Birth Registration For All In Indonesia:
A ROADMAP FOR COOPERATION
Plan International strives to advance children’s rights and equality for girls all over the world.

Plan International recognises the power and potential of every single child. But this is often suppressed by poverty, violence, exclusion and discrimination. And it’s girls who are most affected.

As an independent development and humanitarian organisation, we work alongside children, young people, our supporters and partners to tackle the root causes of the challenges facing girls and all vulnerable children.

We support children’s rights from birth until they reach adulthood, and enable children to prepare for and respond to crises and adversity.

We drive changes in practice and policy at local, national and global levels using our reach, experience and knowledge.

For over 75 years we have been building powerful partnerships for children, and we are active in over 70 countries.

**Acknowledgements**

This report was produced through a collaboration between Plan Indonesia, Plan International’s Birth Registration Innovation Team and the Indonesian Ministry of Home Affairs. The report was coordinated and written by Cate Sumner, incorporating inputs from the Ministry of Home Affairs, LAPI Institute of Technology Bandung and other parties involved in this assessment.

The April 2016 workshop, *Lokakarya Nasional Percepatan Pencatatan Kelahiran di Indonesia*, organized by Plan International Indonesia and the Ministry of Home Affairs was invaluable in obtaining a wide range of government and civil society views towards the goal of birth registration for all in Indonesia.

*This publication was funded by Plan International Netherlands and the Netherlands National Postcode Lottery.*

August 2016

Cover Photo: Cate Sumner
Civil registration is a basic service that should be provided by the State. Currently the provision of birth certificates is being prioritized. We should encourage all children to obtain a birth certificate as the national target of 77.5% for 2016, as stated in Medium Term Development Plan is not currently being achieved.

We must achieve a breakthrough and cut through the red tape that is one of the causes of low rates of birth certification.

A birth certificate is a fundamental rights issue as it concerns a person’s identity. Without a clear legal identity a child is more likely to suffer from exploitation, violence and manipulation. Accelerated birth certificate ownership hopefully will help prevent such things from happening.

In order to increase rates of birth certification, there is a need for synergy in the implementation of the “Memorandum of Understanding among Eight Ministries” and the Supreme Court Regulation No. 1 of 2015.

Birth certificate ownership for every born child is one of the priority programs at the Ministry of Home Affairs through the General Directorate of Population and Civil Registration. On February 24th, 2016 the Minister of Home Affairs signed Regulation No. 9 Year 2016 on Accelerating the Improved Coverage of Birth Registration.

This Regulation represents the State’s obligation to the people. As a public servant, it is the role of Ministry of Home Affairs and local governments to pick up the ball and collect population data throughout the country. This includes the protection and recognition of the legal status of new-born children.

With the new Regulation No. 9 Year 2016, officials at the central and local civil registry offices should be closer to the community. The Ministry of Home Affairs plans to initiate a national online system, where all data can be later scanned and uploaded to the site developed by the Ministry of Home Affairs.

The policy direction has been designed to improve rates of birth certification in accordance with the national agenda. We need to work in close collaboration with all relevant parties. We will show to the people of Indonesia that the State is committed to protect every Indonesia citizen both in the country and abroad.

Director General
Population and Civil Registration
Prof. Dr. ZUDAN ARIF FAKRULLOH, SH, MH.
In Indonesia, the Plan International Birth Registration Innovation Team is working with the Ministry of Home Affairs (MoHA) to identify ways to increase the coverage of birth certificates in Indonesia. This collaboration began in 2015 and this Roadmap for Cooperation outlines possible areas of engagement with MoHA and other partners in Indonesia.

Plan International recognises birth registration as a fundamental right of every child and since 1997 has been working together with governments and development partners to increase birth registration rates in the developing world through advocacy campaigns and community based programmes. Over the last 15 years, Plan International has worked in districts in Jakarta, Surakarta, Central Java and East Nusa Tenggara (NTT) on universal birth registration programmes.

