022) and children who have KIA in the second semester of 2022 were only 49.96% (Population and Civil Registration Service, 2022) which is less than 50% of the expected target. This provides an illustration that the realization of the target has not been able to run as expected. In addition, the author sees that this child identity card policy seems forced considering that child data collection only needs to use birth certificates and family cards. Grindle's (1980) policy implementation model which emphasizes the content and context of the policy provides an illustration that the process of implementing the child identity card policy in Palu City has not run as it should. In the policy content, it can be seen that:

1. Influenced interests: The Palu city government or in this case the Palu city population and civil registration office has not been able to convince the public that child identity cards are very

important, so that from 2017 to 2022 the number of child identity cards printed did not match the target that had been determined

2. Type of benefits: The Palu city community has not felt the benefits they receive by having a child identity card
3. Expected changes: The Palu city community has not felt the impact of having a child identity card for their children and themselves as parents
4. Distance in decision making: Lack of coordination between implementers so that there is no clear socialization regarding the importance of child identity cards
5. Program implementers: The Palu city population and civil registration office has not been able to use all available resources because field evidence does not show that the realization of child identity cards is the same as or even exceeds the target that has been determined
6. Resources used: Same as in the implementation of the program, with the existing resources the Palu city government or in this case the Palu city population and civil registration office has not been able to strive for the implementation of the child identity card policy as expected

While in the context of the policy, there are several things that cause the implementation process of the child identity card policy in Palu City to not run as it should, including:

1. The Population and Civil Registration Office of Palu City does not have the right strategy or method in implementing the child identity card policy
2. The process of making a child identity card that requires the community to come directly to the Population and Civil Registration Office of Palu City, which is the reason for the community not to care too much about whether or not there is a child identity card for their child. Plus there is no urgent urgency that a child identity card is very necessary
3. Lack of response from the Palu City government or in this case the Population and Civil Registration Office of Palu City to socialize the importance of a child identity card so that the community seems not to know that a child identity card is very necessary for their child

The above points are the basis for the author to want to research the implementation process of the child identity card policy in Palu City, whether it can run well or not.

RESEARCH METHOD

This study uses a qualitative method with a descriptive approach. Qualitative research is a study that produces and manages descriptive data, such as interview and observation transcriptions (Poerwandari, 2005). According to Sugiyono (2010), qualitative research is a study where a researcher is placed as a key instrument in a study, data collection is carried out by combining and analyzing inductive data. While descriptive is a study that seeks to reveal a problem and situation as it is, for that researchers are limited to only revealing facts and not using hypotheses (Moleong, 2006). Furthermore, Sugiyono (2011) explains that descriptive research is a study that is used to describe or analyze research results but is not used to make broader conclusions. The determination of the informants themselves uses the purposive sampling technique, which is a technique for taking samples of data sources with certain considerations (Sugiyono, 2017).

Referring to this, the informants in this study include: Head of the Population and Civil Registration Service of Palu City, Secretary of the Population and Civil Registration Service of Palu City, Head of the PIAK and Data Utilization Division of the Population and Civil Registration Service of Palu City, Head of the Civil Registration Service Division of the Population and Civil Registration Service of Palu City, Head of the

Population Registration Service Division of the Population and Civil Registration Service of Palu City and the Community.

To obtain the data needed in relation to this research, the author uses the following methods or techniques for collecting data:

1. Observation: Observation is a complex process, a process composed of various biological and psychological processes. Two of the most important are the processes of observation and memory.
2. Interview: Interview guidelines for data collection methods through interviews, techniques for digging up data in depth to people who are considered to know and understand the problem being studied. Interviews are conducted to explore the understanding, opinions or responses of informants regarding the implementation of the child identity card policy.
3. Documentation: Documentation itself is a data collection technique by collecting documents by reading various libraries, literature, legislation and government regulations related to this research

Data processing in qualitative research is carried out by classifying or categorizing data based on several themes according to the focus of the research (Suyanto & Sutinah, 2006). Data analysis was carried out by referring to three activities in data analysis, namely: Data Condensation, Data Display, Conclusion Drawing / verifications as put forward by Miles, Huberman and Saldana (2014).

RESULTS AND DISCUSSION

Policy implementation is a very important point in seeing the process of implementing a policy that has been made. Child Identity Card (KIA) is a new product that began to be implemented in Indonesia in 2016 Based on the Regulation of the Minister of Home Affairs Number 2 of 2016 Concerning Child Identity Cards. Referring to what was stated by Nugroho (2003), that policy is a rule that regulates life together that must be obeyed and is binding on all citizens, then there is an obligation for all parents to make a child identity card (KIA) for their children.

