

# **Policy Implementation of Law Number 23 of 2006 Concerning the Administration of the Population of Participation for Care of Birth Certificate in South District Tapanuli**

Taufik Parinduri, SE., M.Si  
Universitas Simalungun

**DOI Link:** <http://dx.doi.org/10.6007/IJARBSS/v5-i10/1855>

**Published Date:** 09 October 2015

## **Abstract**

South Tapanuli since 2014 has been implementing Law No. 23 Year 2006 concerning Population Administration particularly Article 32 paragraph 2, where every child aged 1 (one) year-over when taking care of his Birth Certificate must go through the process of the District Court. This study aims to assess the effective or ineffective Law Number 23 Year 2006 concerning Population Administration in South Tapanuli, and how the level of community participation Tapanuli south since Act No. 23 of 2006 is implemented.

Finally it can be concluded that, with the implementation of Law No. 23 Year 2006 concerning Population Administration in South Tapanuli is not very effective and very low levels of community participation. In anticipation of Act No. 23 of 2006, especially Article 32, paragraph 2, the Government of South Tapanuli carry out cooperation with the District Court Sidimpuan to implement a circuit court in the district of South Tapanuli.

**Keywords:** Implementation, Public Participation

## **Preliminary**

In order to fulfill the mandate of Act No. 23 of 2006 concerning Population Administration, the Government is obliged to carry out the service Civil Registration as a sub-system of the system Population Administration is good, right and guaranteeing legal certainty for all the important events in one's life that include births, deaths, marriage, divorce, adoption, child recognition, validation child, change of name, change of nationality and the name change and other important events.

Public policy is something that is vital for every country, especially in terms of administration, because a good policy to be able to provide welfare for the people. Public policy is a policy made by a public organization (public organization, government). The government took the decision to direct people to achieve certain public objectives. The role of each State / Region (Central Government / Local Government) are increasingly important, in order to build global

competitiveness for the country or region. Achievement is highly dependent on the public policy set forth (Miraza, 2010).

The government issued a policy of Act No. 23 of 2006 concerning the administrative settlement, which is expected to be able to benefit, among others, to design educational programs, health and other services that require accurate population data, for the purposes of development planning in the provision of social facilities economic, such as the provision of hospitals, health centers, markets, educational facilities and so forth, for the allocation of funding or assistance such as the allocation of subsidies per capita, the allocation of education aid, health, determining the General Allocation Fund and others.

With the enactment of Law No. 23 Year 2006 concerning Population Administration, in Article 32, paragraph 2 explained that the Registration of births exceeded the time limit of 1 (one) year as referred to in paragraph (1) shall be based on the determination of the District Court. Therefore, every child that has been aged 1 (one) year over the management of his Birth Certificate must be through the establishment of the District Court. This led the authors are interested in researching the implementation of Law No. 23 of 2006 concerning Population Administration is particularly Article 32 paragraph 2, which according to the author it is extremely burdensome South Tapanuli Regency society.

Population Administration as a system is expected to be held as part of the state administration. In terms of the interests of the population, Law Number 23 Year 2006 concerning Population Administration gave the fulfillment of administrative rights, such as public services and protection with respect to personal documents, without discrimination. Overall, the provisions stipulated in this Act covers the rights and obligations of the population, organizing and implementing agencies, population registration, civil registration, demographic data and documents. Registration and recording of the civilian population in times of national emergency, giving legal certainty and the protection of personal data population. To ensure the implementation of possible violations, either administrative or criminal nature of material provisions, the Act also regulates procedures for investigation and regulation on Administrative Penalties and Penal Provisions.

South Tapanuli District Government through the Department of Population and Civil Registration South Tapanuli of course required to implement Law No. 23 of 2006, especially with regard to birth registration effectively. Act No. 23 of 2006 which was enacted in Jakarta on December 29, 2006 until now it's time and carefully evaluated, especially in terms of birth registration. Because the public has been considered out of the policy itself. This led the authors to conduct research on the implementation of Law No. 23 Year 2006 concerning Population Administration in South Tapanuli.