32 of the 85m children in Indonesia do not have a birth certificate (Source: MoHA 2016)

2,750,000 of the 4.5m children born each year in Indonesia do not receive a birth certificate in their first year (Source: SUSENAS 2014)

76% of couples living in the poorest households do not have a marriage certificate although they may have a valid marriage according to their religion or culture (Source: TNP2K PBDT 2015 survey). This can affect whether the father and mother’s names appear on their child’s birth certificate.
Medium Term Development Plan Targets for Birth Certificates for Children

2016

62% of children with birth certificates*

2019

85% of children with birth certificates

Gap between current level of children with birth certificates and 2019 goal.

62% 

23% 

85%

*Source: MoHA Circular 12 May 2016

National Target 2019

For children in the poorest 40% of households:

2016

39% of children in the poorest households have a birth certificate in NTT

(2015) TNP2K Updating the Integrated Database Survey (PBDT)

2019

38% Gap between current level of children with birth certificates in NTT and 2019 goal.

While nationally 61% of children in the poorest 40% of households have a birth certificate, only

NATIONAL TARGET 2019

77% of children with birth certificates
NATIONAL, REGIONAL AND INTERNATIONAL FRAMEWORK FOR CRVS

In 2015, birth registration has been identified as a priority

**Nationally**, the Indonesian President signed the Medium Term Development Plan that, for the first time, included legal identity as one of five basic services to be mobilised toward alleviating poverty.

**Regionally**, Asia-Pacific Ministers met in Bangkok in November 2014 and signed a Declaration to “Get every one in the picture in Asia and the Pacific” and declared 2015-2024 as the Asia Pacific Civil Registration and Vital Statistics Decade.

**Globally**, the Sustainable Development Goals (SDGs) were announced in September 2015 with a new Target 16.9: “States will by 2030 provide legal identity for all, including birth registration”.

**RECENT CRVS CHANGES IN INDONESIA**

In the last four years, there have been many developments in Indonesia aimed at removing the barriers that have contributed to approximately 50% of children not having a birth certificate. These initiatives have been lead by the President, Parliament, Ministries and the Supreme and Constitutional Courts of Indonesia.

Despite these national level legislative and policy reforms, birth registration is still predominantly conducted at district level in Indonesia while almost half of Indonesia’s citizens live in rural areas. Indonesia has passed laws and policies supporting sub-district and village level planning and service-delivery¹.

The challenge therefore is to translate national policy goals, laws and regulations directed toward providing a birth certificate to every child across Indonesia into a consistent and well-resourced implementation model at sub-district and village level.

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¹ Peraturan Menteri Dalam Negeri, Nomor 4 Tahun 2010 Tentang Pedoman Pelayanan Administrasi Terpadu Kecamatan [Regulation of Minister for Home Affairs No 4/2010 concerning a guide for integrated administration services at sub-district level] and Undang-Undang Republik Indonesia Nomor 6 Tahun 2014 Tentang Desa [Law No 4/2014 on Villages]
CHALLENGES IDENTIFIED AND A ROADMAP FOR THE FUTURE

During the April, 2016 workshop jointly run by the Ministry of Home Affairs and Plan International, participants identified twelve key challenges.

- Process complexity
- Cultural considerations
- Distance
- Costs and fines
- Dual-track registration system
- Birth certification service provided in isolation; not integrated with other child-focused services
- Lack of information on the birth certification process for both clients and service providers, including on the importance of birth registration
- Literacy levels of citizens including IT literacy
- Integrity of SIAK/IT capacity of civil registration officials
- Infrastructure and network challenges
- Basic registration supplies often unavailable at registration offices e.g. paper, forms, printing capabilities
- Lack of accountability mechanisms
SUMMARY OF RECOMMENDATIONS

In response to the challenges identified, sixteen recommendations are presented aimed at accelerating the delivery of birth certificates by:

