



Australian Government

CRVS Services in
Disaster Situations:

A Brief Study Based on
the 2018 Earthquakes
in West Nusa Tenggara
and Central Sulawesi



PUSKAPA
CENTER ON CHILD PROTECTION & WELLBEING

#A Fair Chance For All Children

KOMPAK

Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan
Kemitraan Pemerintah Australia - Indonesia

This report is produced by the University of Indonesia's Center on Child Protection and Wellbeing (PUSKAPA). The findings, interpretations, and conclusions contained herein reflect the view of the researchers and not the view of Governance for Growth (KOMPAK), the Ministry of National Development Planning (Bappenas), or the Ministry of Home Affairs.

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We collected and analyzed the data contained in this document and started writing the report before the COVID-19 pandemic hit Indonesia. We are aware that the realities we captured here might have changed dramatically. The situation has changed for everyone, and particularly children and vulnerable individuals – the focus of this work – are facing even more difficult challenges. We hope nevertheless that you can still use this report to inform your actions during and after this global emergency.

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FOREWORD

Indonesia is located in a disaster-prone area, which presents its own specific challenges with respect to CRVS issues. The loss of legal identity documents and the disruption of CRVS services due to disasters has resulted in various obstacles for disaster victims in accessing the government social assistance program that would ensure their survival. In addition, the low ownership of legal identity documents in disaster-prone areas makes it difficult for the government to estimate the necessity of social assistance, create a preliminary map of affected populations, and provide databases for the verification and validation of recipients of social assistance. To address this issue, the government has issued Presidential Regulation No. 62 of 2019 on the National Strategy for the Acceleration of Civil Registration for the Development of Vital Statistics (Stranas AKPSH). The targets of the National Strategy in 2021 include, among others, providing services to CRVS vulnerable populations, particularly victims of natural disaster, and providing legal identity documents for special groups.

The government's commitment to improving the accuracy of CRVS data for planning, and reducing barriers to people's access to post-disaster CRVS and basic social services, is also stipulated in the 2020–2024 National Mid-Term Development Plan (RPJMN). With respect to NIK ownership, the government aims to reach full coverage by the end of 2024. Moreover, the 2020–2024 RPJMN also outlines a strategy for developing and strengthening a social protection system that is integrated with other systems, and that can be adapted to climate change and natural disasters. The goal is for 80 per cent of poor and vulnerable households to receive government social assistance by the end of 2024.

In line with the priorities of the Government of Indonesia - first and foremost, the increase of coverage by CRVS services as well as adaptive social protection systems, as stated in the 2020–2024 RPJMN and the National Action Plan for Social Security and Protection - the Directorate of Population Planning and Social Protection, Ministry of National Development Planning/National Development Planning Agency, supported by Governance for Growth (KOMPAK) and the Center on Child Protection and Wellbeing (PUSKAPA), have completed a study titled "CRVS Services in Disaster Situations". This study is also in line with the commitments by the Government of Indonesia to the Sustainable Development Goals (SDGs). In a nutshell, this study has compiled the good practices found in various regions into a guide for the delivery of responsive post-disaster CRVS services that are connected to other sectors. The results of this study signal a need for the government to continue harmonizing existing policies and to continue strengthening the coordination of support in the recovery of post-disaster services.

On this occasion, we would like to express our gratitude for the participation of the Ministry of Home Affairs, National Disaster Management Agency, Ministry of Social Affairs, Ministry of Health, Local Governments, Non-Governmental Organizations, and all parties who have contributed to this study and who have implemented the various innovations and programs that seek to fulfil citizens' rights to legal identity documents and other basic social services. We also thank the Government of Australia for its support of this study through the KOMPAK program and its follow-up initiatives.

We would also like to remind everyone of the importance of coordination in harmonizing and strengthening existing policies and thus better serve the community. Finally, we hope that the data and recommendations found in this study can be used as a reference for the Government of Indonesia to formulate evidence-based policies for dealing with disasters, and particularly for improving and expanding CRVS services in disaster situations.

Jakarta, September 2020



Muhammad Cholifhani

Directorate of Population Planning and Social Protection
Ministry of National Development Planning/Bappenas

FOREWORD

Sitting atop three major tectonic plates—the Indo-Australian, Eurasian, and Pacific plate—the Indonesian archipelago is extremely vulnerable to natural disasters. According to the Disaster Hazard Index, developed by the National Disaster Management Agency (BNPB), 396 out of 496 districts/cities in Indonesia are classified as high-risk zones.

In the disaster response and post-disaster phase, the provision of social assistance plays an important role in reducing the adverse impact on survivors. A lack of legal identity documents, whether through loss or damage as a result of the disaster or because these have not yet been obtained, can hinder a swift post-disaster recovery/response and the delivery of social assistance. Identity documents are essential for gathering data, ensuring accountability, and supporting the effective and efficient distribution of social aid.

Civil registration and vital statistics (CRVS) services are a crucial part of disaster preparedness, post-disaster reconstruction, and rehabilitation. This study, titled **"CRVS Services in Disaster Situations"**, was conducted to gather information related to the recovery of CRVS services in post-disaster areas and focuses on the Lombok Utara district in West Nusa Tenggara and the Sigi district in Central Sulawesi. The study presents information on the use of CRVS data in the post-disaster recovery process and formulates a model for CRVS services in terms of disaster preparedness as well as possible emergency response mechanisms for various stakeholders.

This study is the result of a collaboration between KOMPAK and the University of Indonesia's Center on Child Protection and Wellbeing (PUSKAPA UI). We hope that it will support the Government of Indonesia at the national and subnational levels in preparing and optimizing their disaster preparedness system, especially with regard to the provision of CRVS services.

Best Regards,

Anna Winoto
Team Leader, KOMPAK

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I would like to express my deepest gratitude to everyone who supported, read, and used this study. Thank you for taking the time to consider disaster management and risk mitigation efforts in emergency situations from the perspective of population data and legal identity. We strongly believe that efforts to protect people from the risk of disasters and to mitigate their consequences can be more effective with the availability of complete and up-to-date population data. For residents affected by a disaster, help can be more easily obtained when they can promptly prove their identity.

On behalf of the team, I would like to thank all the informants and respondents who have provided their time for this study. I would like to congratulate the Government of Australia and KOMPAK for the study's completion. I would like to thank my colleagues at the Australian Embassy and KOMPAK for their leadership, direction, support, and valuable input throughout the study. Specifically, I would like to thank the KOMPAK program for its swift response to PUSKAPA's proposal, and for the lessons that we have been able to learn from this work.

I extend my highest appreciation to the Government of Indonesia, especially the Ministry of National Development Planning/Bappenas, and in particular the Deputy for Population and Manpower Affairs, Drs. Pungky Sumadi, MCP, Ph.D; the Director of Population and Social Security, Dr. Muhammad Cholifihani, SE, MA; and the Director of Poverty Alleviation and Community Empowerment, Maliki, ST, MSIE, Ph.D; and all other staff members. Thank you for your support for this study and for your contribution to improving data-driven disaster preparedness and disaster management governance.

Finally, I thank the research team at PUSKAPA, who have ensured the successful completion of this study in accordance with high ethical standards. I also thank our translators, designers, interpreters, and editors.

Indonesia is vulnerable to disasters. The COVID-19 pandemic of 2020 has shown that such disasters can also occur in the form of disease outbreaks. This study documents the importance of including CRVS components in disaster-handling strategies. I hope that we can all follow up on this study's recommendations as soon as possible.

Regards,

Santi Kusumaningrum
Director, PUSKAPA

Abbreviations

CRVS	Civil Registration and Vital Statistics
ADB	Database Administrator
APBD	Regional Revenue and Expenditure Budget
APBN	State Revenue and Expenditure Budget
Bappeda	Development Planning Agency at Sub-National Level
BNPb	The National Disaster Management Agency
BPBD	The Regional Disaster Management Agency
Dinkes (Dinas Kesehatan)	Health Office
Dinsos (Dinas Sosial)	Office of Social Affairs
Disdukcapil	Civil Registration Office
DPA (Dewan Pertimbangan Agung)	Supreme Advisory Council
ESCAP	The Economic and Social Commission for Asia and the Pacific
FR (Formulir Registrasi)	Registration Form

Global CCCM Cluster	The Global Camp Coordination and Camp Management Cluster
Huntap (Hunian Tetap)	Permanent Domicile
Huntara	Temporary Domicile
Jadup (Jaminan Hidup)	Life Allowance
M/A	Line Ministries/Agencies
Kemendagri	Ministry of Home Affairs
Kemensos	Ministry of Social Affairs
KI	Information Commission
KK (Kartu Keluarga)	Family Card
KLU	North Lombok District
KODIM	Military District Commander
KOMPAK	Governance for Growth
KTP	Identity Card
e-KTP	Electronic Identity Card
LPA	Institute for Child Protection
LPSDM	Partner Resources Development Institute
NGO	Non-Governmental Organization
Mw	Moment Magnitude
NIK	Population Identification Number

NTB	West Nusa Tenggara
CSO	Civil Society Organizations
OPD	Local Government Organization
PASIGALA	Palu, Sigi, and Donggala
Permendagri	Minister of Home Affairs Regulation
Perka BNPB	Head of the National Agency for Disaster Management Regulation
Permensos	Minister of Social Affairs Regulation
Permentan	Minister of Agriculture Regulation
PKH	Family Hope Program
PKS	Cooperation Agreement
PMKS	People with Social Welfare Issues
PPK	District Election Committee
PPKD	Regional Financial Management Officer
PUPR	Public Works and Public Housing
PUSDATINA	Data and Information Center
PUSKAPA	Center on Child Protection and Wellbeing
RKA	Work Plan and Budget
SANTAI	Tunas Anak Bangsa Foundation
SDM	Human Resources
SIAK	Population Administration Information System
SID	Village Information System
SK	Decree

SKPD	Regional Work Units
SKPS	Certificate of Civil Registration
SKPTI	Certificate in Lieu of Legal Document
SOMASI (Solidaritas Masyarakat untuk Transparansi)	Community Solidarity for Transparency
MSS	Minimum Service Standards
SOP	Standard Operating Procedures
Susenas	National Socioeconomic Survey
TAGANA	Disaster Preparedness Cadets
TKSK	District Social Welfare Staff
TSM	Non Government Workers
UNICEF	United Nations Children's Fund
Law	Constitution

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Executive Summary

The catastrophic earthquakes in West Nusa Tenggara (NTB) in July-August 2018 demonstrate the importance of legal identity documents for disaster victims in accessing the social assistance provided by the government.

When a disaster strikes, people may lose their legal identity documents, or they may not have had them in the first place, which prevents them from accessing any available social assistance. The National Socioeconomic Survey (SUSENAS) conducted in March 2018 estimated that approximately 19.7% of the population in West Nusa Tenggara (NTB) did not have a Population Identification Number (NIK),¹ while 7.1% of the population of North Lombok District (KLU) did not have a NIK. Furthermore, the loss or damage of legal identity documents as a result of a disaster may prompt some people to re-access CRVS services. Absent or missing legal identity documents were obstacles to the effective distribution of post-disaster social assistance in NTB province, and caused disaster victims -- who had already been put in a vulnerable position -- to become even more vulnerable.

The series of earthquakes that struck much of the NTB region left 560 people dead, 445,343 people displaced, and 149,715 building units damaged. The North Lombok District was among the regions most affected by these earthquakes. To assist disaster victims, the provincial and district governments in NTB provided direct assistance in the form of cash financing for home re-building, life insurance, financing for temporary and permanent housings, death benefits for families of victims, and economic assistance for disaster victims. In accordance with the Minister of Social Affairs Regulation No. 4 of 2015 on Direct Assistance in the form of Cash for Disaster Victims, as well as the regulations in place in NTB and the practices that are observed there, the distribution of assistance to disaster victims requires the possession of legal identity documents.

As a result of the experience of these earthquakes, the Ministry of National Development Planning (KemenPPN/Bappenas) conducted this study in collaboration with Governance for Growth (KOMPAK) and the Center for Child Protection and Wellbeing at the University of Indonesia (PUSKAPA). This study aims to highlight the conditions of, challenges to, and opportunities for CRVS services in disaster situations. The findings of this study have been used to put forward recommendations for strengthening the emergency response system and for increasing disaster preparedness in the CRVS sector. This study conducted a literature review, regulatory and policy review, focus group discussions at the national level, as well as in-depth interviews with local governments, civil society organizations (CSOs), and communities in the North Lombok District in West Nusa Tenggara and the Sigi District in Central Sulawesi. Sigi was selected for this study as a comparable disaster-affected district that did not receive KOMPAK assistance. The region experienced a series of major catastrophic events (earthquakes, liquefaction, and floods) with devastating impacts.