South Tapanuli District Government with all the potential and the human resources are there to be able to carry out their role and function in implementing and accelerating the birth certificate of ownership for people in South Tapanuli. On the basis of these conditions, then this study will examine how the role and functions of the Government of South Tapanuli in the implementation of Law No. 23 Year 2006 concerning Population Administration with regard to the participation of the community to take care of a birth certificate in South Tapanuli.

### **Formulation Of The Problem**

Based on the description above, the formulation of the problem in this research is: What is the level of effectiveness of the implementation of Law No. 23 Year 2006 concerning

Population Administration with regard to the participation of the community to take care of a birth certificate in South Tapanuli?

### **Research Purposes**

This study aims to, among others:

1. To analyze the factors affecting the effective or ineffective implementation of Law No. 23 Year 2006 concerning Population Administration with regard to birth registration in South Tapanuli.
2. To analyze the participation of the community to take care of a birth certificate in South Tapanuli.

### **Definitions General Civil Registry In Indonesia**

In Indonesia, the presence of the civil registration agency managed by the Government. Institutions Civil Registration was previously a continuation of institution Civil Registry at the time of the Dutch Colonial known as the "Burgerlijke-Stand" or known by the acronym BS and means an institution that is tasked to maintain a list or a note to evidentiary status or important events for citizens, such as birth, marriage, death.

Therefore, Indonesia is a country of law, then the legal position of the key events in each of its citizens should be clear and definite. Man in running his life experienced events that are important, among other things: the events of marriage, a birth, an event of divorce, child recognition events, children's events ratification, adoption events, event name changes, the citizenship status change event and the event of death.

Relating to the definition of institutional Civil Registry, there are some opinions of the scholars who give the notion of civil registration, among others, is Vollmar (1992) found, the Civil Registry is an institution that is held by the authorities or the Government intended to record as complete as possible and therefore give certainty for - the amount of all the important events that is essential to the civil status of a person such as marriage, birth, child recognition, divorce and death.

### **Understanding Public Participation**

Community participation is often regarded as an inseparable part in community empowerment. Many definitions of participation were presented by experts. Participation can be interpreted as a donation, the involvement of community members to participate in various development activities.

Canter (in Arimbi, 1993) defines participation as a feed-forward information and feedback information. By this definition, the participation of society as a two-way communication process that continuously means that community participation is communication between the government as the policy holder and the people in the other party as the party who feel the direct impact of the policy. Canter also of the opinion implied that people can give a positive response in terms of support or provide feedback on the program or measures taken by the Government, but it can also reject the policy.

Nelson, Bryant and White (1982) states that the involvement of a group or society as a whole, may be called collective participation, while the individual's involvement in the activities of the group can be called individual participation. Participation in question is vertical and horizontal community participation. Called vertical participation because it can occur under certain conditions of society are involved or take part in a program other parties, in a relationship where people are in a position as subordinates, followers or clients. Called

horizontal participation, because at some point it's possible people have the ability to initiate, where each member / community groups participated horizontal one another, both in doing business together, and in order to do activities with other parties. Of course, such participation is a sign of the beginning of the growth of the community who are able to develop independently.

### **Relationship Area Planning And Public Policy**

Raksa Satya argued that public policy has basically three elements, namely:

- a. Identify and objectives to be achieved.
- b. tactics or strategies and measures to achieve the desired goal.
- c. Provision of various inputs to enable the implementation of the real and the tactics and strategies mentioned above.

From this understanding, it is basically a public policy implications, according to Irfan Islami as follows:

- a. Public policy that initially forms is the determination of the actions of the Government.
- b. Public policy is not enough just expressed in formal texts, but also must be carried out or implemented in practice.
- c. Public policy is in effect must have goals and impacts, both long term and short term that has been carefully thought out in advance.

### **Implementation Policies**

The term itself comes from the implementation of the English word "Implementation" which means execution. In Webster's dictionary that is then translated by Solichin Abdul Wahab stated that "implementing the means to provide the means to implement something and cause a particular effect or result".

According Udoji, measuring the success of the implementation of the strategy determined by the variable contents of the policy and the policy context. Policy content consists of:

- a. The interests are affected, policies that involve many different interests are even more difficult to implement than those involving little interest.
- b. The type of benefits, policies that provide benefits that can be felt actual and target it will be easier to implement.
- c. The degree of expected changes, policies tend to be more easily implemented if the impact is expected to provide clear results that utilization compared with that aim to change the attitudes and behavior of the recipient policy. Location of the Status Decision makers will influence the implementation of policy.