In Palu City, this program began in 2017 with the hope that all children under the age of 17 can have the KIA. The process of implementing this KIA policy has developed quite well and has experienced an increase in the number of KIAs printed each year. The discussion of the research that will be explained in this section after conducting research with reference to the theory put forward by Grindle (1980), namely:

Policy Content

Interests affected (interest effected)

Interests affected refer to conditions where a policy can have a positive impact on society so that the process of implementing the policy can be accepted by society. Grindle (1980) explains that:

"Program implementation will be determined by how far the changes desired by the program or threaten certain interests in society, community groups that are threatened by change tend to show attitudes, both open and hidden messages. So that this does not happen, implementers must eliminate or at least minimize threats or approach the injured parties so that their attitudes are more cooperative"

The statement put forward by Grindle (1980) above emphasizes that implementers must be able to minimize things that can cause policies not to be implemented properly. The Child Identity Card (KIA)

Policy is a solution for the child data collection process and also with the KIA so that children can obtain all administrative services quickly.

The explanation put forward by the informants in this study provides an illustration that the purpose of implementing Permendagri No. 2 of 2016 is solely for the benefit of the community itself, especially children aged 17 years and under. This also indicates that the policy implementation process is carried out properly and pays attention to the needs of the community. Irfan Islami (in Sutrisno, 2009) explains that one of the implications of the policy is that public policy is good for doing something based on certain intentions and objectives.

The main problem in the process of implementing the child identity card (KIA) policy in Palu City is the lack of community awareness that KIA is very important for children under 17 years of age. KIA is not really needed by the community. The KIA policy that was made 7 years ago cannot be a guarantee that the policy can be realized properly.

The main problem in the process of implementing the KIA policy is not because of classic problems such as the lack of forms that occur in the process of making e-KTP. But the main problem lies in the need for KIA which is felt to be less urgent for children and parents. Van Meter and Van Horn (in Indiahono, 2009) explained that Clarity and policy objectives must be seen specifically so that at the end of the program the success or failure of the policy or program being implemented can be known, this is not seen from the implementation of the KIA policy in Palu City. The initial purpose of the KIA was to provide an identity for children aged 17 years and under, but the policy was limited to that and had no other uses, besides that the existence of the KIA was not an urgent matter for the community. Based on the results of the research that had been conducted and the observations that had been made, the researcher concluded that the implementation of the child identity card (KIA) policy as stated in the Regulation of the Minister of Home Affairs Number 2 of 2016 did not have a positive impact on the community as the party receiving the impact of the policy implementation process. Ripley and Franklin (1986) stated that one of the factors for the success of policy implementation is the performance that satisfies all parties, especially the expected beneficiary group, this is not seen from the KIA policy implementation process. The community's statement that shows that KIA does not have a positive impact on them and is not something their children need at this time shows the fact that the implementation of the Child Identity Card (KIA) policy has not been running as it should.

Type of Benefits

The type of benefits refers to the conditions in which the policy implementation process can have a positive impact on the community (Grindle, 1980). This indicates that in implementing the child identity card policy, the government or in this case the Palu City Population and Civil Registration Service must be able to provide a positive impact on the community with the existence of the KIA.

Child identity cards (KIA) have the same benefits as KTP for adults. These benefits are in the form of administrative services, health services and others, the same as people who already have KTP. This shows that the child identity card policy stated in the Regulation of the Minister of Home Affairs Number 2 of 2016 has a positive impact and good benefits for children aged 0-17 years. The benefits explained above are actually not too significant in influencing public interest in taking care of KIA for their children.

The Palu City Population and Civil Registration Service has made efforts to implement the child identity card policy in Palu City as much as possible. However, it cannot be denied that the benefits of the KIA policy that has been implemented have not been felt in terms of the usefulness of the KIA itself. This is

also not in accordance with what was stated by Irfan Islami (in Sutrisno 2009) that one of the implications of the policy is that the policy must always be aimed at the interests of all members of society. The benefits of implementing the child identity card (KIA) policy for the government are only in the context where the KIA has been distributed to children aged 17 years and under. However, for the community, the benefits they need are the real benefits of having a KIA owned by their children. Based on the results of interviews with all informants and based on observations that have been made, it can be concluded that the aspect of the type of benefits cannot be said to be running according to expectations. The statement from the head of the office and the secretary of the Palu City Population and Civil Registration Office is in contrast to the facts directly experienced by the community. KIA cannot be a solution to make it easier for the community and does not provide positive benefits for the community or children who have the KIA. According to Anderson (in Tahir, 2014) policy is an action that has a purpose carried out by an actor or a number of actors to solve a problem, but in reality the policy related to child identity cards (KIA) is not a solution to the existing problem, besides that there is no problem related to children so that KIA is needed to overcome a problem.