¹ The Population Identification Number (NIK) is a citizen identity number that is unique or distinctive, and is exclusively attached to any person who is registered as an Indonesian citizen.

This study finds that central and local governments have issued a number of policies for providing residents access to a wide range of post-disaster services. However, these policies have not yet been integrated and have not been translated into guidelines to facilitate the operationalization of services in disaster management, social assistance, or the CRVS sector. Law No. 24 of 2007

on Disaster Management and its derivative regulations have established essential mechanisms for disaster management, from the pre-disaster to post-disaster stage. Law No. 23 of 2006 on Population Administration (as amended by Law No. 24 of 2013) has also created regulations that apply specifically to services for victims of natural disasters. In addition, Law No. 11 of 2009 and its derivatives have also set in place a social services framework for victims of natural disasters. In practice, this study has identified a lack of involvement by the CRVS sector in the process of distributing post-disaster social assistance. Regulations regarding the systems that are used by Disaster Handling, Shelter, and Protection Clusters have not included the provision of CRVS services into these clusters, both at the central and local level.

The restoration of facilities, infrastructures, and human resources is a huge challenge for local authorities in resuming CRVS services following disaster events.

The disasters in North Lombok and Sigi destroyed essential facilities and infrastructures such as roads or internet networks, and inflicted damage on the Population and Civil Registration Offices (Disdukcapil), destroying the Disdukcapil computer server, legal identity document templates, as well as other essential equipment. This study observed several good practices in North Lombok and Sigi, including: the restoration of basic infrastructure (roads, networks, power grids, etc.) by disaster response teams, the deployment of teams by the Ministry of Home Affairs to restore servers and provide legal identity document templates as well as other CRVS service equipment, and the construction of temporary service stations by the district Disdukcapil offices.

Following a disaster event, Disdukcapil staff members -- who are also victims themselves -- are tasked with the duty to administer CRVS services as quickly as possible, and they are therefore confronted with an increasingly heavy workload. Without adequate briefings and guidelines, Disdukcapil staff members will have difficulty performing services in an optimal manner. In both regions covered in this study, Disdukcapil staff members, who were also affected by the disasters, had to provide services immediately after the disasters had occurred. The government, or any other party, did not provide any form of psychological counselling support, which is crucial for staff members to remain prepared in the midst of such disasters. This lack of counselling has psychological repercussions for staff members who are asked to keep working while nevertheless remaining vulnerable to post-disaster trauma. However, it has to be acknowledged that the Home Affairs Ministry's response, which deployed seven teams to facilitate CRVS services in areas affected by the earthquakes, liquefaction, and tsunami in Central Sulawesi (Palu City, Sigi District, and Donggala District), was extremely helpful in reducing the heavy workload of district/municipal governments.

In relation to the new registration or reissuance of legal identity documents for disaster victims, this study found that District Dukcapil Offices had difficulty in following the usual procedures due to a lack of technical guidelines on how to administer CRVS services in disaster situations. The creation of a special data collection team,

the use and procurement of special forms, as well as the need for various certificates, were all deemed to be unrealistic considering the impact of the disaster. Because of these limited technical guidelines, the study found that different post-disaster service practices were implemented in North Lombok and Sigi, and found that these practices were initiated by each District Dukcapil Office in the respective districts. Some of the initiatives that this study identified include: establishing data collection teams that involve civil society organizations, providing outreach services to shelters and villages, simplifying the requirements in obtaining legal identity documents, using the Population Administration Information System (SIAM) as the only tool for the verification and validation of applications, cooperating with village authorities in facilitating legal identity document services, and issuing legal identity documents without having to go through the process of issuing a Certificate as a Substitute for Legal Identity Documents (SKPTI) and a Certificate of Civil Registration (SKPS).

The study also found that the use of NIKs as a means of validation for receiving social assistance actually inhibited the process of dispensing assistance, since not all recipients have a NIK or have been registered in SIAK.

Although existing policies have stipulated that other documents can be used in lieu of legal identity documents as a prerequisite for receiving social assistance, the study found that local governments made NIKs an absolute requirement for distributing such assistance. As a result, disaster victims who did not have a NIK were frequently prevented from accessing assistance, including direct cash assistance. Although the NIK was used as the primary means of validation, other challenges observed in this study were related to the validation process itself. Local government agencies that are tasked with logging prospective assistance beneficiaries frequently find incorrect or incompatible NIK data within SIAK. As a result, the data of prospective recipients were often incorrect or invalid, thus forcing local government agencies to recollect data.

Good practices observed in both KLU and Sigi highlight the significant role of CSOs in supporting post-disaster CRVS services.

However, the involvement of CSOs has not been expressly stipulated in regulations regarding the CRVS sector. In both districts, CSOs were able to provide post-disaster data on the need for a legal identity document, which served as the basis for District Dukcapil Offices to identify areas in need of outreach and to subsequently plan and budget for the allocation of staff and equipment.

Post-disaster CRVS services require a large budget, and District Dukcapil Offices were not equipped with an emergency budget. To overcome budget limitations, District Dukcapil Offices had to make adjustments to existing budget allocations, collaborate with local CSOs to use their budgets, and submit adjustment requests to the Amended Local Budget (APBD Perubahan). Although CRVS data can provide a wide range of information for disaster management planning, this study nevertheless did not manage to find any evidence of successful practices in using CRVS data for this purpose.

To address the various challenges that arise in disaster situations, this study recommends that the central and local government should make adjustments to CRVS service systems specifically for disaster situations. Minister of Home Affairs Regulation No. 96 of 2019 on the Data Collection and Issuance of Legal Identity Documents for CRVS Vulnerable Populations is already a solid framework, but it needs to be accompanied by technical guidelines to set in place the coordination and involvement of CSOs. Providing technical knowledge on post-disaster CRVS services, and strengthening the human resources that are also affected by disasters, are crucial to ensure that service restoration can be carried out effectively. No less important is the need for the government to budget for and procure the necessary tools and equipment for administering CRVS services in post-disaster situations. The Ministry of Home Affairs and District Dukcapil need to strengthen their role in the sharing and use of data that can support disaster mitigation and assistance distribution for disaster victims. This study also recommends that the Ministry of Home Affairs should issue operational guidelines on disaster mitigation and infrastructure procurement in disaster-prone areas. The involvement of the Ministry of Home Affairs in the Shelter and Protection cluster is also important to further ensure the effective distribution of assistance to disaster victims.

This report, titled "CRVS Services in Disaster Situations", documents the lessons learned on the role and status of CRVS services in disaster situations. Despite focusing on only two disaster-affected regions and one specific type of natural disaster, this report nevertheless provides important information that can be used as the basis for improving the governance of disaster preparedness and disaster management in Indonesia. This report presents ten key findings that are based on the research conducted for this study, and provides an elaborate discussion that can serve as a reference for the government in achieving its targets specified in the National Medium-Term Development Plan (RPJMN) and Presidential Regulation No. 62 of 2019 on the National Strategy for the Acceleration of Strengthening Civil Registration and Vital Statistics (Stranas AKPSH).

Key Findings

This study has identified a number of key findings, including:

1. The central government has created various policy frameworks that regulate CRVS services in disaster situations. However, these policies still need to be translated into technical guidelines to ensure easier service implementation and to strengthen regional coordination.
2. This study has classified post-disaster CRVS services into three broad categories. These are: (1) Recovery of facilities, infrastructure, and human resources in order to restore CRVS services, (2) civil re-registration and registration after a disaster, and (3) connecting CRVS data to post-disaster social assistance/services.
3. The facilities and infrastructures of the KLU and Sigi District Dukcapil Offices, including their servers and networks, were severely damaged, and these offices also lost a lot of the equipment necessary to perform CRVS services. Rapid response from central and local governments was key in supporting post-disaster CRVS services. Some of the identified responses include: (1) Ministry of Home Affairs provided human resources at disaster sites, restored servers, and sent equipment, and blank templates for CRVS services, and (2) the local government or Dukcapil Office assigned locations for temporary services.
4. This study identified the need for psychological strengthening efforts, such as psychological first aid (PFA), for Dukcapil Office staff who themselves were also victims of the disasters before providing CRVS services to disaster victims. In addition, good practices, such as the assistance provided by the seven service teams sent by the Ministry of Home Affairs who took turns coming to Central Sulawesi in order to help with CRVS services, were found to be very helpful in restoring post-disaster CRVS services.
5. Dukcapil Offices faced budget limitations due to the large number of necessities during the disasters. To overcome these budget limitations, District Dukcapil Offices made adjustments to existing budget allocations, used public relief funds, and applied budget adjustments to the Amended Local Budget (APBD Perubahan).
6. Dukcapil Offices did not have technical guidelines/standard operational procedures for CRVS services in disaster situations, and thus had to improvise a number of solutions to speed up post-disaster CRVS services. Such solutions included the formation of a data collection team that involved local NGOs, outreach efforts to refugee shelters and remote villages, the simplification of the requirements to obtain legal identity documents, the use of SIAK as the only verification and validation tool for applicants, cooperation with village organizations to facilitate the issuance of legal identity documents, and the issuance of legal identity documents without SKPTI/SKPS.
7. Minister of Social Affairs Regulation No. 4 of 2015 on Direct Cash Assistance for Disaster Victims stipulates that other documents can be a substitute for the legal identity documents that are a prerequisite for receiving social assistance, such as cash financing for home re-building, life insurance, financing for temporary and permanent housings, death benefits for families of victims, and economic assistance for disaster victims. However, the results of the Key Informant Interviews (KII) suggest that victims were still required to produce a NIK in order to receive social assistance.
8. This study found that the distribution of social assistance for disaster victims was constrained due to the availability of NIK data of social assistance recipients. The data on prospective recipients of post-disaster assistance often does not come with a NIK, or when it does, it often shows an incorrect NIK. Furthermore, District Dukcapil Offices had difficulty identifying the NIK of prospective social assistance recipients in the SIAK due to the absence or inaccuracy of supporting data, including the names of recipients and the names of recipients' mothers.
9. Although acknowledge as important, the role of the CRVS sector in distributing social assistance to disaster victims has not been accompanied by the involvement of the CRVS sector in the Shelter and Protection Cluster at the national, provincial, or district/municipality levels.
10. Civil society organizations are instrumental in helping Dukcapil Offices determine the area of outreach efforts by CRVS services to refugee shelters and villages, providing assistance in the form of human resources and equipment, and in providing funding for post-disaster CRVS services.

A

Background

During July-August 2018, the island of Lombok, West Nusa Tenggara, experienced three massive earthquakes, which occurred on July 29, August 5, and August 19. The first earthquake hit on July 29, 2018, measuring at 6.4 Moment Magnitude (Mw), followed by 124 aftershocks within less than four hours. The second earthquake rocked the island on August 5, 2018, with a magnitude of 7 Mw, followed by 447 aftershocks that lasted until August 10, 2018. Another earthquake hit on August 19, 2018 with a magnitude of 6.5 Mw along with five aftershocks. Data from the National Disaster Management Agency (BNPB) recorded, as of October 1, 2018, more than 560 deaths, 445,343 people displaced, and 149,715 houses damaged as a result of the West Nusa Tenggara earthquakes.² This data does not include people who lost their livelihood, families who lost their primary providers, and those who succumbed to poverty due to the disaster.

Besides the Lombok earthquakes, Indonesia has experienced and continues to be threatened by a multitude of disasters. Sitting atop three tectonic plates: the Australian plate, the Pacific plate, and the Eurasian plate, Indonesia is among several countries with a high potential for disasters. The potential for such disasters includes earthquakes, tsunamis, and volcanic eruptions. In addition, due to its nature as a vast archipelago located on the Earth's equator, Indonesia is also vulnerable to various types of hydrometeorological disasters, including floods, flash floods, landslides, extreme weather, tornadoes, and forest and land fires. Based on the Disaster Hazard Index developed by the National Disaster Management Agency, or BNPB, 396 out of 494 districts/ municipalities are classified as High-Risk Zones.

The poor and vulnerable are among those most affected by disasters.