### **Functions And Benefits Of Birth Certificate**

A birth certificate is a certificate that his form is in the form of a piece of paper issued by the State containing information on the identity of children born, the name, date of birth, name of parents as well as the signature of the authorized official.

Birth registration is the most basic rights of children should be given state. The Universal Declaration of Human Rights states that everyone has the right to recognition everywhere as a person before the law. It was also affirmed in the International Covenant on Civil and Political Rights. In the perspective of human rights, a name is universal, regardless the political background, religion, from their parents. In such a perspective, the birth registration is the duty of the state to register the birth of children in Indonesia. The existence of a new legal person is actually recognized after birth are listed. In addition to name, citizenship is a legal

status affixes that put a person as a subject of law from one jurisdiction. Without citizenship, a person does not have privileged certain privileges from the state, including to obtain ID cards.

Construction as above, a birth certificate should be placed as a very important document. Birth Certificate is the most basic authentic documents, which should be given by the state to children Indonesia newborn. But in practice, the recording was not associated with the legal status of a person. Birth registration is also not associated with special rights, privileges provided by the state.

The main function of a birth certificate:

- a. Demonstrate the legal relationship between the child with his parents in law, in the birth certificate mentioned who the father and mother of the child.
- b. An initial proof of citizenship and identity that belongs to the child first. A birth certificate to prove that the child was born in Indonesia and become Indonesian citizens (citizen).
- c. Usefulness of Birth Certificate:
- d. Requirements to school for the child later.
- e. Making another identity, such as to Family Card or National Identity Card.
- f. Find a job.
- g. Married, etc.

### **Role And Function Of Health In The Birth Certificate Of Title**

In the framework of efforts to increase birth registration and possession of a birth certificate in South Tapanuli, Regent South Tapanuli has ordered the Department of Health South Tapanuli to empower health workers especially midwives in villages to take an active role in enhancing the ownership of Birth Certificates in South Tapanuli

Prior to Law No. 23 of 2006 concerning Population Administration, particularly Article 32 paragraph (2) is implemented in terms of the level of participation of the community to take care of a birth certificate is pretty good, the problems at the village level is not too exist because the community no binding regulations have to go through the State Court for the maintenance of a birth certificate from 2006 since the Act was issued until December 2011 the Government granted dispensation of birth registration services in accordance with the letter of the Minister of the Interior Nomor 474.1 / 51 274 / SJ dated 2007 regarding dispensation 11 Juni Birth Registration Services In Transitional Period enactment OF No. 23 of 2006 concerning Population Administration, the Minister of the Interior circulars continue to be extended to the last issued in 2011 with a letter of the Minister of the Interior No. 472.11 / 5111 / SJ dated December 28, 2010 regarding the extension of the Term Care Birth Registration dispensation.

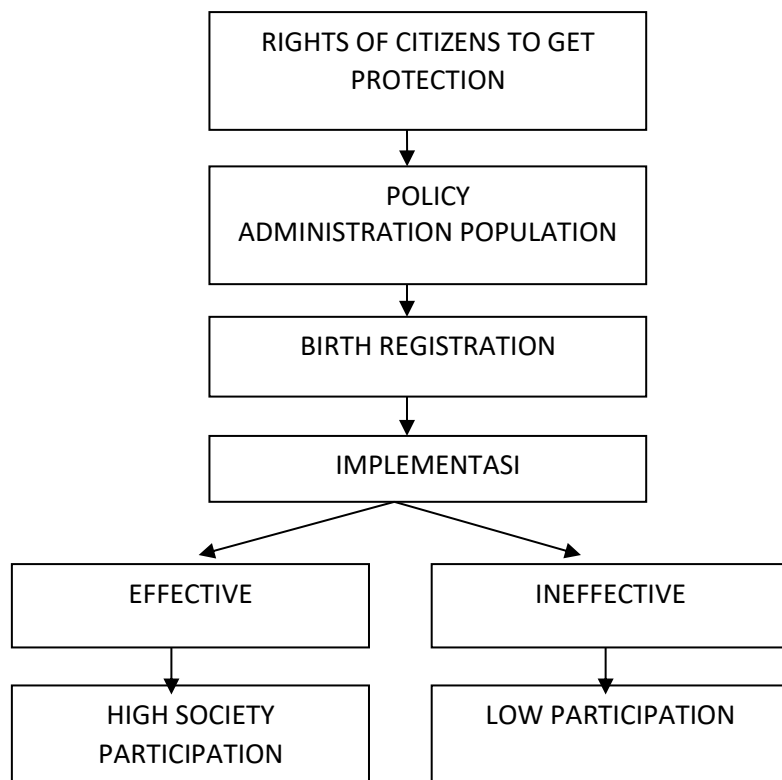
### **Phenomenon Of Law Number 23 Of 2006 Concerning The Administration Implemented Population In South District Tapanuli**