This is like an indication that the KIA is only made for the benefit of the government in providing regulations for the community and not for the benefit of the community based on the purpose of a policy, namely to solve existing problems.

Expected changes (extent of change visioned)

The implementation process of the Child Identity Card (KIA) policy was carried out massively by the Palu City Population and Civil Registration Office. The hope of this massive policy implementation process is that all Palu City residents aged 0-17 years have a KIA to facilitate the population administration process and other things that require a KIA as one of the required requirements. The Population and Civil Registration Office hopes that all children in Palu City have a KIA, and this is proven by the efforts made to realize this. This is in accordance with what was stated by Jones (in Abidin, 2012) that a policy must have a Decision, which is a specific action taken to determine objectives, create and adjust plans, and implement and evaluate programs. The initiative taken by the Palu City Population and Civil Registration Office in increasing the number of KIA distributions each year is one aspect that they are trying to realize the hopes that have been planned previously.

Child identity cards (KIA) for the government, especially for the Palu City Population and Civil Registration Service, are a must for all people in Palu City who are 17 years old and under. For this reason, the Palu City Population and Civil Registration Service has a target that each year the forms are distributed to the community at least 500-1000. The Palu City Population and Civil Registration Service has done so many ways and efforts to increase the number of children who have KIA. However, field facts show that the difficulty of the child identity card policy implementation process is caused by the KIA not being an urgent matter for the community.

Based on the results of the research that has been carried out, it can be concluded that in terms of the expected changes, there are no satisfactory results. Because if we refer to this point which emphasizes more on the impact felt by the community, then it is certain that this KIA is not in accordance with community expectations. The efforts that have been made by the Population and Civil Registration Service in making the implementation process of the child identity card (KIA) policy a success have not received a response from the community because the KIA is not something that is mandatory from the community's point of view. Hogwood and Gunn (1978) explained that one of the requirements that must be met in

implementing a policy is that the external conditions faced by the implementing agency/agency will not cause serious disruption or obstacles. The main problem in the process of implementing the KIA policy is external conditions or in this case the community that receives the impact of the implementation process of a policy. The public perception that considers KIA not the main thing is a serious obstacle that needs to be considered by the government, especially the Palu City Population and Civil Registration Service.

Site of decision making

The Child Identity Card (KIA) policy stated in the Regulation of the Minister of Home Affairs Number 2 of 2016 has complexity in its implementation process. However, this study also shows that real actions must be taken and not just socialization. The process of implementing the child identity card policy carried out by the Palu City Population and Civil Registration Service always establishes good coordination with all related parties. This is proof that they are making full efforts to implement the policy. However, the main problem is not the strategy they are doing, but rather several things such as the number of KIA forms which are still very large in the Palu City Population and Civil Registration Service and the lack of public concern for taking care of KIA.

Based on the results of the research that has been carried out, it can be concluded that even though there is good socialization and coordination carried out by all parties with the Palu City Population and Civil Registration Service, it cannot increase the number of KIAs distributed to the community. From the research that has been carried out, it was also found that the community will make KIA if it is indeed very important in taking care of everything. The main problem in the implementation process of the Child Identity Card (KIA) policy is not caused by the Palu City Population and Civil Registration Service, but rather by the urgency of owning the KIA. One of the requirements in implementing the policy put forward by Hogwood and Gunn (1978), namely that the policy to be implemented is based on a reliable causal relationship, was not met in the implementation process of this child identity card policy. The consequences received by the community if they do not have a KIA do not exist, so the community does not have a strong reason to make the KIA. Such a community response is also based on the existence of family cards and birth certificates which are official documents in taking care of everything for their children, so that the KIA seems to be an additional document that is included in the optional category.