According to a study by the Economic and Social Commission for Asia and the Pacific, or ESCAP, the poor invest less in preventing and mitigating the adverse effects of natural hazards and environmental changes, have limited access to disaster early warning and preparation services, and hold lower-quality assets that are more vulnerable to disasters.³ The ESCAP study also shows that in 117 countries, the consumption capacity of the poorest 20% of the population falls drastically after a disaster, which significantly affects their wellbeing. This finding is in line with a World Bank report on the Aceh tsunami, which states that natural disasters have caused immense social, economic and environmental devastation to areas that were already poor.⁴ Based on the models used to ascertain these findings, it can be estimated that roughly 32% of the poor population in the North Lombok District (KLU),⁵ which is the area that was most damaged after the West Nusa Tenggara Earthquakes (See Table 1), were at risk of suffering enormous losses.

² Research and Development Agency of the Ministry of Public Works and Public Housing, A Study of the Lombok Earthquakes in the West Nusa Tenggara Province, retrieved from <http://litbang.pu.go.id/puskim/source/pdf/kajian%20gempa%20lombok.pdf>, p. 3.

³ Stephane Hallegatte, et al., Unbreakable: Building the Resilience of the Poor in the Face of Natural Disasters, retrieved from <https://openknowledge.worldbank.org/handle/10986/25335>, p. 43.

⁴ World Bank, Aceh Public Expenditure Analysis Spending for Reconstruction and Poverty Reduction, retrieved from <http://siteresources.worldbank.org/INTINDONESIA/Resources/226271-1168333550999/APEAfinal-3.pdf>, p. 5. See also: Jun E.Rentschler, Why Resilience Matters Poverty Impacts of Disasters, retrieved from <http://documents.worldbank.org/curated/en/613071468159301542/pdf/WPS6699.pdf>, p. 7.

⁵ This figure is the poverty rate of the North Lombok District in 2017. North Lombok District Bureau of Statistics, 2010-2017 Percentage of Poor Population in the North Lombok District, retrieved from <https://lombokutarakab.bps.go.id/dynamictable/2016/11/13/7/persentase-penduduk-miskin-kabupaten-lombok-utara-2010-2018.html> - utara-2010-2018.html.

Table 1. Consequences of the West Nusa Tenggara Effects⁶

District	Deaths	Injuries	House Damaged/ Destroys	Public Offices/ Dacilities Damaged	Refugees
North Lombok	467	829	38,497	609	101,735
West Lombok	44	399	55,497	526	116,453
East Lombok	31	122	15,642	1,865	104,060
Central Lombok	2	3	11,232	357	13,887
Mataram City	9	63	4,446	176	18,894
Sumbawa	6	53	9,040	285	49,188
West Sumbawa	5	115	15,361	*	41,126
Total	564	1,584	149,715	3,818	445,343

*data is currently being collected, Source: BNPB website as of October 1, 2018

The Indonesian Government has provided various forms of social assistance to reduce the adverse effects of disasters on the survival and welfare of the population. Article 15 of Law No. 11 of 2009 on Social Welfare (the Law on Social Welfare) mandates the provision of direct assistance, accessibility, and strengthening institutions as a form of social assistance to individuals, families, groups, and/or communities affected by social shocks, including natural disasters. Direct assistance is particularly important so that disaster victims can resume their normal lives. Government Regulation No. 39 of 2012 on the Implementation of Social Welfare (PP 39/2012) specifies nine types of direct assistance. Subsequently, Minister of Social Affairs Regulation No. 1 of 2013 on Social Assistance for Disaster Victims (Permensos 1/2013) added two additional types of direct assistance, resulting in a total of 11 types of direct assistance available today.⁷ Given its utmost importance, the Ministry of Social Affairs has issued Minister of Social Affairs Regulation No. 4 of 2015 on Direct Cash Assistance for Disaster Victims (Permensos 4/2015) to regulate the distribution of direct cash assistance to disaster victims.

Table 2. Types and Requirements of Direct Cash Assistance for Disaster Victims⁸

No.	Type of Direct Cash Assistance	Description	Legal Identity Document(s) Required
1	Cash assistance for housing materials	Assistance to finance the purchase of building materials for victims whose houses have been damaged; per household	Photocopy of legal identity document or domicile statement of the head of household from a subdistrict official or village head
2	Living assistance	Assistance to support the living costs of individual disaster victims	Legal identity document or domicile statement from local government agency
3	Household amenities assistance for temporary and permanent housings	Assistance to provide household equipments/amenities for individual households	Legal identity document or domicile statement from local government agency

⁶ National Disaster Management Agency. "Don't Forget, Thousands of Lombok-Sumbawa Earthquake Victims Still Need Our Assistance." Retrieved December 12, 2009, from <https://bnpb.go.id/jangan-lupa-ribuan-korban-gempa-lombok-sumbawa-juga-masih-memerlukan-bantuan-kita>.

⁷ Direct assistance includes (1) Clothing, food, and shelter, (2) Health services, (3) Provision of temporary shelters, (4) Psychosocial therapy services at protection shelters, (5) Housing materials and/or cash assistance through bank transfers, (6) Fee waivers to process legal identity documents, (7) Provision of affordable and basic necessities, (8) Provision of public kitchens, clean water, and healthy sanitation, (9) Funeral services, (10) Compensation for disaster victims in the form of waived medical treatment fees or bereavement payment to the family of heirs-at-law, (11) Basic economic recovery assistance in the form of productive economic business assistance through money transfers for victims.

⁸ Minister of Social Affairs Regulation No. 4 of 2015 on Direct Cash Assistance for Disaster Victims (State Gazette of the Republic of Indonesia No. 559, 2015)

4	Bereavement payment for heirs-at-law	Assistance provided to the heirs-at-law of each family member who died in a disaster	Legal identity document or domicile statement from local government agency
5	Strengthening the economic capacity of disaster victims	Assistance for disaster victims with low socio-economic status to support their family business	Legal identity document or domicile statement from local government agency

Civil registration and vital statistics (CRVS) services play a key role in supplying data and providing the legal identity documents required to access social assistance. The CRVS system captures personal data and population records in a region at a given time, and records the vital events of the individuals of that particular population. This data can be used as the basis for calculating the provision of social assistance, initial mapping of the affected population, as well as the basis for the verification and validation of assistance recipients. The CRVS system also provides legal identity documents, which serve as an individual's proof of legal identity to exercise the right to government assistance.

The experience of the West Nusa Tenggara disaster confirms the crucial role of legal identity documents in the distribution of direct cash assistance to disaster victims. In general, legal identity documents are increasingly required as a mechanism to account for the distribution of assistance immediately after a disaster. Legal identity documents are also required by banks for residents who wish to open an account as a direct beneficiary of government assistance, or who wish to access their savings if their passbook was lost or damaged in a disaster.

The absence of legal identity documents can pose an obstacle for people in obtaining direct assistance. This is concerning given that the 2018 National Socio-Economic Survey (SUSENAS), which was conducted before the earthquakes, estimates that not every member of the West Nusa Tenggara population - especially in the North Lombok District - has legal identity documents.

This gap in legal identity document ownership disproportionately affects the poor and poorest. The 2018 SUSENAS data shows that 67.9% of the population who do not have a birth certificate in West Nusa Tenggara, and 67% of the population who do not have a birth certificate in North Lombok, are the poor and poorest.⁹ However, until the writing of this report, no data was available that could provide an accurate indication of the number of legal identity documents that were lost or damaged across the province following the disaster.

Table 3. Overview of Birth Certificate and Population Identification Number (NIK) Ownership Rates¹⁰

Category	Nationwide	West Nusa Tenggara Province	North Lombok District	North Lombok District Dukcapil Office
	*Based on 2018 SUSENAS			*as of July 2018
Birth Certificate ownership among all children	83,8% (estimate: 70,679,958)	80,3% (estimate: 1,402,720)	92,9% (estimate: 72,198)	Not yet available
Birth Certificate ownership for children under-5	72,1% (estimate: 17,012,564)	60,2% (estimate: 300,042)	85,3% (estimate: 19,826)	Not yet available
Birth Certificate ownership for children under-1	51,8% (estimate: 2,487,367)	31,5% (estimate: 31,427)	49,1% (estimate: 1,728)	Not yet available

⁹ 2018 SUSENAS data, processed by PUSKAPA UI.

¹⁰ BPS, 2018 National Socio-Economic Survey

NIK ownership (all population)	93,8% (estimate: 247,861,049)	95,4% (estimate: 4,768,240)	95,9% (estimate: 209,026)	Not yet available
NIK ownership among all children	90,3% (estimate: 75,129,707)	89,7% (estimate: 1,589,641)	93,7% (estimate: 72,943)	Not yet available
NIK ownership for children under-5	75,1% (estimate: 17,761,382)	73,2% (estimate: 366,662)	85,5% (estimate: 19,870)	Not yet available
NIK ownership for children under-1	50,8% (estimate: 2,449,641)	42,4% (estimate: 42,754)	41,0% (estimate: 1,443)	Not yet available

The disasters in West Nusa Tenggara and other regions show that the loss of legal identity documents can prevent people from receiving much-needed assistance.¹¹ Integrating CRVS services into disaster preparedness and post-disaster recovery mechanisms is therefore necessary as they are directly related to important processes such as assistance distribution as well as post-disaster rehabilitation and reconstruction. CRVS services before and after a disaster event can produce data that can be used by the government to plan assistance for disaster victims. For the community, moreover, CRVS services can help replace the legal identity documents that were lost in a disaster, which can be used to meet the requirements for receiving assistance.

Although its importance has been acknowledged, the post-disaster recovery of CRVS services can be constrained by the various challenges faced by local governments - as these may also be directly affected by the disaster. In the aftermath of the earthquakes, government offices, including the District Dukcapil Office in North Lombok, were severely damaged. As a result, CRVS services were completely disrupted. Not only were the offices destroyed, but the entire staff of the District Dukcapil Office were also victims of the disaster, causing existing services and innovations to grind to a halt.

This study aims to explore the state of CRVS services in post-disaster situations, and produce recommendations for the Government of Indonesia on how to best conduct post-disaster preparations and the recovery of CRVS services. This objective is in line with the implementation of Goal 3.1. of the Presidential Regulation No. 62 of 2019 on the National Strategy for the Acceleration of Civil Registration and Vital Statistics, in particular the Output of analysis and the assessment of the vulnerability and barriers in accessing CRVS services, as well as other policies to facilitate access to CRVS services for vulnerable populations. The primary source of information used in this study is the first-hand experience of the Governance for Growth (KOMPAK) Program and the Center on Child Protection and Wellbeing of the University of Indonesia (PUSKAPA) in assisting and facilitating the recovery of CRVS services in North Lombok, West Nusa Tenggara. To complement our analysis, this study also collected similar information in the post-disaster area of Sigi, Central Sulawesi.

¹¹ Radar Mandalika, Management of Assistance Constrained by Missing Documents, article retrieved from <http://radarmandalika.net/pengurus-bantuan-terkendala-dokumen-hilang/>. See also: Okezone, Palu Residents Queue at Dukcapil to Process Legal Identity Documents Lost in the Earthquake, retrieved from <https://news.okezone.com/read/2018/11/05/340/1973327/warga-palu-antrre-urus-missing-population-lost-due-to-earthquake-in-dukcapi-office-documents>.

B

Objective

Based on the aforementioned background, this study aims to:

1. Collect information related to the post-disaster CRVS service recovery process in West Nusa Tenggara (particularly North Lombok) and Central Sulawesi (particularly Sigi).
2. Collect information on the use of CRVS data in the post-disaster recovery process in both locations.
3. Develop a framework for integrating CRVS services into disaster preparedness strategies, disaster risk reduction efforts, and emergency response mechanisms that involve various stakeholders at the district/ municipality, provincial, and national levels.

C

Study Methodology

1. Literature Review

The literature review for this study was carried out in two stages. During the first stage, publications that were electronically available (computer-based, internet-transmitted) were collected. Document collection began with an exploration of existing publications through Google's search engine using relevant keywords, such as: civil registration, vital statistics, post-disaster, emergency, disaster, population administration, registration data, and population registry. From these search results, we selected publications related to CRVS services in disaster situations and publications that could be accessed freely. The types of publication collected via this electronic search included journal articles, grey literature (in the form of reports issued by institutions), and news media in both Indonesian and English. A total of 28 publications were collected during this stage.

During the second stage, we conducted an initial analysis of the publications that had been found. Initial analysis was conducted to check for relevance and suitability for our research topic, namely CRVS services in disaster situations. Next, we conducted an in-depth analysis of the relevant publications, and finally, synthesized the results of this analysis into various categories and recommendation themes.