After Law No. 23 of 2006 concerning Population Administration, particularly Article 32 paragraph (2) is implemented in South Tapanuli many people who complain do not agree Act No. 23 of 2006 concerning Population Administration is implemented, the community feel is complicated by the Government. From the data available in the Department of Population and Civil Registration Tapanuli south there are still about 52 302 children who do not have a birth certificate. Existing data in the Department of Population and Civil Registration South

Tapanuli underserved communities during 2014 just as much as 13.220 underserved children to have a birth certificate.

**Framework**

Given the importance of the Population Administration in Indonesia, the government did not remain silent to immediately make the rules in the form of Act No. 23 of 2006 About Administration In Indonesia alone, based on that with the implementation of Law No. 23 Year 2006 concerning Population Administration, the research want to see the effectiveness of the implementation of Law No. 23 of 2006 in particular birth registration in South Tapanuli.



**Research Location**

This study took place in South Tapanuli, while the reasons for choosing South Tapanuli as a location for this research, because there are many people in South Tapanuli who do not have a birth certificate from researchers obtained data from the Department of Population and Civil Registration South Tapanuli.

1) The primary data source

In this study, the primary data source in the form of interviews directly at the site of research or in other words the primary data source is the data in the form of descriptions obtained directly from the field through interviews in this case carried out interviews with resource persons, namely:

- a. Employees of the Department of Population and Civil Registration South Tapanuli.
- b. District of Batang Angkola employee.
- c. Employees of the District Aek Bilah, and
- d. South Tapanuli Regency society.

2) Secondary data sources

- a. The primary legal materials is legal materials referenced in the study of the implementation of Law No. 23 Year 2006 concerning Population Administration in South Tapanuli (Study on Birth Registration).
- b. Secondary law is the law of material that has to do with the primary legal materials and can help analyze and understand the primary legal materials in this regard include books on demography, legal theory and other literature relevant to this study.
- c. Tertiary law material is legal materials that can support primary legal materials and secondary law, in this case includes an English dictionary and a dictionary of law.

### Profile Of Regency Of South Tapanuli

South Tapanuli district is a district in North Sumatra capital is Sipirok, this district was originally a very large district and its capital in Padangsidimpuan. Areas that have been separated from South Tapanuli is Mandailing Natal, Padangsidimpuan City, North Padang Lawas regency and Padang Lawas. After the expansion, the district capital moved to Sipirok. In this district there are attractions Marsabut Lake and Lake Siais. The language used is the language Batak people Angkola. Majority religion is Islam. An airfield located in Aek Godang. South Tapanuli slogan is Sahata Saoloan (Batak), which means Seia Sekata. In the north, the District is bordered by Central Tapanuli and North Tapanuli. In the eastern part, Padang Lawas regency, North Padang Lawas District and North Labuhan Batu district, west and south by the Mandailing Natal and the Indonesian Ocean, right in the middle area, there Padangsidimpuan City which is entirely surrounded by this district. South Tapanuli has many interesting attractions, such as Lake Artificial Cekdam (in the area Pargarutan), Lake Siais, Lake Marsabut, Bath Aek Parsariran (in Batang Toru), Baths Aek Sijorni, Hill (tor) Simago-mago (Sipirok ), Indigenous Palace in Muara Tais, tourist craft of weaving traditional cloth Ulos cool and natural scenery in the area Sipirok.