Program implementer

Grindle (1980) explained that program implementers need to be clearly determined who or which agency will be functionally burdened as the task implementer, then if the policy implementation can run effectively, then the implementing apparatus needs to have additional capabilities and support from adequate resources. In this study, it was found that the Population and Civil Registration Service is tasked with implementing the child identity card policy in Palu City.

The Population and Civil Registration Service is tasked with implementing the child identity card policy in Palu City. This was assigned to them considering the function of the service itself. However, from the researcher's observations and proven by the statement of the secretary of the Population and Civil Registration Service of Palu City, the one who has the hardest task in implementing the policy is the Population Registration Service Sector. Alfrin Magdalena, SE., MM as Head of Civil Registration Services Division of the Population and Civil Registration Office of Palu City and Kris Irawati, S.STP as Head of PIAK and Data Utilization Division of the Population and Civil Registration Office of Palu City also have the same view that the population registration service sector is the one that focuses on managing the process of

making child identity cards in Palu City. Based on the results of the research that has been conducted, it can be concluded that the program implementers in the process of implementing the child identity card policy in Palu City are clear and running well. Information received from all informants in this study shows this.

The Population and Civil Registration Office of Palu City, especially the population registration service sector, has a fairly heavy task in order to implement Permendagri Number 2 of 2016 as well as possible. This is in accordance with what was stated by Nurcholiz (2007) that policy is a decision of an organization that is intended to achieve certain goals, containing provisions that can be used as behavioral guidelines in terms of the application or implementation of a policy that has been determined both in relation to the implementing organization (unit) and the intended target group.

Resources committed

In implementing a policy, the resources committed are a very important point. In this study, the resources referred to are everything that can support the implementation process of the child identity card policy, including human resources, budget, and supporting facilities and infrastructure.

In implementing the child identity card policy, the resources committed are always considered. This can be seen from the statements of the five informants who agreed that the Palu City Population and Civil Registration Service has all the resources needed to implement the KIA policy. This is in accordance with the statement put forward by Van Meter and Van Horn (in Indiahono, 2009) that one of the variables that forms the relationship between policy and policy performance is resources, indicating how much financial support and human resources are to implement the program or policy.

The good resources owned by the Population and Civil Registration Service in implementing the child identity card policy were also confirmed by the three communities who were informants in this study. They argue that although KIA is a product that is not really needed, the population and civil registration office has sufficient resources to provide services to the community. Based on the results of the research that has been conducted, it can be concluded that the resources used in implementing the child identity card policy in Palu City are fairly good. The statement made by the Palu City population and civil registration office was confirmed by the community and observations made by researchers during the research also showed this. At this stage, the resources available are sufficient and do not become an obstacle in implementing the child identity card policy. This is also in accordance with what was stated by Edward III (in Widodo, 2010) that one aspect in the policy implementation process is resources, which refers to every policy must be supported by adequate resources, both human resources and financial resources.

Policy Context / Implementation Environment

Power interests and strategies of actors involved (power interest and strategies of actor invoivex)

Grindle (1980) argues that in a policy it is necessary to consider the power or authority, interests and strategies used by the actors involved in order to facilitate the implementation of a policy. The Palu City Population and Civil Registration Service has a strategy that needs to be carried out in increasing the number of children who have KIA. This is also reinforced by statements from the three heads of divisions

in the Palu City Population and Civil Registration Service. The strategy they use can increase the number of KIA distributed to children aged 0-17 years. However, the obstacles that are seen based on the statement of one informant are that some parties do not want to become partners by cooperating in implementing this child identity card policy. Researchers see the contents contained in Article 20 of the Minister of Home Affairs Regulation Number 2 of 2016 does provide flexibility for the Population and Civil Registration Service to collaborate with various parties so that the community can feel the benefits of the KIA for their children. For example, children who have a KIA get a discount on using one of the rides at a recreation area if the government collaborates with the recreation area. However, the impact of the KIA will not be felt by children or parents if the government or in this case the Population and Civil Registration Service of Palu City does not collaborate with third parties.

Based on the results of the research that has been conducted, it can be concluded that the strategy carried out by the Population and Civil Registration Service of Palu City in implementing the child identity card policy is quite good in increasing the number of KIA distributed to children in Palu City. However, returning to the impact of the implementation process, the community does not receive benefits from the KIA. The government or in this case the Palu City Population and Civil Registration Service did not dare to take the risk in implementing the child identity card policy by fully implementing Article 20 of the Minister of Home Affairs Regulation Number 2 of 2016.