2. Review of Technical Guidelines and Regulations

A semi-systematic search for technical guidelines and regulations was carried out by conducting searches on *hukumonline.com* using the keyword *disaster*. To avoid excluding regulations that did not contain the word *disaster* in their title, but that are relevant to the topic, the research team paid close attention to the content of all Laws and Regulations on or related to CRVS and disaster management.

The results of this review yielded a total of 31 technical guidelines and regulations. The analysis process began with a mapping of the laws, government regulations, presidential regulations, and ministerial/agency regulations. Finally, an analysis was carried out on the technical regulations issued by ministries/agencies.

3. Key informant interviews with agencies/offices at the provincial and district/municipality levels

Interviews and focus group discussions were conducted with officials from regional agencies/offices in sectors related to CRVS data collection and post-disaster CRVS service recovery, including the CRVS, regional development planning, disaster management, social, and health sectors. In addition, interviews were also conducted with civil society organizations and community members affected by disasters. The study was carried out in West Nusa Tenggara (NTB) Province with a focus on North Lombok District (KLU), and Central Sulawesi Province with a focus on Sigi District.

North Lombok District was selected because of its status as one of the areas being assisted by Governance for Growth (KOMPAK) serves, and because it received a range of support from KOMPAK for post-disaster CRVS service recovery after the disaster. In the North Lombok district (KLU), interviews were carried out with the Dukcapil Office of NTB Province, KLU Bappeda, KLU Office of Social Affairs, Dukcapil Office of KLU, KLU BPBD, and with three community members who were affected by the earthquake in KLU. A total of 11 participants were involved in this process.

Meanwhile, Sigi was selected because experts consider this district as among those most severely affected by the disaster, especially compared to other areas affected by the earthquake, liquefaction, and tsunami in the PASIGALA region (Palu, Sigi, Donggala). Furthermore, Sigi was selected as a comparable disaster-affected area that does not receive assistance from KOMPAK. In Sigi District, interviews were carried out with the Dukcapil Office of Central Sulawesi Province, Center for Disaster Data and Information of Central Sulawesi Province, Office of Social Affairs Central Sulawesi Province, Sigi District Bappeda, Sigi District Health Office, Sigi District BPBD, Office of Social Affairs of Sigi District, Sigi District Dukcapil Office, Assistant Regent of Sigi District, UNICEF disaster response team, NGO Karampuang, and with two community members who were affected by the disaster. A total of 16 participants were involved in this process.

4. Focus Group Discussions with Relevant Line Ministries/Agencies (K/L) at the Central Level

Focus group discussions were conducted only after the research team had completed the literature review and had mapped out the relevant laws, government regulations, presidential regulations, and ministerial/agency regulations. This was done to validate the preliminary findings and to confirm the flow of information as well as the role of coordination among Line Ministries/Agencies in the provision of CRVS services during disasters. Focus group discussions were conducted at the central level by inviting the Directorate General of CRVS of the Ministry of Home Affairs, Directorate General of Social Protection and Security of the Ministry of Social Affairs, Deputy for Regional Development of Bappenas, Deputy for Population and Manpower Affairs of Bappenas, Deputy for Coordination of Social Vulnerability and Disaster Impacts of the Coordinating Ministry for Human Development and Cultural Affairs, Deputy for Prevention and Preparedness of BNPB, Deputy for Emergency Management of BNPB, Deputy for Rehabilitation and Reconstruction of BNPB, Ministry of Health's Health Crisis Center, and BNPB Disaster Data, Information, and Communication Center, and also a number of non-governmental organizations engaged in disaster management. Our team of researchers, moreover, invited District Dukcapil Office representatives from South Halmahera, Central Bengkulu, Pandeglang, and Mandailing Natal to confirm the study findings and to explore the good practices that had been implemented. The four District Dukcapil Offices were selected because of their experience with handling CRVS services during disasters, the variety of disasters they had experienced, and the degree of proximity to their provincial capitals.

Our research team compiled the participants' contributions to the focus group discussions and grouped them into seven categories: human resources, facilities, infrastructure, systems and procedures, budgeting, service connectivity, and data availability. The data from the FGDs and their results are presented in section 2-4 of our findings. Finally, the research team provided recommendations in the form of specific scenarios that lay out the role of coordination and information flows between line ministries/agencies in providing CRVS services in a disaster situation, which are informed by the potential severity of such disasters.

5. Study Limitations

Due to limited time and resources, this study only collected direct field data in two districts: North Lombok and Sigi. However, the researchers attempted to corroborate the findings on these two regions with local governments from other regions as well as civil society organizations, and Line Ministries/Agencies. This was done to examine whether the findings obtained in these two regions matched the experiences in other regions as determined in the FGD consultations.

This study, moreover, does not discuss social disasters in detail. The initial design of this study was intended to capture the status of post-disaster CRVS services and their ability to respond during natural and social disasters. However, throughout the research process, from the fieldwork to focus group discussions, no information was found regarding the occurrence and management of social disasters on the ground.

D

Study Findings

1. How CRVS Fits into Disaster Preparedness and Emergency Response Systems in Indonesia

Our review of laws and regulations ascertained three important issues on relationships between CRVS services and emergency response and disaster preparedness systems: (a) The role of CRVS in strengthening emergency response and disaster preparedness systems, (b) recovery of CRVS services in a disaster situation, and (c) contribution of public services in other sectors to post-disaster CRVS services .

a. The Role of CRVS in Strengthening Emergency Response and Disaster Preparedness Systems

CRVS plays an important role in disaster situations due to the great benefits that the availability of CRVS data provide. In principle, CRVS data can be used to provide information about what happens to individuals and communities before, during, and after a disaster. Through the CRVS system, deaths during the disaster and births after the disaster can be recorded, both during or after evacuation.¹²

CRVS also provides benefits at the individual level during and after a disaster.

At the individual level, CRVS is useful for 1) facilitating the services that are provided during the emergency response and recovery period, and to ensure faster and more accurate distribution of basic needs, health services, and living allowances, 2) helping child protection offices/agencies identify children who are separated from their parents or families, 3) assisting in child protection to prevent and eliminate the exploitation of children, such as marriages between children or child labour after a disaster.¹³

¹² Gerard A Finnigan, Cause-Specific Mortality and Natural Disasters: The Urgent Need for Change , retrieved from <https://reliefweb.int/sites/reliefweb.int/files/resources/Cause-specific-mortality-and-natural-disasters-1.pdf> . See also Dell D. Saulnier, et al. Disaster risk reduction: Why do we need accurate disaster mortality data to strengthen policy and practice ?, retrieved from https://reliefweb.int/sites/reliefweb.int/files/resources/65748_f110finalvirginiamurraydisasterrisk.pdf on 10 December 2019, see also UNICEF, Birth Registration and Armed Conflict, retrieved from [https://www.unicef.org/protection/birth_registration_and_armed_conflict\(1\).pdf](https://www.unicef.org/protection/birth_registration_and_armed_conflict(1).pdf) on 10 December 2019, and Penny Ward, Janis Ridsdel, and Nicoleta Panta, Birth registration in emergencies: a review of best practices in humanitarian action, retrieved from https://www.ohchr.org/Documents/Issues/Children/BirthRegistrationMarginalized/PlanInternationalGeneva_5.pdf on 10 December 2019.

¹³ Penny Ward, Janis Ridsdel, and Nicoleta Panta, *ibid.*, See also Carla Abouzahr et al., Towards a Research Agenda for Civil Registration and Vital Statistics in the Asia-Pacific Region, retrieved from <https://www.oecd-ilibrary.org/docserver/658b0d93-en.pdf?expires=1575986084&id=en&accname=guest&checksum=68B3CF6BE7510013D4BFF7DE0038A597> on 10 December 2019., see also Claire E. Chat and Hebe Gouda, Civil Registration and Vital Statistics, Emergencies, and International Law: Understanding the Intersection, retrieved from <https://academic.oup.com/medlaw/article-abstract/25/2/314/3872160> on 10 December 2019.

From the literature review, we identified several types of post-disaster services related to the CRVS in the following table.

Table 4. Services Related to CRVS Services

Post-Disaster Services	Relationship with CRVS	Legal Basis
Financing of building material for a house, financing of living allowance, financing of temporary and permanent household equipments/amenities, financing of bereavement payment for heirs-at-law, financing of economic empowerment of disaster victims	The distribution of assistance requires a photocopy of a legal identity document or a statement of domicile status for the head of the family from a subdistrict official or head of village government.	Government Regulation No. 21 of 2008 on Disaster Management (State Gazette No. 42 of 2008, Supplement to State Gazette No. 4828) Minister of Social Affairs Regulation No. 4 of 2015 on Direct Cash Assistance for Disaster Victims (State Gazette of the Republic of Indonesia No. 559, 2015)
Assistance for farmers/farmer groups affected by the disaster	The CRVS sector can provide the identity of the farmers/farmer groups affected by the disaster.	Minister of Agriculture Regulation No. 50/Permentan/OT.140/6/2007 on the Guidelines for Disaster Management in the Agriculture Sector
Issuance of land certificates, statement of land measurement, and replacement certificates	The CRVS sector issues legal identity documents as part of the requirements for the application	Head of the National Land Agency Regulation No. 6 of 2010 on Disaster Management and Restoring Community Rights to Land Assets in Disaster Areas
Medical Assistance, Government Rice Reserve Assistance, Fishing Business Facilities and Infrastructure Assistance, Fish Cultivation Facility and Infrastructure Assistance, and Salt Production Facilities and Infrastructure Assistance	The CRVS sector can provide the identities of fishermen affected by the disaster	Minister of Marine Affairs and Fisheries Regulation No. 12/Permen-KP/2014 of 2014 concerning the Protection of Fishermen, Fish Cultivators, and Community Salt Farmers Affected by Natural Disasters (as amended by Minister of Marine Affairs and Fisheries Regulation No. 22 / Permen-KP/2014).
Bank account creation service as a means of channeling social assistance	The distribution of Social Assistance in the form of money from Social Assistance provider is made through the provider's bank to the account of the Social Assistance recipient. With this mechanism, recipients of social assistance would need legal identity documents that can verify their NIK in order to open bank account and receive social assistance.	Minister of Social Affairs Regulation No. 1 of 2013 on Social Assistance for Disaster Victims (Permensos 1/2013)

The role of CRVS services in providing legal identity documents is also a determinant in ensuring the fast and accurate distribution of social assistance, which ultimately affects the ability of local governments to meet the minimum service standard (SPM) targets before, during, and after a disaster.

In the public and social housing sector, Minister of Home Affairs Regulation No. 100 of 2018 on the Application of Minimum Service Standards for Provincial and District/Municipal Governments mandates that the Provincial and District/Municipal Governments provide livable housing, social protection and security to all disaster victims, i.e., a target of 100% housing coverage. The requirement of legal identity documents for obtaining assistance, however, will result in a failure to reach this target (i.e., stay below 100%).

Table 5. Minimum Targets for Provincial and District/Municipal Governments in A Disaster Situation in the Public and Social Housing Sector

Service Area	Basic Service Types	Achievement Indicators	Achievement Target	Delivery Period
Provincial Level				
Public Housing	Provision and rehabilitation of habitable houses for victims of disasters at the provincial level	Proportion of citizens affected by disasters who have obtained livable housing	100%	Every year
Protection	Social protection and security during and after disaster emergency response for victims of disasters at the provincial level	Proportion of disaster victims at the provincial level who have received social protection and security during and after disaster emergency response.	100%	Every year
District				
Public Housing	Provision and rehabilitation of habitable houses for victims of disasters at the provincial level	Proportion of citizens affected by disasters who have obtained livable housing	100%	Every year
Protection	Social protection and security during emergency response and post-disaster recovery for disaster victims at the district/municipal level	Proportion of disaster victims at the district/municipal level who have received social protection and security	100%	Every year

b. Policies on Post-Disaster CRVS Service Recovery

Existing laws and regulations have established a set of mechanisms for CRVS services in disaster situations so that these can effectively support other post-disaster services. These regulations cover three aspects: (1) special CRVS services for victims of natural disasters, (2) overall restoration of CRVS services, and (3) budgeting of services in disaster situations.