### Region Administration

South Tapanuli district is a district in North Sumatra, capital is Sipirok. Geographically, South Tapanuli lies in 0o58'35 "-2o07'33" north latitude and 98o42'50 "-99o34'16" East Longitude. Administratively South Tapanuli bordered by:

- a. North: North Tapanuli and Central Tapanuli.
  - b. South: Mandailing Natal
  - c. East: North Padang Lawas District, Padang Lawas and the District of North Labuhan stone
  - d. West: Mandailing Natal and Samudera Indonesia
- Total area: 444,482.30 Ha  
Altitude: 0-1985 m above sea level

### Conditions Of Population

The existence of a resident of a region has a considerable influence on the development of an area. The total population also affect the public service facilities provided by the Government, especially regarding public services especially the Civil Registration Birth Certificate. The total population of South Tapanuli are presented in the following table:

Table 1.

Population South Tapanuli

No	District	Population (people)
----	----------	---------------------

	Area (km <sup>2</sup> )	Male	Female	Total	Density (people / km <sup>2</sup> )
1. Angkola Barat	74.10	11.862	12.348	24.210	327
2. Batang Toru	351.49	14.421	14.562	28.983	82
3. Angkola Timur	286.40	9.349	9.347	18.696	65
4. SD Hole	474.13	6.386	6.368	12.754	27
5. Angkola Sangkunur	295.00	9.242	9.003	18.245	62
6. Aek Bilah	327.17	3.328	3.095	6.423	20
7. Sipirok	461.75	15.173	15.549	30.722	67
8. Angkola Selatan	301.31	13.955	13.146	27.101	90
9. Arse	248.75	3.902	4.017	7.919	32
10. Muara Batang Toru	273.13	5.939	5.553	11.492	42
11. Batang Angkola	474.70	15.779	16.616	32.395	68
12. Marancar	86.88	4.704	4.699	9.403	108
13. Sayur Matinggi	519.60	11.408	12.051	23.459	45
14. Tano Tombangan Angkola	270.41	6.951	7.529	14.480	54
Total	4.444.82	132.399	133.883	266.282	60

Source: BPS South Tapanuli 2014

It can be seen that the number of people who are most numerous in the district of Batang Angkola. as many as 32 395 inhabitants. then in District Sipirok as many as 1,314 people. Whereas the least populated region is the District Aek Bilah of as many as 6423 lives and the District Arse as many as 7.919 jiwa. While based on population density. The most densely populated region of the District of West Angkola with a density of 327 people / km<sup>2</sup> and the District Marancar. with a density of 108 people / km<sup>2</sup>. The areas most loose District of Aek Bilah. ie 20 inhabitants / km<sup>2</sup> and the District SD Hole at 27 inhabitants / km<sup>2</sup>.

#### Tapanuli Southern District Of Birth 2014

Many factors affect the low birth registration coverage from a lack of public awareness of the importance of birth registration. lack of access to registration services are usually located in the district / city level.

The birth rate in South Tapanuli 2014 The District of Batang Angkola is 2014 child births, while the lowest in Sub Arse for 152 children.

Table 2.

Number Of Births In South Tapanuli 2014

No	District	Total	% Of Total Population
1,	Angkola Timur	1.185	4,89

2,	Angkola Barat	1.728	5,96
3,	Arse	152	0,81
4,	Sipirok	1.245	9,76
5,	Saipar Dolok Hole	294	1,61
6,	Aek Bilah	161	2,51
7,	Marancar	316	1,03
8,	Sayur Matinggi	1.446	5,34
9,	Batang Angkola	2.012	25,41
10,	Angkola Selatan	936	8,14
11,	Batang Toru	1.366	4,22
12,	Muara Batang Toru	865	9,20
13,	Angkola Sangkunur	1.220	5,20
14,	Tano Tombangan Angkola	294	2,03
<b>Total</b>		<b>13.220</b>	<b>4,96</b>

Source: Department of Population and Civil Registration District, Tapsel

In 2014 (January-December) the Department of Population and Civil Registration, noted the vital events in South Tapanuli covering 13.220 births, 8,650 deaths, 1,270 marriages, three vital events that directly or indirectly affect population growth in South Tapanuli.