This is contradictory to the resource point, where the resources needed in the process of implementing the child identity card policy have been well available. But at the same time the government or in this study the Palu City Population and Civil Registration Service could not disburse the budget to cooperate with third parties. The researcher's assumption in this incident was based on two things, namely: 1). The budget submission was not approved when the Palu City APBD was prepared, and; 2). The Palu City Population and Civil Registration Service did not submit a budget for this.

The researcher's assumption above is reinforced by a statement from one of the informants who said that some parties did not want to cooperate. Failure of cooperation can occur if one of the parties does not agree to the existing proposal, considering that the party being invited to cooperate is a party involved in business, it can be concluded that the failure of the cooperation is caused by the lack of budget that will be disbursed by the government or in this case the population and civil registration service to the third party.

Characteristics of the regime or institution (institution and regios characteristic)

The characteristics of the regime or implementer of the child identity card policy are important so that the policy implementation process can run well. In this section, several things have been seen that influence the lack of public interest in making KIA. The Palu City Population and Civil Registration Service has a good character in implementing the child identity card policy and has a good commitment in providing services to the community. This indicates that the population and civil registration service is trying to implement the child identity card policy well. Referring to this, the requirements for implementing a policy have been met, this is in accordance with the statement of Hogwood and Gunn (1978) that one of the requirements for implementing a policy is a deep understanding and agreement on the objectives.

In the process of implementing the child identity card (KIA) policy, the seriousness of the government or in this case the Palu City Population and Civil Registration Service is needed. Because this task is given to them and also considering that this is in the interests of the community.

Based on the results of the research that has been conducted, it can be concluded that in the process of implementing the child identity card policy in Palu City, the government or in this case the Population and Civil Registration Service of Palu City has a good commitment and shows a good attitude in implementing the policy. The support from all related parties in implementing the policy is proof that the Population and Civil Registration Service is trying its best so that all children in Palu City can have KIA. This is as stated by Van Meter and Van Horn (in Indiahono, 2009) that one of the important variables that forms the relationship between policy and policy performance, namely the Characteristics of the implementing agency, indicates how much support the organizational structure has, the values that develop, relationships and communication that occur within the bureaucracy. This study also found that the digitalization process that is the hope of the Palu City government through smart city has not been able to be carried out by the Palu City Population and Civil Registration Service. In fact, if the Population and Civil Registration Service of Palu City wanted to refer to all regulations in Indonesia, the KIA creation process should have been carried out digitally by referring to the Regulation of the Minister of Home Affairs Number 7 of 2019 concerning Online Population Administration Services. The KIA creation service is still manual, which can reduce public interest in making KIA, this is exacerbated by the fact that KIA has not been able to provide benefits felt by the community or children who have the KIA.

Compliance and Responsiveness

Compliance and responsiveness refer to the extent to which the Palu City Population and Civil Registration Office complies with the implementation of the child identity card policy. The Palu City Population and Civil Registration Office complies with the implementation of the policy made by the central government, and has sufficient responsiveness in implementing the child identity card policy. This also provides an illustration that the Palu City Population and Civil Registration Office is serious about implementing existing policies, especially the child identity card policy.

The Palu City Population and Civil Registration Office complies with the implementation of the child identity card policy. However, from the community's perspective, this compliance has not been seen. The community's statements seen in the previous aspects are the basis for researchers that the community is not compliant not because they want to oppose existing regulations, but rather because of the community's attitude that tends not to carry out something that they consider does not have a positive impact

Based on the results of the research that has been conducted, it can be concluded that the Palu City Population and Civil Registration Office has compliance and responsiveness. They continue to commit to implementing the child identity card (KIA) policy until all children in Palu City have KIA. However, from the community's perspective, KIA is not a solution to solving existing problems and the card also has no inherent benefits for cardholders. From the results of this study, researchers can also draw conclusions that the implementation of the child identity card policy is not going well in terms of compliance and responsiveness shown by the community. This basis is strengthened by the statement of the community who do not see any benefits from the KIA for them

KIA Implementation Process Solution

The explanation that has been put forward above provides an illustration that the Child Identity Card Policy that has been implemented has not had a significant impact on the interests of the community. Researchers assume that the implemented policy has a positive or negative value depending on the

response of the community as the recipient of the impact of the policy implementation process. This assumption arises based on research findings that show that the child identity card (KIA) has no benefits according to the community. This indicates that the policy implementation process will be successful if the policy does have urgency in it. For example, a policy that requires a vaccine card for people who want to leave the city during the spread of the Covid-19 virus, this policy has the power that if people do not have a vaccine card then they cannot travel at that time.