1) Special CRVS services for victims of natural disasters

The government has made efforts to accommodate the specific needs of CRVS services in post-disaster situations by setting up various mechanisms to administer special services. Law No. 23 of 2006 on Population Administration (as amended by Law No. 24 of 2013) regulates that a special service mechanism applies to victims of natural disasters so that it is easier for them to obtain new documents that can replace damaged or lost legal identity documents. This mechanism is specified in the Minister of Home Affairs Regulation No. 11 of 2010 on the Guidelines for Data Collection and Issuance of Legal Identity Documents for CRVS Vulnerable Populations (Permendagri 11/2010).

Special CRVS services for victims of natural disasters are provided through a mechanism for the data collection on CRVS vulnerable populations, and the issuance of certificates that serve as a substitute for legal identity documents. According to Minister of Home Affairs Regulation No. 11 of 2010, post-disaster CRVS services should be carried out during the rehabilitation stage by the District/Municipality Data Collection Team in coordination with the Provincial Data Collection Team.¹⁴ A District Dukcapil Office then determines the locations for data collection, and sets out to collect the data on natural disaster victims. During the data collection process, residents who have been recorded in the population database must fill out forms FR-1.01 and FR-1.02, while those who have not been recorded in the population database must complete form F-1.01 in addition to FR-1.01 and FR-1.02.¹⁵ The District/Municipality Dukcapil Office will take a photograph of individual residents and issue a Certificate as a Substitute for Legal Identity Documents (SKPTI) and a Certificate of Civil Registration (SKPS) no later than seven days after the submission of these forms. The SKPTI is valid for one year, and serves as a temporary proof of legal identity, which can be used to obtain a new Family Card (KK) or ID Card (KTP) and to replace those that were lost or damaged in a disaster. The SKPS is valid for one year as a temporary proof of identity, and can be used to obtain a new Second Excerpt of Civil Registration Certificate if the old one was lost or damaged in a disaster.

The District Dukcapil Office will issue the KK, KTP, and Second Excerpt/Excerpt of Civil Registration Certificate to residents based on post-disaster special data collection. Article 12 regulates that the KK and KTP are issued to refugees and victims of natural disasters and social disasters who have a permanent domicile in accordance with statutory regulations. The Dukcapil Office withdraws the SKPTI once the KTP and KK are issued. Article 14 of the Minister of Home Affairs Regulation No. 11 of 2010 stipulates that residents must submit an SKPS to obtain a new Second Excerpt of Civil Registration Certificate if the old one was lost or damaged in a disaster.

¹⁴ Articles 5 and 7 of the Minister of Home Affairs Regulation No. 11 of 2010 have specified which officials can be appointed as chairperson and secretary of the provincial data collection team, as well as the district/municipality data collection team. For the Provincial Data Collection Team, the Chairperson position is assumed by the Provincial Secretary, whereas the Secretary of the Data Collection Team is assumed by the Head of the Bureau/Head of the Provincial Office in charge of Population and Civil Registration affairs. For the District/Municipality Data Collection Team, the Chairperson position is assumed by the District/Municipality Regional Secretary, while the Secretary of the Data Collection Team is assumed by the Head of the District/Municipality Dukcapil Office.

Articles 7 and 8 of Minister of Home Affairs Regulation No. 11 of 2010 stipulate that the District/Municipality Data Collection Team is established through a District Head/Mayor's Decree. The team is tasked to: (1) determine the location of data collection, (2) prepare a print-out of family data and population aggregate data, (3) provide technical guidance for enumerators, (4) carry out data collection, (5) record fingerprints, (6) carry out verification and validation of FR-1.01 form and/or resident biographic profile form (F-1.01) data, (7) coordinate the issuance of SKPTI and SKPS, (8) process and present the results of data collection at the subdistrict level; and (9) generate periodic reports based on data collection results.

The Provincial Data Collection Team is tasked with: (1) the coordination of data collection activities and issuance of legal identity documents, (2) facilitating data collection activities, (3) evaluating data collection activities, (4) receiving reports on the results of data collection at the district/municipality level, (5) processing and presenting the results of district/municipality data collection activities, and (6) generating periodic reports based on data collection results.

¹⁵ Before conducting data collection, Article 10 of the Minister of Home Affairs Regulation stipulates that District Dukcapil Office must submit a request to the government to provide a Disaster Victim Population Data Collection form (FR-1.01), Document Loss Declaration Form (FR-1.02), Template of Certificate to Substitute Legal Identity Card (BR-1.01) and Civil Registration Certificate Form (F-2.01).

Note 1. A New Regulation on Post-Disaster CRVS Services

While the study was underway, the Minister of Home Affairs replaced Minister of Home Affairs Regulation No. 11 of 2010 on the Guidelines for the Data Collection and Issuance of Legal Identity Documents for CRVS Vulnerable Populations with Minister of Home Affairs Regulation (Permendagri) No. 96 of 2019 on Data Collection and Issuance of Legal Identity Documents for CRVS Vulnerable Populations. This new regulation contains a number of key provisions which were not included in the previous regulation.

Permendagri 96 of 2019 replaces the previous mechanism for establishing a data collection team for CRVS vulnerable populations with a mechanism for the division of post-disaster CRVS service coordinators that is based on the scale of a disaster: local disaster, provincial disaster, and national disaster.¹⁶ This role-based mechanism is set up to address local needs for assistance from the Directorate General of Population Administration and Civil Registration and to provide support for data communication networks, e-KTP printing and recording equipment, and blank e-KTP cards. This also addresses local needs for service assistance from the Ministry of Home Affairs in initiating CRVS services.

Scale of Disaster	Coordinator	Mechanism	Support
National Disaster	National Disaster Minister through the Directorate General of Population Administration and Civil Registration	Data collection of affected residents, along with the issuance of legal identity documents, is carried out by establishing an emergency post for CRVS services. The Directorate General also provides supervision and service support to provinces and districts/cities affected by a disaster. The Directorate General is also obliged to provide reporting on the results of data collection and to issue documents to the Minister.	Directorate General: data communication network, e-KTP printing and recording equipment, blank e-KTP cards Provincial Dukcapil Office: E-KTP printing and recording equipment District Dukcapil Office: E-KTP printing and recording equipment
Provincial Disaster	Provincial Dukcapil Office	Data collection of affected residents, along with issuance of legal identity documents, is carried out by establishing an emergency post for CRVS services. The Directorate General also provides supervision and service support to provinces and districts/cities affected by the disaster.	Directorate General: data communication network, e-KTP printing and recording equipment, blank e-KTP cards District Dukcapil Office: E-KTP printing and recording equipment
Local Disaster	District/Municipality Dukcapil Office, or assumed by the Provincial Dukcapil Office if the former has no sufficient capacity	Data collection and issuance of legal identity documents for affected residents are performed by the coordinator using the resources owned by the Directorate General, Provincial Dukcapil Office, and District/Municipality Dukcapil Office. The Directorate General also provides supervision and service support to provinces and districts/cities affected by the disaster.	Directorate General: data communication network, e-KTP printing and recording equipment, blank e-KTP cards Provincial Dukcapil Office: E-KTP printing and recording equipment District Dukcapil Office: E-KTP printing and recording equipment

¹⁶ Articles 3-6

Permendagri 96/2019 has enabled the facilitation and acceleration of CRVS services in disaster situations by integrating them with other emergency response services. The revised Minister of Home Affairs Regulation also determines the administration of CRVS services based on the stage of a disaster: emergency response stage or post-disaster stage. This division will enable CRVS services to better anticipate the adverse effects of disasters and provide data on assistance after a disaster occurs. Data collection services for CRVS vulnerable populations during the emergency response period are intended to accelerate the identification of affected residents.¹⁷ These services include:¹⁸

- a. the provision of population data in areas affected by natural disasters and/or social disasters;
- b. the provision of portable fingerprint, iris and facial recognition equipment;
- c. the use of online-based victim reporting applications and the Dukcapil Self-Service Station or Self-Service Kiosks;
- d. checking individual victim data against population database; and
- e. reporting on the results of victim data checking.

Population data collection in disaster areas can provide initial data for the government to map the impact of a disaster on a population. The provision of biometric identification equipment and the use of disaster victim reporting applications can be of great help for local governments to obtain population data on disaster victims, and especially to identify casualties. Meanwhile, checking victim data against population databases will help other agencies in collecting population data and distributing assistance. Furthermore, providing a mechanism for CRVS services to vulnerable populations can also be used to conduct data collection and verification of disaster victims, issue legal identity documents, and conduct other activities.

Post-disaster CRVS services identify the level of legal identity document ownership and issue legal identity documents. Both of these services can be carried out by on-site visits, services at shelters/refugee camps, online services, and Dukcapil Self-Service Stations. The process of data collection and services provided to CRVS vulnerable populations at the disaster/shelter/evacuation site includes:

- a. Conducting a biometric check to ensure that the individual's data is already recorded in the population database;
- b. Individuals already listed in the population database fill out or are assisted in filling out CRVS Vulnerable Population Data Forms;
- c. Individuals who are not listed in the population database fill out or are assisted in filling out the Biographic Profile Form or Form F-1.01 in accordance with the provisions of laws and regulations; and
- d. A death certificate is issued to deceased individuals in accordance with the provisions of laws and regulations.
- e. If an individual loses their place of residence, is living in a shelter/refugee camp or other temporary places of residence, and has not been listed in the population database, they are issued an SKPTI, which serves as a temporary legal identity document.

This regulation inhibits the issuance of SKPTI to individuals who have not been identified in the SIAK system, and to foreign citizens affected by the disaster. This regulation also uses SIAK as the basis for verifying requests for legal identity documents. Through this mechanism, people should be able to obtain legal identity documents immediately after data collection has been carried out.

¹⁷ Article 7 paragraph (3)

¹⁸ Article 8 paragraph (1)

2) Restoring CRVS services after a natural disaster

The overall restoration or recovery of CRVS services is closely related to the cluster-based disaster management strategy. Head of the National Disaster Management Agency (BNPB) Regulation No. 3 of 2016 on the Command System in Disaster Response Management defines a cluster as "a grouping of actors with similar competences, comprising central or local government agencies, non-governmental organizations, the private sector/business enterprises, and community groups working together in disaster response, led by a coordinator from an agency/institution with technical authority." Based on the Head of BNPB Decree No. 173 of 2014 on National Disaster Management Clusters, the Ministry of Home Affairs is in charge of coordinating the early recovery cluster, which includes revitalizing the functions of village/subdistrict/district/provincial governments, restoring of public services, and supporting government facilities.

Furthermore, other regulations have also given a mandate to the Local Government, with the support of BPBD and/or BNPB, to carry out the rehabilitation of government functions and the restoration of public services after a disaster has occurred. The performance indicators for such rehabilitation efforts are specified in Head of BNPB Regulation No. 11 of 2008 on the Guidelines for Post-Disaster Rehabilitation and Reconstruction.

Table 6. Activities and Performance Indicators for the Rehabilitation of Government Functions and Public Services

Type	Recovery/Rehabilitation Efforts	Outcome Indicators
Recovery of Government Functions	<ul style="list-style-type: none"> a. immediate reactivation of governmental duties and activities; b. rescue and safeguarding of official state and government documents; c. consolidation of government officials; d. restoration of functions and equipment to support government tasks; and e. rearrangement of governmental tasks across relevant agencies/institutions.¹⁹ 	<ul style="list-style-type: none"> a. The return of government officials to active duty b. All state and government documents have been rescued and preserved c. Consolidation and arrangement of the primary tasks and functions of government officials d. Restored function of supporting equipment for government tasks e. Rearranged tasks of relevant agencies/institutions.²⁰
Restoration of Public Service Functions	<ul style="list-style-type: none"> a. rehabilitation and restoration of public service facilities and infrastructure; b. reactivation of public services in relevant agencies/institutions; and c. rearrangement of public service functions.²¹ 	<ul style="list-style-type: none"> a. Every rehabilitation program to restore public service functions must be carried out to meet the performance indicators of each public service component/element b. Indicators for government/office services: RT/RW, County, Subdistrict, District/City can restart public services such as public order, security, permits, etc.

¹⁹ Article 73 Government Regulation No. 21 of 2008

²⁰ Appendix to Head of BNPB Regulation No. 11 of 2008 on the Guidelines for Post-Disaster Rehabilitation and Reconstruction

²¹ Article 74, Government Regulation No. 21 of 2008

Once the rehabilitation phase has been completed, the local government, with the support of BPBD and/or BNPB, will carry out reconstruction. This includes the reconstruction of infrastructure and facilities, improvement of public service functions, and enhancement of primary services in the community. Reconstruction is aimed at ensuring that public services, including CRVS services, can resume as usual.