Based on the birth data, known percentage of births in South Tapanuli in 2014 amounted to 4.96%, the highest percentage of births amounted to 25.41% in the District of Batang Angkola, while the lowest is in District Arse (0.81 %) and the District Marancar (1.03%),

### Overview Of Department Of Civil Registry Kependudukan South Tapanuli

In the framework of efforts to improve services to the community, established agencies authorized to provide excellent service to the community South Tapanuli in the implementation of government affairs in the field of Population and Civil Registration under Regulation Regent South Tapanuli No. 14 / PR / 2011 on Duties, Functions and Working Procedure of Department of Population and Civil Registration South Tapanuli,

### Policy Implementation Of Law Number 23 Of 2006 Concerning The Administration Of Population In South District Tapanuli

Implementation of Law Number 23 Year 2006 concerning Population Administration can be seen from the target service achievement Birth Certificate by the Department of Population and Civil Registration South Tapanuli, target and service achievement birth certificate during the period 2008-2014 can be seen in Table 4.3, Target and achievement of service Birth Certificate during the period 2008 - 2014 is as much as 56 450 people, but the realization is only as much as 20 657 people (36.59%), It shows that the policy implementation of Law No. 23 of 2006 in South Tapanuli ineffective.

Table 3.

Realization And Target Service Birth Certificate By The Department Of Population And Civil Registry Tapanuli South

YEAR	TARGET (PEOPLE)	REALIZATION (PEOPLE)	%
2008	10.340	3.087	29,85
2009	10.850	3.847	35,46

2010	11.120	4.258	38,29
2011	11.920	4.513	37,86
2014	12.220	4.952	40,52
TOTAL	56.450	20.657	36,59

Source: Department of Population and Civil Registration South Tapanuli. 2014.

Compared to 2008. The birth certificate of service achievement in 2014 only increased as much as 40.52% of 10.67%. This shows the low effectiveness of the implementation of these laws. In particular in the two sub-district, the location of the study can be seen the development of service achievement in Table Birth Certificates

Table 4.

Realization And Target Service In District Batangangkola Birth Certificate And Aekbilah

YEAR	District Batang Angkola			District Aek Bilah		
	TARGET (PEOPLE)	REALIZATION (PEOPLE)	%	TARGET (PEOPLE)	REALIZATION (PEOPLE)	%
2008	1.020	118	11.57	150	13	8,67
2009	1.235	125	10.12	165	24	14,55
2010	1.420	131	9.23	190	25	13,16
2011	1.950	252	12.92	235	32	13,62
2014	2.200	371	16.86	275	34	12,36
Jumlah	7.825	997	12.74	1.015	128	12,61

Source: Department of Population and Civil Registration South Tapanuli. 2014.

In the District of the two sampling locations. the condition is lower than South Tapanuli. namely in the district of Batang Angkola with the target during the period 2008 - 2014 as many as 7852. achieved just as much as the 997 (12.74%). While in District Aek Bilah target is reached as many as 1,015 people only 128 (12.61%). Low achievement of this target. because of the ineffectiveness of the implementation of Law No. 23 of 2006 conducted by the Department of Population and Civil Registration South Tapanuli. In general. Department of Population and Civil Registration South Tapanuli not perform intensive socialization to the community.

To improve the achievement of the birth certificate services. South Tapanuli District Government has taken a public policy by mutual agreement with the District Court Padangsidimpun to implement se circuit courts in the District of South Tapanuli Regency Number 477/5884/2014 and No. W2.U5 / 1812 / HT.04.10 / X / 2014 on Cooperation Determination of the District Court for the registration of births exceeded the time limit of one (1) year. But in reality this trial only done less than 2 (two) months. which began on November 19 s / d December 27, 2014.

Of the 14 districts in South Tapanuli. only four (4) districts that are pleasing to follow the trial. with community participation is very low. as presented in Table

Table 5.

Number Of Head Of Family That Following The Meeting Tour In South District Tapanuli 2014

No	District	Total Of Family	Total of Child
1.	Angkola Barat	56	121
2.	Batang Angkola	56	124
3.	Saipar Dolok Hole	70	150
4.	Arse	66	121
<b>Total</b>		<b>248</b>	<b>516</b>

Source: Department of Population and Civil Registration South Tapanuli. 2014.

The data show a very low public participation in the implementation of the field trial. which in turn affect the lack of effective implementation of Law No. 23 of 2006 conducted by the Department of Population and Civil Registration South Tapanuli.