Child identity cards (KIA) do not have the same power as other regulations. This makes it difficult for implementers to implement Permendagri number 2 of 2016. This is what gives rise to the researcher's view that: "The policy that is implemented must have power in it. Because if the policy does not have the power to influence society, then it is certain that the implementation process of the policy will be difficult to implement"

Furthermore, researchers can provide views related to the things that influence the community:

- 1) Benefits received and felt directly by the community if they obey the rules implemented
- 2) Consequences received by the community if they violate the rules set by the government.

In the child identity card (KIA) policy, the two things above are not owned by the Minister of Home Affairs Regulation Number 2 of 2016.

The solution that can be provided by researchers is that the government or in this case the Palu City Population and Civil Registration Service needs to determine a strategy that can attract public interest in making KIA. What can be done is by providing digital-based services when people want to make KIA by referring to existing regulations, namely the Regulation of the Minister of Home Affairs Number 7 of 2019 concerning Online Population Administration Services.

CONCLUSION

implementation of the Child Identity Card (KIA) policy at the Palu City Population and Civil Registration Service has not been effective. From the perspective of policy content, several issues have been identified. The policy, as regulated in the Minister of Home Affairs Regulation Number 2 of 2016, has not provided a positive impact or tangible benefits for the community, which is the primary target of the policy. Instead, it appears to be more aligned with fulfilling government administrative requirements rather than addressing community needs. Public perception plays a significant role in this; many view KIA as unnecessary and non-compulsory, which limits its uptake. Additionally, even with adequate socialization and coordination efforts by the relevant office, there is little community urgency or strong incentive to obtain KIA, given the absence of direct consequences for non-ownership. While the implementing agency, the Palu City Population and Civil Registration Service, has shown a clear structure and commitment, the lack of perceived urgency and practical benefits for the public undermines the effectiveness of the policy.

From the perspective of policy context, the Palu City Population and Civil Registration Service has demonstrated good strategies, commitment, and responsiveness in implementing the KIA policy. They have adequate resources to support the process but face challenges in fully operationalizing certain provisions of the regulation, such as Article 20 of Ministerial Regulation Number 2 of 2016, due to budgetary constraints and the inability to engage third parties. Despite strong institutional characteristics and support from related parties, the lack of public interest and engagement remains a significant barrier. While the service continues to strive for compliance and aims to ensure all children in Palu City have a KIA, the community's lack of recognition of the card's benefits hinders the policy's overall success.