3) CRVS service budgeting policy in disaster situations

Funding for CRVS services in disaster situations can follow the path of funding used for disaster management services in general, with the exception of funding for special CRVS services for natural disaster victims, which utilizes a data collection mechanism for vulnerable populations.²² Funding can come from State Budget (APBN)/Local Budget (APBD) allocations or other sources of funding that are not allocated in the APBN/APBD. Government Regulation No. 22 of 2008 specifies the number of funding sources for disaster management, which are elaborated in the following table:

Table 7. Sources of Funding in Disaster Management

Disaster Management Stage	Source of Budget		Description
	State Budget (APBN)	Local Budget (APBD)	
Pre-Disaster	Allocated budget for disaster management at the pre-disaster stage in the APBN	Allocated budget for disaster management at the pre-disaster stage in the APBD	Planning, budgeting, implementation, reporting, and accountability for the use of funds in accordance with the provisions of laws and regulations (Article 11)
	Disaster contingency funds (Article 6 paragraph 1)		Used especially for preparedness activities in situations where there is a potential for disaster (Article 14 paragraph 2)
Emergency Response	Allocated budget for disaster management in the APBN for line ministries/agencies (Article 15 paragraph 1 letter a)	Allocated budget for disaster management in the APBD for line agencies/institutions (Article 15 paragraph 1 letter a)	Use is limited by Article 16, Government Regulation No. 22 of 2008
	Disposable funds (Article 6 paragraph 2)	Disposable funds (Article 6 paragraph 3)	<ul style="list-style-type: none"> - Allocated in the BNPB or BPBD budget according to the scope of authority - The local government can propose a Disposable Fund assistance to the Head of BNPB (Chapter III, Head of BNPB Regulation No. 6 of 2008) - Its use is limited by Article 17 of the Government Regulation No. 22 of 2008 and regulated by Head of BNPB Regulation No. 6 of 2008

²² Article 30, Minister of Home Affairs Regulation stipulates that "the cost of implementing population data collection and issuance of legal identity documents for CRVS vulnerable populations is financed from the State Budget (APBN), Provincial Regional Budget (APBD) and District/Municipality Regional Budget (APBD)". This arrangement imposes the implementation of the tasks of the district/municipality data collection team on the District/Municipality APBD, and the implementation of the tasks of the provincial data collection team on the Provincial APBD.

Post-disaster	Allocated budget for disaster management at the post-disaster stage in the APBN	Allocated budget for disaster management at the post-disaster stage in the APBD	Used for rehabilitation and reconstruction (Article 20)
	Social assistance funds in the form of a grant (Article 6 paragraph 5)		Local governments can obtain social assistance funds in the form of grant by submitting an application to the central government (Article 23)
	Disaster assistance (Article 24 paragraph 1)	Disaster assistance (Article 24 paragraph 1)	Disaster assistance consists of bereavement payment, compensation for disabilities, soft loans for productive businesses, and assistance for meeting basic needs.

There are various sources of funding for disaster management. According to Government Regulation No. 22 of 2008, disaster management can use funding from: (1) the allocated budget for disaster management at the post-disaster stage in the APBN/APBD, and (2) social assistance funds in the form of grants. In addition, Article 7 of Government Regulation No. 22 of 2008 opens the possibility of publicly-sourced disaster management funding. When the government receives funds from the public, the central government records this revenue in the APBN, while the local governments record it in the APBD. It is worth nothing that local governments can only receive funds that have been obtained from the domestic community.²³

The administration of CRVS services can be financed by the regional government even though the regional government has not budgeted for this in the APBD. Minister of Home Affairs Regulation No. 13 of 2006 on the Guidelines for Regional Financial Management (amended several times already, most recently by Minister of Home Affairs Regulation No. 21 of 2011) stipulates that expenditures in emergency situations for which a budget is not yet available can be financed through the Revised Regional Budget (APBD-P) mechanism. Article 162 of Minister of Home Affairs Regulation No. 21 of 2011 stipulates that, in the case of an emergency, local governments can make expenditures for which no budget is available; this expenditure is then added to the draft of the revised APBD.²⁴ With this arrangement, local governments can immediately finance urgent activities during an emergency. The expenditure is then included in the revised APBD. Such expenditures can be made from the contingency fund, which, if it is not sufficient, can also use.²⁵

- a) Funds from the rescheduling of performance target achievements for other programs and activities in the current fiscal year;²⁶ and/or
- b) Other available funds.

²³ Article 7 paragraph (4), Government Regulation No. 22 of 2008

²⁴ Article 162, paragraph (2), Minister of Home Affairs Regulation No. 21 of 2011

²⁵ Article 162, paragraph (4), Minister of Home Affairs Regulation No. 21 of 2011

²⁶ Rescheduling of performance target achievements and other activities in the current fiscal year is formulated in advance in the DPPA-SKPD

Funding for expenditures in an emergency for which the budget is not yet available must be formulated in the RKA-SKPD (Local Government Agency Budget and Work Plan).²⁷ Particularly for disaster emergency response needs, expenditures are sourced directly from the contingency budget.²⁸ However, spending for disaster emergency response needs can only be used for the search and rescue of disaster victims, emergency aid, evacuation of disaster victims, and provision of clean water, sanitation, food, clothing, health services, as well as temporary shelter and housing.²⁹

In the event of an emergency occurring after the stipulation of the Revised APBD, local governments can still finance expenditures in an emergency for which no budget is available; these expenditures are indicated in the budget realization report of the Revised APBD.³⁰ The basis for spending on activities in the event of an emergency is formulated in advance in the RKA-SKPD and used as the basis for the ratification of the DPA-SKPD by the PPKD after obtaining the approval of the Regional Secretary.³¹

It is important to pay attention to expenditure financing for which no budget is yet available, such as expenditures for urgent needs, because the criteria for this are regulated by relevant local regulations concerning the APBD.³² Article 162, paragraph (6) of Minister of Home Affairs Regulation No. 21 of 2011 stipulates two types of urgent expenditures:

- a) basic public service programs and activities whose budget is not yet available in the current fiscal year; and
- b) other urgent needs which, if postponed, will cause greater losses for the local government and society.

Furthermore, emergency expenditures must be officially acknowledged in a Regional Head Regulation.³³

4) Contribution of Public Services in Other Sectors to Post-Disaster CRVS Services

The literature review of existing regulations has identified a variety of services that can support the administration of CRVS services in the regions, particularly in relation to the contributions made to data collection by various sectors. The mapping of various regulations shows that line ministries have issued instructions to implementing agencies in the regions to carry out data collection. These various collections of data can serve as a reference for CRVS service providers to conduct outreach and to undertake other actions.

²⁷ Article 162, paragraph (8), Minister of Home Affairs Regulation No. 21 of 2011

²⁸ Article 162, paragraph (8a), Minister of Home Affairs Regulation No. 21 of 2011

²⁹ Article 162, paragraph (8b), Minister of Home Affairs Regulation No. 21 of 2011

³⁰ Article 162, paragraph (9), Minister of Home Affairs Regulation No. 21 of 2011

³¹ Article 162, paragraph (10), Minister of Home Affairs Regulation No. 21 of 2011

³² Article 162, paragraph (5), Minister of Home Affairs Regulation No. 21 of 2011

³³ Article 162, paragraph (11), Minister of Home Affairs Regulation no. 21 of 2011

Table 8. Potential Services to Support CRVS Services in Disaster Situations

Relevant Service	Relationship with CRVS Services
<p>The Head of BNPB or the Head of BPBD will conduct a rapid and accurate initial assessment as the first step during an emergency alert. The assessment is carried out to identify:</p> <ol style="list-style-type: none"> The geographic scope of the disaster Total number of disaster victims Damage to infrastructure and facilities Disruptions to public service and government functions The capacity of natural and manmade resources <p>During the emergency response period, a field command post for emergency response is established, and tasked with providing data, information and materials for decision making for disaster emergency response management.³⁴</p>	<p>The data from the rapid assessment results can become a reference for CRVS service providers to map the coverage area and assess the need for issuing legal identity documents.</p>
<p>The Office of Social Affairs, which is part of the Evacuation and Protection cluster, carries out a number of activities during the emergency response phase, including:</p> <ol style="list-style-type: none"> ensuring coordinated rapid assessments and an effective and coherent analysis of sectoral needs, involving all relevant counterparts; ensuring that the collected data on disaster victims is disaggregated by sex and age, and conducting needs analysis which include the needs of vulnerable groups <p>This is closely related to the mandate of the Disaster Preparedness Cadets (Taruga Siaga Bencana), which includes:</p> <ol style="list-style-type: none"> conduct rapid assessment and reporting the results of identification and recommendations to the post or relevant social service agency/office, as well as coordinate with the Quick Response Team for Social Protection and Security; identify/record disaster victims;³⁵ 	<p>The data from the rapid assessment results can become a reference for CRVS service providers to map the coverage area and assess the need for issuing legal identity documents.</p>
<p>During and after a disaster, the health sector collects disaster data which includes data on the number of dead, missing, severely injured, mildly injured, and displaced. Data can be sourced from the Health Office, health facilities, the community, as well as across sectors and compiled into the Disaster Crisis Management Information System (SIPK-B).³⁶</p>	<p>The data from the rapid assessment results can become a reference for CRVS service providers to map the coverage area and assess the need for issuing legal identity documents.</p>

³⁴ See Articles 21, 22, 49, of Government Regulation No. 21 of 2008

³⁵ See Minister of Social Affairs Regulation No. 26 of 2015, Article 28 of Minister of Social Affairs Regulation No. 28 of 2012, and Article 8 of Minister of Social Affairs Regulation No. 29 of 2012

³⁶ See Minister of Health Decree No. 064/MENKES/SK/II/2006 on the Guidelines for Disaster Crisis Management Information Systems

<p>In the process of determining the beneficiaries of post-disaster social assistance, the social worker/facilitator is in charge of collecting data/information about victims. This is closely related to the tasks of the Evacuation and Protection Cluster, as well as the tasks of the Disaster Preparedness Cadets (Taruna Siaga Bencana) in the post-disaster stage.³⁷</p>	<p>The social worker/facilitator can also record the status of legal identity document ownership of the disaster victims. Social agencies can then provide referral services so that disaster victims can obtain documents.</p>
<p>District/Municipality Office of Social Affairs is tasked with data collection of Persons with Social Welfare Problems (PMKS). PMKS includes disaster victims who were injured, deceased, suffered property losses, experienced psychological shocks, and experienced disruptions in carrying out social functions. District/Municipality Office of Social Affairs performs data collection every three years and updates it every year. The data is reported to the Provincial Office of Social Affairs, to be forwarded to the Minister, who will then establish it as part of the Integrated Data. Data collection is carried out by enumerators, who are subdistrict and/or kelurahan and/or village officials and/or similar officials/designations by involving Subdistrict Social Welfare Workers (TKSK), Youth Organizations, Community Social Workers, and community leaders.³⁸</p>	<p>Social agencies can also record ownership of legal identity documents among disaster victims. Social agencies can then provide referral services so that disaster victims can obtain documents.</p>
<p>In the process of distributing death benefits, the authorized agency, coordinated by BNPB/BPBD, will collect data on the identity of the deceased and the data on their heirs-at-law.³⁹</p>	<p>This data can be used by the District Dukcapil Office to identify someone in the SIAK database and issue a Death Certificate</p>

2. CRVS Services in A Disaster Situation: A Case Study in the North Lombok District, West Nusa Tenggara

a. CRVS Services on the Ground

The North Lombok District (KLU) is one of the regions most affected by the earthquake in West Nusa Tenggara. Between July and August 2018, at least four large-scale earthquakes hit the island: an earthquake with the force of 6.4 Moment Magnitude (Mw) on 29 July, 2018, another of 7.0 Mw on 5 August, 2018, one of 6.2 Mw on 9 August, 2018, and last, an earthquake of 6.9 Mw on 19 August, 2018. Data collected by the National Disaster Management Agency (BNPB) as well as the Regional Disaster Management Agency (BPBD) NTB shows that North Lombok is among the regions most affected by the earthquakes, both in terms of casualties and in terms of damage to public service and general facilities, including education, health, office buildings, religious facilities, and other general facilities.