I. SIMPLIFYING BIRTH CERTIFICATION SYSTEMS

II. CLARIFYING BIRTH CERTIFICATION IMPLEMENTATION MODELS FOR THE APPLICANT

III. CLARIFYING BIRTH CERTIFICATION IMPLEMENTATION MODELS FOR THE SERVICE PROVIDER

IV. IMPROVING PUBLIC ACCOUNTABILITY IN THE DELIVERY OF BIRTH CERTIFICATES THROUGH GREATER TRANSPARENCY OF (I) BUDGETS AND (II) SERVICE DELIVERY AT DISTRICT LEVEL
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<th>Recommendations:</th>
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<td><strong>Simplifying birth certification systems</strong></td>
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<td><strong>RECOMMENDATION 1:</strong></td>
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<tr>
<td>Government of Indonesia (GoI) simplify requirements for a birth certificate by requiring:</td>
<td>Process: Clarification by MoHA of simplified requirements for a birth certificate through a Ministerial Regulation or Circular.</td>
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<td>i. one population administration card for the parents (either an ID card or Family Card) or a Statutory Declaration alternative to these population administration cards if the parents do not have them.</td>
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<td>ii. Birth information letter or Statutory Declaration (done in Ministerial Regulation 9/2016)</td>
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<td>iii. Marriage certificate or Statutory Declaration (partly done in Ministerial Regulation 9/2016), see Recommendation 2 below.</td>
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<td><strong>RECOMMENDATION 2:</strong></td>
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<td>GoI ensure that a child has a birth certificate with both parents names included (where known) consistent with the Indonesian Constitution and Convention on the Rights of the Child, by regulating that where parents have neither a registered marriage nor a religious marriage, the name of the father and mother should be included on their child's birth certificate if they sign a Statutory Declaration that they are the parents.</td>
<td>Process: Clarification by MoHA of simplified requirements for a birth certificate through a Ministerial Regulation or Circular.</td>
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<td><strong>Clarifying birth certification implementation models for the applicant</strong></td>
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<td><strong>RECOMMENDATION 3:</strong></td>
<td>Governance: Clarification by MoHA of the ways that CSOs, DPOs and University Legal Aid Clinics can collaborate with civil registry offices at district level through a Ministerial Regulation or Circular.</td>
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<td>GoI consider a regulation indicating that while it is the Government’s responsibility to reach out into the community and register every child, Civil Society Organisations, Disabled Persons Organisations and University Legal Aid Clinics can all play an important role in raising awareness of the need for birth certification and working with courts and GoI agencies to assist with legal identity integrated and mobile services at sub-district and village level.</td>
<td>Technology: Technical solution to extend the reach of SIAK through the use of an application for community registration. This application would allow a variety of community facilitators to assist with obtaining birth certificates for more than one child.</td>
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<td>In future, the online birth certification process should provide for community registration of multiple applicants to facilitate this assistance by CSOs and University Legal Aid Clinics.</td>
<td>Information: Communication and Information materials for applicants and service providers can refer to the MoHA Ministerial Regulation or Circular when implemented.</td>
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**Priority:**
- **GREEN** Recommendation ideally implemented within 6 months
- **ORANGE** Recommendation ideally implemented over 6-12 months
- **BLUE** Recommendation ideally implemented over 12-24 months
### Recommendations:

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<th>Recommendation 4:</th>
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| GoI introduce enhancements to SIAK to streamline the certification process for parents, allowing them to apply for a birth certificate, and simultaneously generate:  
  i. A birth certificate obtained for the new born/child,  
  ii. The new born/ child being added to the family card, and  
  iii. The new born/ child receiving the new Child ID card (when this is implemented) |  
  **Process:** Clarification by MoHA of a streamlined process for obtaining a birth certificate and updating/obtaining population administration documents like the family card and child ID card through a Ministerial Regulation or Circular.  
  **Information:** Communication materials for both the client and the service provider on the new process where one interaction with a civil registry office leads to up to three tasks being accomplished.  
  **Technology:** Possible technical amendment to SIAK. |

| Recommendation 5: |  
|-------------------|-------------------------------------------------------|
| GoI, and national and/or international partners collaborate on a communications and Information campaign aimed at positively changing behaviours towards birth certification, for both the public and service providers. Parents or other birth certification applicants can access clear Information on:  
  - WHY are birth certificates important?  
  - WHAT requirements are there for a birth certificate?  
  - HOW to obtain a birth certificate?  
  - WHERE to obtain a birth certificate? |  
  **Information:** Nationwide communications campaign to provide the same information to everyone (the WHY, WHAT, HOW and WHERE) in formats that work for different clients, updated to include the latest laws, Ministerial Regulations, circulars and policies:  
  - Hard copy formats like posters for schools, health clinics and other frequently visited locations  
  - Child and Maternal Health Book revised  
  - Aural formats like radio announcements/jingles  
  - Social media campaign on the importance of birth certification for every child and how this can be done easily.  
  - Local information on integrated and mobile services at schools or health clinics delivered via social media or radio  
  - Web-based information including (i) information on integrated and mobile services by district/city and (ii) the on-line application form (when this is available). |