REFERENCES

- Abidin, S. Z. (2012). *Kebijakan Publik*. Jakarta : Salemba Humanika
- Arista, W. D., & Suderana, W. (2019). Implementasi Kebijakan Program Kartu Identitas Anak (Kia) Di Dinas Kependudukan Dan Catatan Sipil Kabupaten Badung. *Jurnal Ilmiah Dinamika Sosial*, 3(1), 56. <https://doi.org/10.38043/jids.v3i1.1733>
- Bayu, D. (2022). *Inilah Komposisi Penduduk Indonesia Berdasarkan Usia*. <https://dataindonesia.id/ragam/detail/inilah-komposisi-penduduk-indonesia-berdasarkan-usia>
- Bustomi, M.I., & Carina, J. (2021). *Serba-serbi Kartu Identitas Anak, Ini Kegunaan dan Cara Membuatnya*. <https://megapolitan.kompas.com/read/2021/08/26/09344661/serba-serbi-kartu-identitas-anak-ini-kegunaan-dan-cara-membuatnya>
- Dinas Kependudukan dan Pencatatan Sipil. (2022). *Data Agregat Kependudukan Kota Palu Semester 1 Tahun 2022*. https://drive.google.com/file/d/1GguxqfUhkZ1D92RkUFRzZs_fGDWeVTh4/view
- Dinas Kependudukan dan Pencatatan Sipil. (2022). *Data Agregat Kependudukan Kota Palu Semester 2 Tahun 2022*. <https://drive.google.com/file/d/1td80V5pnHcY3FFSDnoopJMb0SNwokc64/view>
- Fadel, M., & Bji, Y. (2022). *Rosida: Kami Target Cetak 35 Ribu KIA*. <https://metrosulawesi.id/2022/04/09/rosida-kami-target-cetak-35-ribu-kia/>
- Grindle, M. S. (1980). *Politics and Policy Implementation in The Third World*. Princenton University Press. New Jersey
- Hajiji, M., & Malaha, R. (2017). *Palu Cetak 900 KIA Ekonomi Menengah Kebawah*. <https://sulteng.antaranews.com/berita/33612/palu-cetak-900-kia-ekonomi-menengah-kebawah>
- Hakim, R. N. (2021). *Ini Kegunaan Kartu Identitas Anak Yang Perlu Diketahui*. <https://megapolitan.kompas.com/read/2021/12/27/20574491/ini-kegunaan-kartu-identitas-anak-yang-perlu-diketahui>
- Hogwood, B. W. & Gunn, L. A. (1978). *Policy Analysis for the Real World*. Oxford: Oxford University Press.
- Indiahono, D. (2009). *Kebijakan Publik Berbasis Dynamic Policy Analysis*. Yogyakarta: Gava Media
- Larasati, H., Maesaroh & Widowati N. (2021). *Efektivitas Program Kartu Identitas Anak (KIA) di Dinas Kependudukan dan Pencatatan Sipil Kota Semarang*. Departemen Administrasi Publik Fakultas Ilmu Sosial dan Ilmu Politik Universitas Diponegoro
- Miles, M.B., Huberman, A. M., & Saldana, J. (2014). *Qualitative Data Analysis, A Methods Sourcebook, Edition 3*. USA: Sage Publications.
- Moleong, L. J. (2006). *Metodologi Penelitian Kualitatif*. Bandung: PT. Remaja Rosdakarya.
- Muchlis, S., Ferizone & Ismayati, H. (2021). *Implementasi Program Kartu Identitas Anak (KIA) Di Kelurahan Teluk Lobam Kecamatan Seri Kuala Lobam Kabupaten Bintan*. *Jisipol (Jurnal Ilmu Sosial Dan Ilmu Politik Raja Haji) Stisipol Raja Haji Tanjungpinang* Vol. 3 NO. 1 AGUSTUS 2021 (549-567)
- Nugroho, R. D. (2003). *Kebijakan Publik: Formulasi, Implementasi, Evaluasi*. Jakarta : PT. Elex Media Komputindo Kelompok Gramedia.
- Nurcholis, H. (2007). *Teori dan Praktik Pemerintahan dan Otonomi Daerah*. Grasindo: Jakarta
- Permendagri Nomor 2 Tahun 2016 Tentang Kartu Identitas Anak
- Poerwandari, K. (2005). *Pendekatan Kualitatif untuk Penelitian Perilaku Manusia*. Jakarta : Fakultas Psikologi UI
- Ripley, R. B., & Franklin, G. A. (1986). *Policy Implementation and Bureaucracy*. Chicago: Dorsey Press.

- Salam, M. & Kerimov, S. (2022). *Disdukcapil Palu Buka Layanan Pembuatan KIA, Cek Syaratnya*.
<https://palu.tribunnews.com/2022/09/25/disdukcapil-palu-buka-layanan-pembuatan-kia-cek-syaratnya>
- Sugiyono, (2017). *Metode Penelitian Kuantitatif, Kualitatif, dan R&D*. Bandung: CV. Alfabeta.
- Sugiyono. (2010). *Metode Penelitian Kuantitatif, kualitatif, dan R&D*. Bandung: Alfabeta
- Sugiyono. (2011). *Metode Penelitian Kuantitatif, Kualitatif dan R&D*. Bandung: Alfabeta.
- Sukma, L. F. (2017). *Implementasi Kebijakan Kartu Identitas Anak Di Kabupaten Sekadau Provinsi Kalimantan Barat*. Jurnal Ilmiah Ilmu Sosial dan Ilmu Politik Universitas Tanjungpura.
<https://jurnal.untan.ac.id/index.php/jpmis/article/view/20247>
- Sutrisno, E. (2009). *Manajemen Sumber Daya Manusia Edisi pertama*. Jakarta: Kencana Prenada Media Group
- Suyanto, B., & Sutinah. (2006). *Metode Penelitian Sosial Berbagai Alternatif Pendekatan*. Jakarta : Prenada Media Group
- Tahir, A. (2014). *Kebijakan Publik dan Transparansi Penyelenggaraan Pemerintahan Daerah*. Bandung : Alvabeta
- Widodo, J. (2010). *Analisis Kebijakan Publik*. Malang: Bayumedia.