³⁷ See Articles 35 and 37 of the Minister of Social Affairs Regulation No. 4 of 2015, Minister of Social Affairs Regulation No. 28 of 2012, Article 9 of Minister of Social Affairs Regulation No. 29 of 2012, and Minister of Social Affairs Regulation No. 26 of 2015

³⁸ See Minister of Social Affairs Regulation No. 8 of 2012: Articles 9, 10, 11

³⁹ See Head of BNPB Regulation No. 8 of 2008

The North Lombok District Dukcapil Office was also severely damaged by the earthquake. The office building and its facilities were unusable, the roof and walls of the building destroyed, the floor slanted and cracked, with many CRVS recording devices and computers damaged, and various important documents destroyed or buried in the debris.

Figure 1. North Lombok District Dukcapil Office after the earthquakes



CRVS services at the North Lombok District Dukcapil Office were completely disrupted. Not only were the offices destroyed, but the entire staff of the District Dukcapil Office were themselves also victims of the disaster. As a result, existing services and innovations that had been underway being disrupted. Before the earthquakes hit, the North Lombok District Dukcapil Office had been carrying out a wide range of services in addition to the regular services offered at this office, such as mobile services, birth registration services at public hospitals, and CRVS services in subdistricts and Puskesmas – all of which were completely disrupted in the aftermath of the earthquakes.

b. CRVS Service Response

Coordination between the central, provincial, and district governments was the starting point for the disaster response in North Lombok. First, the NTB Provincial Government corresponded with the Ministry of Home Affairs to ensure the fulfilment of logistics that are necessary for carrying out CRVS services in the region. The NTB provincial government then received assistance in the form of legal identity document recording equipment. Next, the provincial government collaborated with Telkom and the Directorate General of Civil Registration and Vital Statistics of the Ministry of Home Affairs (Dirjen Dukcapil Kemendagri) to provide an internet network so that Dukcapil Offices in the districts could access the servers and continue providing services within three days after the disaster.

Provincial and local governments took several measures to ensure budget availability for the post-disaster service recovery. These included redirecting available budgets and resources, and collaborating with NGOs and development partners. The local government redirected its budget for programs of the Local Government Apparatus (OPDs), which could not be realized due to the impact on post-disaster management. The NTB Provincial Government, through the Community Empowerment Office of the Village CRVS system, redirected

resources from the Dukcapil Offices of surrounding districts by "lending" several items that were needed in the affected districts, such as blank templates, printers, and ink. Dukcapil Offices of other districts that provided these items recorded that these were to be replaced or reimbursed by the "borrower" at a later date. Furthermore, the Ministry of Home Affairs (Kemendagri) and the NTB Provincial Government requested that the North Lombok District Dukcapil Office restart its services, albeit at a diminished capacity both in terms of human resources and infrastructure. In the first week following the earthquakes, staff members began returning to the District Dukcapil Office to salvage anything that could be saved, such as service kits and important documents that had been scattered. By the second week, the District Dukcapil Office had begun providing temporary services by using the remaining equipment and documents that the staff managed to recover.

The KLU District Dukcapil Office collaborated with Non-Governmental Organizations (NGOs) to help provide CRVS services in the aftermath of the disaster. To address the issue of limited human resources as well as the rising demand for services in the district, the office collaborated with an NGO that offered assistance in collecting data on residents whose legal identity documents were damaged/lost during the disaster. In accordance with Minister of Home Affairs Regulation No. 11 of 2010 on the Guidelines for Data Collection as well as Issuance of Legal Identity Documents for CRVS Vulnerable Populations (Permendagri 11/2010), the NTB Provincial Government formed a team to collect data in accordance with Lombok Utara District Head Decree No. 337/01/DUKCAPIL/2018 on the Formation of a Data Collection Team for CRVS Vulnerable Population in North Lombok District. The people who volunteered to help with data collection were part of the team that was formed through the North Lombok District Head Decree. A total of 87 people from various civil society organizations joined this team as volunteers (60 LPA volunteers, 10 LPSDM volunteers, 2 SAMANTA volunteers, 3 SANTAI volunteers, 5 PPK volunteers, 2 KI volunteers, and 5 SOMASI volunteers). Within three months, this team managed to collect 500-600 documents through outreach efforts to various villages. They recorded both who lost their legal identity documents and the type of document that had been lost during the disaster, reported their findings to the District Dukcapil Office so that these could be verified with their database. Lastly, the documents were issued.

The North Lombok District Dukcapil Office did not fully implement the CRVS service systems and procedures as they are stipulated in the Minister of Home Affairs Regulation (Permendagri) No. 11 of 2010. Nonetheless, the team of volunteers successfully collected data from all villages using FR.101 forms in accordance with the provisions of Permendagri No. 11 of 2010. North Lombok required the procurement of at least 700 bundles of FR.101 forms. These forms were obtained by using budgets sourced from the APBN, APBD, or development partners/civil society organizations. However, after victims had filled out the FR.101 forms, the team did not succeed in providing certificates that served as a substitute for legal identity (SKPTI) and certificate of civil registration (SKPS) due to the unavailability of SKPTI and SKPS templates in North Lombok. To overcome these obstacles, the North Lombok District Dukcapil Office issued a Temporary Certificate.

c. Relationship between CRVS and Other Services

All local government agencies (OPDs) were involved in the post-disaster data collection, which generated important data for the distribution of assistance and logistics that could be verified and validated against CRVS data. Through the Bina Desa Bencana Program, each OPD was assigned a village to assist in the post-disaster recovery following the 2018 earthquakes. Activities included collecting data on disaster impacts as well as assistance needs, and providing logistics for delivering assistance. In addition to local government agencies, BPBD also became involved by providing the Open Camera app to volunteers to collect data on the damaged buildings of victims. This data would be used as initial data for distributing Stimulant, Temporary Shelter (Huntara), and Permanent Housing (Huntap) assistance. The Office of Social Affairs also collected data for the distribution of Living Allowances (JADUP) and death benefits. The Office of Social Affairs worked directly on the ground by mobilizing the Family Hope Program (PKH) facilitators, Disaster Preparedness Cadets (TAGANA), Community Self-Help Personnel (TSM) to summarize village data and send it to the subdistrict government for processing by TKSK, which was then later submitted to the district government.

The provision of assistance was obstructed by problems in verifying and validating the data of potential beneficiaries, because the data that was collected did not match existing CRVS data. The District Dukcapil Office was not included in the initial phase of data collection and was merely tasked with data verification and validation. As a result, the resulting data was not consistent, because not everyone had the necessary experience and ability to collect data in a way that could be adapted to CRVS data/SIAK. Much of the collected data contained only nicknames, and these did not match the names on the SIAK or educational documents, which were supposed to ensure that potential beneficiaries were, in fact, disaster-affected residents. As a result, the status of these individuals could not be verified or validated. In North Lombok District, the verification and validation of data on social assistance recipients also suffered from cultural constraints. The unconventional system of naming in Lombok is largely influenced by local customs; this caused the names of many individuals to not match the name on the NIK, and this consequently complicated the data collection process. In North Lombok, a person's name changes when they have children or grandchildren, or when they return from the hajj pilgrimage, and sometimes it also changes to follow a local dialect, e.g., from *inarti* to *inaqti*. As a result, the names that had been collected could not be cross-checked against the NIK data, which did not come out of SIAK. Based on the BPBD data that has been cross-checked with Dukcapil data, approximately 13,000 cases were found in which the same NIK was registered to two different names, and many names were registered without a NIK. To solve this problem, the government had to verify and re-validate this data.

3. CRVS Services in A Disaster Situation: A Case Study in the Sigi District, Central Sulawesi

a. CRVS Services on the Ground

The earthquake, tsunami, and liquefaction that rocked Central Sulawesi had a significant impact on the population and disrupted various public services, including the CRVS system. In particular, these disasters hit the Parigi Moutong District, Palu Municipality, Sigi District, and Donggala District (also known as Pasigala). Data from the Central Sulawesi Government of December 20, 2018, recorded 288 deaths, 114 people missing, and 813 seriously injured during the earthquake and liquefaction in Central Sulawesi. The disaster also resulted in 90,603 people displaced in 154 areas and 12,657 houses severely damaged.

Figure 2. Post-earthquake and liquefaction conditions in Central Sulawesi



The operations of the Sigi District Government were severely disrupted by the disaster. The town's central area was among the worst affected by the liquefaction, resulting in many government offices being heavily damaged. The Sigi District Dukcapil Office was forced to relocate to its previous headquarter, which at that time was functioning as the village office. The servers and most other facilities and infrastructures necessary for CRVS services were severely damaged or lost; as a result, CRVS services could not be carried out.

Table 9. Central Sulawesi Disaster Impact Data⁴⁰

District/ Municipal Level	Refugees	Casualties (Person)			Damage to Houses (Unit)		
		Died	Displaced	Injured	Minor Damage	Medium Damage	Severe Damage
Palu	37,677	1,712	832	1,549	2,175	1,484	2,158
Sigi	90,603	288	114	813	9,712	9,219	12,657
Donggala	36,346	212	19	175	7,290	6,099	7,989

b. CRVS Service Response

Coordination between the Ministry of Home Affairs, Provincial Dukcapil Office, and Dukcapil Offices from other districts was extremely helpful in restoring service delivery. Following the disaster, the Ministry of Home Affairs sent seven teams to Central Sulawesi who took turns in trying to restore service infrastructure (internet networks, SIAK application forms, servers, recording equipment, etc.) for the District Dukcapil Offices across Pasigala. Because the servers in the District and Municipality were damaged, the Ministry of Home Affairs and the Central Sulawesi Provincial Dukcapil Office prioritized server repair in this province and took the initiative to relocate CRVS services in the Pasigala area to a different location in Palu – in a location provided by the Provincial Dukcapil Office. The team of the Ministry of Home Affairs, officers from the Dukcapil Office of Central Sulawesi Province, and two staff representatives from the District Dukcapil Office, all ensured the provision of regular CRVS services, mobile services, and special Saturday and Sunday services to serve disaster victims.

Mobilizing resource was a major challenge for the Sigi District Dukcapil Office in restarting CRVS services. In the wake of the disaster, the Sigi District Dukcapil Office began staff consolidation, moved offices, reorganized the office space, manually opened CRVS services in Sigi District, and transferred submitted applications to service centres in the Province for further processing. Apart from daily briefings, no specific mechanism was in place to prepare Dukcapil Office staff for getting back to work again, in particular, because they, too, were victims of the disaster. The provision of blank templates was also a challenge, considering that many templates were destroyed or lost during the disasters throughout the Pasigala regions. To address this issue, the Dukcapil Office of Central Sulawesi Province requested and collected blank templates from Dukcapil Offices in other districts/municipalities that had not been affected by the disaster.

Resources and assistance from non-governmental organizations (NGOs) helped the District Dukcapil Office to map the needs of disaster victims and to provide CRVS services to them. Shortly after the disaster, UNICEF and the Karampuang Foundation collected data on the impact of the disaster and the current level of birth certificate ownership among children in evacuation shelters. UNICEF and the Karampuang Foundation recommended to the Sigi District Dukcapil Office to construct twenty-five priority evacuation shelters for mobile services. Together with UNICEF and Karampuang, the District Dukcapil Office formed a special team to provide mobile services and to issue legal identity documents directly at these service points. Initially, the service focused only on birth certificates, but because there were many

⁴⁰ Central Sulawesi Province, Data and Information Finalization of Earthquake, Tsunami and Liquefaction in Central Sulawesi as of 20 Dec 2018, retrieved from https://www.humanitarianresponse.info/sites/www.humanitarianresponse.info/files/documents/files/lap_ke_gub_20_des_2018.pdf on December 20, 2019.

requests for the issuance of other legal identity documents (including KK, KTP, and Death Certificate), the service was further expanded to respond to the needs of the community. After providing services in priority evacuation shelters, Sigi District Dukcapil Office also carried out a mobile service that targeting the twenty-five villages that were most in need of this assistance.