| Recommendation 6: |  
|-------------------|-------------------------------------------------------|
| Greater collaboration between the Supreme Court, Ministries of Health, Education and Culture, Religious Affairs, Social Affairs and the Ministry of Home Affairs at all levels of government is required to facilitate the delivery of legal identity documents at village level. This should include GoI:  
  - Creating accessible guidance materials that clearly outline how districts across the country can implement integrated and mobile services at schools, health centres, birth centres and hospitals.  
  - Training facilitators in GoI social protection programmes so that birth certification services are considered as part of the social protection programme benefits. |  
  **Governance and Information:** To increase the frequency of these integrated and mobile services and link these services with health, education and social services implementation of Recommendation 7 on clear information/Standard Operating Procedures for service providers and Recommendation 13 on ensuring an adequate budget are needed.  
  **Integrated and mobile services when the courts legalise marriages, the Office of Religious Affairs issues marriage certificates and the civil registry office issues birth certificates have been underway since 2015.** |
### Recommendations:

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<th>Clarifying birth certification implementation models for the service provider</th>
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| **RECOMMENDATION 7:**  
Gol, and national and/or international partners collaborate on a communications and Information campaign aimed at positively changing behaviours towards birth certification, for both the public and service providers. Service providers can access clear Information and Communication materials on: | **Governance:** Nationwide communications campaign to provide the same information to everyone (the WHY, WHAT, HOW and WHERE) updated to include the latest laws, Ministerial Regulations, circulars and policies, including a section for service providers that will: |
| • WHY birth certificates are important?  
• WHAT requirements are there for a birth certificate?  
• HOW to obtain a birth certificate?  
• HOW to use the latest version of SIAK and migrate data from hard-copy register formats.  
• WHERE to obtain a birth certificate? Civil registry office, circuit services (pelayanan keliling)/integrated and mobile services) and, in future, online services. | • Publish Standard Operating Procedures/Process Maps for civil registry and other service providers on birth certification, marriage legalisation and marriage certificates to operationalize Supreme Court regulation 1/2015 on integrated and mobile services on marriage and birth certificates.  
• Publish Standard Operating Procedures on how schools and health facilities are expected to collaborate with civil registry offices to meet the Medium Term Development Plan target on birth certificates for children and operationalize the 8-Ministry MOU signed in August 2015.  
• Publish Standard Operating Procedures/Process Maps for how birth certification can be included in the role of the social protection programme facilitators.  
• Explain how civil registry offices at district level can communicate information to community organisations via social and other media on the location of scheduled integrated and mobile services and important information. |

| **RECOMMENDATION 8:**  
Gol to consider fully utilising Minister of Home Affairs Regulation No. 4 of 2010 on integrated administration services at the sub-district level (PATEN), under which the district can delegate to the sub-district responsibility for birth certification. | **Governance:** Clarification by MoHA through a Ministerial Regulation or Circular on the role of civil registry staff at district and sub-district levels. |

| **RECOMMENDATION 9:**  
Gol invest in concerted efforts to digitise legacy paper-based records by investing in full-time digitisation record teams in a systematic way. | **Technology:** MoHA to ensure that all districts have the latest version of SIAK operating.  
**Information:** MoHA to develop technical how-to-guides on using the latest version of SIAK.  
**Governance:** Monitoring and Reporting on this Recommendation is covered in Recommendation 15. |

| **RECOMMENDATION 10:**  
Gol ensure that all civil registry offices have the latest version of SIAK by the end of 2017 and that civil registry staff receive adequate training on its use. | **Governance:** Monitoring and Reporting on this Recommendation is covered in Recommendation 15. |

### Priority:

- **GREEN** Recommendation ideally implemented within 6 months
- **ORANGE** Recommendation ideally implemented over 6-12 months
- **BLUE** Recommendation ideally implemented over 12-24 months
### Recommendations:

#### Recommendation 11:

GoI to consider revising and simplifying the application form for a birth certificate to include proof of supporting documents in the form itself without requiring attachments. This will streamline the application process by incorporating the principle in Article 28 of Ministerial Regulation 9/2016 that the applicant is responsible for supplying correct information in the application form.