### Discussion

The results showed that the implementation of Law No. 23 of 2006 conducted by the Department of Population and Civil Registration South Tapanuli still ineffective because it only reaches 36.59% of the planned target. Likewise, in the implementation of the field trial. community participation is very low. so it will not affect the effective implementation of Law No. 23 of 2006 conducted by the Department of Population and Civil Registration South Tapanuli.

It is actually related to the implementation of Law No. 23 of 2006 conducted by the Department of Population and Civil Registration South Tapanuli very passive. where the Department is just waiting for the people who come in to do the maintenance of his birth certificate. Active efforts are made almost nothing. either in the form of socialization. or providing information to the public. notification is usually only done when people take care of the population administration to Head Office. So that the public was minimal information about the population administration.

In the implementation of Law No. 23 Year 2006, the Department of Population and Civil Registration South Tapanuli cooperation with Padangsidimpuan District Court to conduct a field trial with a time of less than 2 (months). It also suggests that the Department of Population and Civil Registration South Tapanuli seem less serious in giving people an opportunity to take care of a birth certificate. because how is it possible in the not until two months may reach 14 districts in South Tapanuli. with distance and topography are very diverse. Not to mention the consideration of working time or time of the trial each day is limited. When so many obstacles encountered in the field. especially from the aspect of readiness officer and public acceptance of the implementation of this field trial.

Constraints or problems are in fact already stated by the Institute administration State (2007). stating some of the problems that arise in practice in the field. namely: First. yet its overall socialization carried out by the relevant agencies of the Act No. 23 of 2006 led to the practice population administration are not based on existing provisions.

Second. lack of knowledge of the provisions regarding the administration of residence based on Law No. 23 of 2006 and a lack of awareness most of the population on the importance of personal documents lead to a violation of the procedure of administrative services for residents. Third. the presence of variations in the implementation of population administration between the District and the City due to the variation of conditions concerning the area of human resources. equipment and infrastructure owned and existing natural

conditions. Fifth. yet the establishment of good coordination between the implementing agencies population administration in the Region due to not integrated policies adopted by each agency. Policy and practice arrangements regarding the relationship between policy Population Administration with other policies such as: Policy on Citizenship. Policies regarding the improvement of Population Welfare. The Policy on Population Demographics and Employment policy involves many government agencies both at the central and at the regional level. The involvement of various Government agencies raises various problems in the field.

Based on interviews and information. acquired some of the factors that lead to low levels of public participation in administrative proceedings population. especially the birth certificate. that is:

1. Low public awareness about the importance of birth certificates. This is a result of the narrowness of the public mindset. which many consider not need to take care of a birth certificate. because they do not know the usefulness of the birth certificate. The low public awareness of the importance of a birth certificate is also associated with low levels of education. South Tapanuli Regency society based on the data that existed at the Department of Population and Civil Registration education that the average level is still low. This has led to the lack of public awareness for the care of a birth certificate. Level of public education greatly affects the ability of people to take care of a birth certificate. Population with high levels of education are expected to participate actively in the management of his birth certificate compared with a low level of education. With higher education. one would be easier to communicate with others. responsive and innovative.
2. Economic factors. greatly affect the participation of the community to take care of their children because of a birth certificate when obtaining a birth certificate must be through the establishment of the District Court. From the results of coordination with the District Court's decision fixing a fee for each application for a birth certificate of Rp. 129.000.- (one hundred and twenty nine thousand rupiah). not to mention the cost of obtaining a birth certificate Rp. 25.000.- (twenty five thousand rupiah by Regulation No. 17 of 2010 on regional retribution) one child. These costs not including the cost of transportation from home to the office of the District Court Padangsidimpuan and to the Office of Population and Civil Registration South Tapanuli and bring two witnesses. The transportation costs of the District Aek Bilah estimated at Rp.600.000.- (six hundred thousand rupiah) / head of the family. Family total cost for care of a child to the birth certificate of Rp. 754,000 per family to one child. With the enormous costs caused South Tapanuli many people who do not take care of his Birth Certificate. because in general livelihoods are farmers with a relatively low income.
3. Factor Region / distance residence to the Office of the District Court and the Office of Population and Civil Registration South Tapanuli. Besides the low economy one of the factors that affect the low level of public participation is the mileage that makes them reluctant to take care of a birth certificate. With the distances people will spend no small cost to take care of a birth certificate. From observations conducted by researchers take one example is the village Sihulambu area. The place is very far from the capital of South Tapanuli. Village Community Sihulambu District of Aek Bilah must cover a distance of 230 km a 6 hour drive. Where to place Sihulambu very remote village requires quite a long time because of the route that is difficult to be reached. Theory service center (central place theory) proposed by Christaller defined as a unit with a residential base unit equipped as a unit with a residential base unit equipped service centers therein.