**Process:** MoHA revises the application form for obtaining a birth certificate so that it:
- refers to certificate numbers (e.g. for the family card, ID card, marriage certificate) rather than requiring copies of the documents to be attached
- contains any Statutory Declaration information in the form itself and not as an attachment (e.g. information concerning the birth or a religious marriage)
- includes a provision that the applicant states that the information presented in the application form is correct (in line with Article 28 of Ministerial Regulation 9/2016).
- Includes the name and Unique Identity Number (NIK) of two witnesses rather that the more detailed information or signatures required prior to Ministerial Regulation 9/2016.

**Technology:** MoHA to develop the on-line version of the birth certificate application form.

#### Recommendation 12:

Cities and Districts revoke any fines for late certification of births.

**Governance:** Regulation issued revoking any fines for the late certification of births.

#### Recommendation 13:

Civil Registry Offices and Office of Religious Affairs to have an adequate budget for:
- their staff across Indonesia to provide circuit services at village level at locations outside the civil registry office.
- civil registry officials to provide parents with the forms they require to register their children and/or that procurement and delivery of forms to district civil registry offices occurs efficiently.

**Governance:** MoHA has made commitments in Law 24/2013 and the Circular from the Minister for Home Affairs issued in May, 2016 that MoHA will be proactive in taking services from district capitals to village level facilities such as schools and health clinics. MoHA needs to ensure that the annual budget processes (APBN as an aggregation of the budgets from each civil registry office) provides sufficient funds for district civil registry officers to travel away from the office in the same way that the Supreme Court of Indonesia budgets for hundreds of judges to conduct circuit courts across Indonesia each year.

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**What:** Governance  Information  Process  Technology
### Recommendations:

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<td><strong>RECOMMENDATION 14:</strong></td>
<td>Governance: MoHA has made commitments in laws 23/2006 and 24/2013 that every citizen has a right to population documents. Under Law 25 of 2009 on Public Service, each Ministry should indicate a standard of service the public can expect as well as complaint processes if the service standard is not met. MoHA to draft and publicise a Client Service Charter and public complaint mechanism.</td>
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<td>Governance: MoHA to develop a client Service Charter in relation to the provision of birth certification services in Indonesia including a public complaint mechanism that is monitored to ensure high-quality service delivery that will underpin the policy changes introduced in Law No. 24 of 2013.</td>
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| **RECOMMENDATION 15:** | Governance: Publicly accessible dashboards on the MoHA website presenting aggregate data by district will promote transparency and accountability and will enable citizens to compare how the civil registry service in their district compares with other districts in Indonesia in terms of the percentage of children who have a birth certificate at the ages mentioned in points (i)-(iv). Technology: Technical solution to automatically create aggregate tables from SIAK data at a national, provincial and district/city level. Coloured dashboards will make this information more accessible for the public:  
  - Green for provinces and districts where more than 85% of children have birth certificates;  
  - orange for provinces and districts where between 60-84% of children have birth certificates, and  
  - red for provinces and districts where less than 60% of children have birth |
| | Governance: MoHA to publish online and in Annual Reports aggregate data on numbers of birth certificates issued to (i) babies under 60 days old, (ii) children under one year, (iii) children under 5 years, (iv) children under 18 years and (v) adults 18 years and older². |
| **RECOMMENDATION 16:** | Governance: The next Updating of the Unified Data Base (PBDT) and the 2020 Census should include the same questions concerning whether children or adults have legal identity documents and whether these certificates can be shown to the survey enumerator. |
| | The GoI should ensure that birth certificate questions are consistent across the Updating of the Unified Data Base (PBDT), the Census and quarterly SUSENAS household surveys to ensure confidence in the data that is used to measure whether the Medium Term Development Plan birth certification targets are met. |

### Priority:

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The Medium Term Development Plan requires data for (iv) children under 18 years, the Asia Pacific Decade of CRVS has reporting targets for (ii),(iii) and (v) and the SDG target 16.9 has a reporting requirement for point (v).

What:
- Governance
- Information
- Process
- Technology