Settlement units in question can be a big cities. small town. urban areas or units of a particular residential environment. The hallmark of the service center is that the center is providing services (commodities and services) to the locality itself and the surrounding area larger (Daljoeni.1997). The distance between the District to the Capital District are far enough away that the community must no small cost for transport in terms of taking care of a birth certificate. this led to community participation will be hampered for mengurs birth certificate.

4. Lack of socialization undertaken by the Government of South Tapanuli in providing knowledge to the public of the importance of the usefulness of a birth certificate. Perceptions that exist in the community. that dealing with the Court "is a matter for criminal or crime". so that they do not understand why the birth of a child "considered an error that should be" punished "in the courts". This is a task that needs attention from demographic forces. particularly in traditional areas. which little relative to do with apparatus or bureaucracy.

### **Conclusion**

Based on the results of a study of Policy Implementation Act No. 23 of 2006 concerning Population Administration to the Public Participation To Take care of a birth certificate in South Tapanuli obtained the following conclusions:

1. Implementation of Law No. 23 of 2006 to take care of a birth certificate in South Tapanuli still ineffective. It can be seen from the low achievement of the Birth Certificate service, which only reached 36.59 percent.
2. The level of community participation in the management of a birth certificate, including through field trial. is still very low. Some of the factors that lead to low community participation is low public awareness of the importance of birth certificates, economic factors, factor of the area and lack of socialization of Local Government.

### **Bibliography**

- Bahri. T. Saiful; Tangkilisan. Hessel Nogi S. danMira Subandini. 2004. Law and Public Policy. YPAPI. Yogyakarta.
- Fajarsari. Yuliasuti. 2010. Implementation of the law no. 23 of 2006 on population administration in Surakarta (Study of Population Registration). Thesis. Pascasarjanan program Surakarta State University.
- Hock. Lie Oen. 1961. Institute for Civil Registration. Keng Po. Jakarta.
- Hood. Christoher. Gaming in 2006. Targetworld: The Targets Approach to Managing the British Public Services. Washington: Jun. 2006 www. emerald.comDiakses Date 05 February 2014
- Islamy. M. Irfan. 2004. Principles of State Policy Formulation. Bina Script. Jakarta.
- Institute of Public Administration. 2007. Assessment Report About the Population Administration. Jakarta.
- Lubis. M.Solly. Public 2007.Kebijakan. Mandar Maju. Bandung.
- Lumban Tobing. G.H.S. 1991. Regulation Notaris.Erlangga Position. Jakarta.
- Putra. I Gusti Made Darma. 2014. Population Administration Orderly attitude Village Community Flag. Subdistrict Sukasada. Buleleng Under Law No. 23 of 2006.Jurnal of Public Policy and Management Review.Volume 1. No. 2. 2014
- Soekarno 1985. Knowing Administration and Civil Registration Procedures. CV Coriena. Jakarta.

- Soekanto. Soerjono 1986. Introduction to Legal Research. UI-Press. Jakarta.
- Soenarko. 2003. The Public Policy Basic understanding for Understanding and Analysis of Government Policy. Erland. Jakarta.
- Unger. Roberto. 1999. Critical Legal Studies movement. Institute for Policy Research and Advocacy Masyarakat. Jakarta
- Vollmar. H.F.A. 1992. Introduction to the Study of Civil Law Volume I (Matter to -2) .Rajawali Press. Jakarta
- Authority. Samodra. 1994. The Public Policy Process and Analysis. Jakarta: Intermedia. Rajawali Press. Jakarta
- Wahab. Solihin Abdul. 2004. Analysis of Policy Formulation Policy Implementation to Earth Literacy. Jakarta.