Figure 3. Evacuation shelters in the Sigi District



Sigi District Dukcapil Office did not implement CRVS service systems and procedures as stipulated by Minister of Home Affairs Regulation No. 11 of 2010, and was not prepared for carrying out standard operating procedures for CRVS services in a disaster situation. Requests for legal identity documents increased dramatically after the announcement of social assistance. Across Pasigala, the number of death certificate requests increased to over 3,000 applications, but the Sigi District Dukcapil Office could only issue 300-400 documents per day. The Sigi District Dukcapil Office did initially attempt to implement services in accordance with Minister of Home Affairs Regulation No. 11 of 2010. However, given that this mechanism is not applicable to disaster situations, the head of the Dukcapil Office in Sigi District exercised their discretion. The District Dukcapil Office did not specifically create a data collection team for vulnerable populations, because all regional officials were involved in managing various post-disaster affairs in addition to the CRVS. Furthermore, the District Dukcapil Office did not make use of the FR.101 or FR.102 forms, or SKPTI. The District Dukcapil Office acknowledged that they had not prepared special SOPs for CRVS services in the event of a disaster or damage to facilities and infrastructure. Consequently, CRVS services were carried out using the usual mechanism, but with slight adjustments.

The Sigi District Dukcapil Office also simplified its CRVS service requirements in order to respond to the community's need for CRVS services, which was significantly aided by the availability of SIAK data as a basis for verification. People who applied for the issuance of lost/damaged legal identity documents only needed to state their identity (full name, address, and names of parents) to the District Dukcapil officers. The officer could immediately verify their data through SIAK and issue the documents as requested. In addition, the Sigi District Dukcapil Office relied solely on Village Certificates and resident's statements, and therefore they did not require a Marriage Certificate to issue a Birth Certificate. For the issuance of a death certificate, District Dukcapil Office only required a certificate from the village head.

c. Relationship between CRVS and Other Services

The findings of the study indicate that various sectors were involved in the disaster management, which generated essential data both for the Dukcapil Office to provide CRVS services and for local governments to determine disaster management measures in Sigi District. Shortly after the disaster occurred, the Head of Sigi District gathered all SKPD leaders, carried out consolidation, and merged all SKPDs in the disaster management team in order to assist disaster victims. The team was tasked with, among other things, the collection of data. Data collection was carried out with the help of TNI, volunteers, and village government officials, using a form developed by the team.⁴¹ These forms were collected in each subdistrict for verification by two staff from the SKPD, and passed on to the district level. This preliminary data was able to show the level of damage and provide the number of victims along with their identities, which was then used as a reference by the District Dukcapil Office in determining priority areas for outreach. CRVS data, such as data on deaths, births, and movements, were also generated through the disaster management process. During the emergency response, the Health Office coordinated the handling of medical assistance, while the Office of Social Affairs and BPBD coordinated the handling of dead victims or refugees, and the provision of temporary shelters, while the BPBD and PUPR Offices coordinated the provision of temporary shelters.

The Central Sulawesi Provincial Government and Sigi District Government had different approaches to managing disaster data. In Sigi, the data collection carried out by the disaster management team was overseen by the Head of Bappeda as the person in charge of disaster data. The Head of Bappeda presented the results to the Head of District, which were then verified and handed over to the Provincial Government and presented as the official disaster data on Sigi District. Next, the Disaster Data and Information Center (PUSDATINA), as part of the Public Relations Bureau of the Central Sulawesi Provincial Secretariat, then compiled the disaster data from all over Pasigala and forwarded it to the Governor where it was designated as the official disaster data for Central Sulawesi Province.

Although the PUSDATINA data was used as a reference for Line Ministries/Agencies to provide social assistance, the District Dukcapil Office's was not involved in the process of data collection, verification, and validation, which resulted in poor and inaccurate data. The receive assistance in the form of cash one is required to own legal identity documents. For example, living allowance, household amenities in temporary and permanent housing, and building material assistance, all required a NIK and KK, while death benefits for heirs-at-law require a Death Certificate/Statement of Death from the Village, KK, and KTP. The initial data collected by the Sigi disaster management team could not be used to identify these characteristics. The local government then had to repeat the data collection process, and suggested that the District Dukcapil data collection form included three points of personal data (full name, address, and parent's names). However, untrained officers and local social habits caused these three items to not be filled out accurately, and consequently, the District Dukcapil could not identify CRVS data in SIAK/ follow up with the issuance of legal identity documents. Of the 2,000 data points collected by the team, only 400 were successfully verified by the Dukcapil Office. Lastly, the data in PUSDATINA required a data recollection process in order to serve as a legitimate reference for Line Ministries/Agencies in providing assistance.

Obstacles in the verification and validation of CRVS data on social assistance recipients halted the distribution of social assistance to the community. Villagers affected by the disaster who participated in the FGD reported that the Regional Government had promised disaster victims a living allowance of Rp10,000 a day for 60 days per person, building materials for every family that did not require relocation or Rp10 million for minor damage, Rp15 million for moderate damage, and Rp50 million rupiah for severe damage, as well as assistance in house relocation. In addition, death benefits were also promised to the

⁴¹ According to information collected in Sigi District, approximately 125 NGOs were involved in Pasigala (Palu, Sigi, Donggala).

amount of Rp15 million rupiah per deceased person, in addition to other forms of assistance. At the time of the FGD, participants reported that data collection for the provision of social security had been carried out, but that the living allowance had not been disbursed and the relocation had not yet begun. According to participants from Central Sulawesi Province and Sigi District, the distribution of assistance was hindered by the verification and validation of CRVS data on social assistance recipients.⁴² At the time that this study was conducted, a participant from Central Sulawesi reported that OPD had collected data at the village level four times already, but that a lot of data remained invalid.

4. Mapping of Post-Disaster CRVS Services

Based on the literature review, in-depth interviews, and focus group discussions, this study analyzed the state of post-disaster CRVS services, and categorized them into three major groups: (1) Recovery of facilities, infrastructures, and resources for the restoration of CRVS services, (2) re-registration and registration of residents after a disaster, and (3) connecting population data to post-disaster social assistance/services.

a. Recovery of facilities, infrastructure and resources

The recovery of facilities, infrastructure and resources is an important initial step to ensure that CRVS services can be restored after a disaster. Recovery, however, requires knowledge about the situation on the ground in the aftermath of a disaster. This study identified at least 17 problems related to facilities, infrastructures, and resources that may arise in disaster situations. This study also recorded how officers coped with these issues and what their suggestions are for dealing with such situations (see Table 9).

Table 10. Mapping of the state of post-disaster CRVS service facilities, infrastructures, and resources

Infrastructure		
Situation	Response	Suggestions/Comments
Damaged office building	The local government/District Dukcapil Office relocated to another office building or erected temporary service stations.	<ul style="list-style-type: none"> The government should store tents and other equipment in Provincial headquarters to build emergency/makeshift offices when a disaster occurs. District Dukcapil Office can join other local agencies in providing services at the Disaster Help Center (POSKO Bencana)
Loss of internet connection	<ul style="list-style-type: none"> Officials from the Ministry of Home Affairs came to the province to restore the internet network and connection to SIAK. Dukcapil Office provided offline services, submitted data and manual documentation to Provincial Service Centers who had access to the internet and electricity (Sigi District). The District Dukcapil Office also provided offline/manual services, and then verify requests at SIAK once the network was restored. 	<ul style="list-style-type: none"> Take advantage of the Ministry of Communication and Informatics' Subdistrict Internet Service Provision (PLIK) program. Procure backup servers

⁴² According to a participant from Central Sulawesi Province, the first phase of living allowance distribution has been carried out. Distribution in stage two was constrained by the verification and validation process.

	<ul style="list-style-type: none"> • Cooperating with internet provider companies, agencies/ministries in charge of communication and information technology affairs at the district/municipality, provincial or central levels to restore internet networks. • Using a satellite internet network service. 	<ul style="list-style-type: none"> • The government should provide assistance based on disaster status. If a disaster occurs at the subdistrict level, the District/Municipality Government should provide assistance. If it is a district/city-wide disaster, the Provincial Government should participate in providing assistance. If it is a provincial-level disaster, the central government should be expected to provide assistance.
Damaged/cut-off road access	<ul style="list-style-type: none"> • BNPB, BPBD, Office of Public Works, National Military, local government agencies, and community members opened alternative access via other roads.⁴³ • Alternative transportation routes were used, such as water/sea transport. 	<ul style="list-style-type: none"> • Provide suitable vehicles to navigate difficult terrains (e.g.: dirt bikes, speed boats, etc.) in disaster areas. ⁴⁴
Disrupted electricity	<ul style="list-style-type: none"> • Utilizing power generators belonging to the village governments, BPBD, district governments, or private companies (South Halmahera and Central Bengkulu) • Coordinating with the State Electricity Company (PLN) to restore electricity 	<ul style="list-style-type: none"> • Provide power generators in mobile service vehicles
Other Remarks:	The government must provide basic logistics such as drinking water for officers.	

⁴³ Opening road access can be funded from BNPB's direct assistance budget.

⁴⁴ The Ministry of Home Affairs has provided trail bike units to District/Municipality Dukcapil Offices, although the numbers are not evenly distributed.

Facilities		
Situation	Response	Suggestions/Comments
The District Dukcapil Office had limited blank document templates, ribbons, and ink to the print documents	<ul style="list-style-type: none"> The Provincial Dukcapil Office distributed blank document templates, population forms, ribbons, and ink from other district/municipality dukcapil offices that are not affected by the disaster. The Ministry of Home Affairs provided blank document templates, ribbons, and ink to District/Municipality Dukcapil Offices that are affected by the disaster. The Provincial Dukcapil Office maintained a reserve of blank document templates, ribbons, and inks that can be used and distributed in an event of disaster. District/Municipality Dukcapil Office borrowed blank document templates, ribbons, and inks from Dukcapil Offices in other districts.⁴⁵ 	<ul style="list-style-type: none"> Use digital versions of legal identity documents (Digital ID).⁴⁶ Use HVS paper to replace blank templates, as per Minister of Home Affairs Regulation No. 109 of 2019 (except for electronic KTPs).
Damages to essential office equipment such as computers, printers and other office supplies	<ul style="list-style-type: none"> Dukcapil Office procured new supplies Dukcapil Office used donated supplies from the community or the private sector. The Provincial Dukcapil Office loaned essential office supplies and equipment 	<ul style="list-style-type: none"> Create CRVS Self-Service Stations (Anjungan Disdukcapil Mandiri) BPBD should procure printing supplies and equipment for use by District Dukcapil Office.⁴⁷
District Dukcapil Office servers crashed.	Officers from the Ministry of Home Affairs helped restore the servers.	<ul style="list-style-type: none"> District Dukcapil Offices should fix servers independently.
Other Remarks:	<ul style="list-style-type: none"> Please follow up the list of CRVS service needs at the Disaster Help Center (Posko Bencana) 	

⁴⁵ This process must be assisted by instructions from the Ministry of Home Affairs so that other districts/municipalities can quickly respond to these loan requests.

This mechanism of lending support from other districts should not be generalized, and ideally the provincial government should be involved. In some cases, one district could be located closer to districts in another province, so mobilizing support could be tricky.

⁴⁶ The use of digital ID leaves a question regarding the verification mechanism for the distribution of social assistance, which still requires recipients to produce a physical ID

⁴⁷ Procurement of servers, facilities, and infrastructure cannot be sourced from the DAK (Special Allocation Fund), as DAK is limited to non-physical expenditure, so it is advisable to use APBD funds and assistance from BNPB. (K1)

Human Resources		
Situation	Response	Suggestion/Comments
The Database Administrator (DB) at the District Dukcapil Office was among the casualties in the earthquakes (North Lombok)	The Ministry of Home Affairs and Provincial Dukcapil Office provided HR assistance.	<ul style="list-style-type: none"> Ministry of Home Affairs/other local governments could provide temporary human resource assistance to Dukcapil Office. Appoint more than one database administrator or train other staff members as backup DBA. A regulation/arrangement from the central government to allocate human resources across provinces/districts.
Staff members were also affected by the disaster, so they were busy taking care of their families or finding refuge	<ul style="list-style-type: none"> The District Head consolidated local government agency leaders to provide services The Head of District Dukcapil Office consolidated officers to provide services Staff members were given time to take care of themselves and their families.⁴⁸ 	<ul style="list-style-type: none"> A strategy to encourage, console, and motivate staff members From Setiawan: Special mechanisms and rules are needed to consolidate human resources from the Ministry of Home Affairs or other unaffected districts to provide services if a district/city collapses or if all Dukcapil Office staff members were affected in a disaster. (K2)
Staff members experienced trauma following a disaster	<ul style="list-style-type: none"> The District Head consolidated local government agency leaders to provide services The Head of Dukcapil Office consolidated officers to provide services 	<ul style="list-style-type: none"> A training on Psychological First Aid (PFA) for Dukcapil officers in disaster-prone areas should be conducted, so that officers are able to carry out first aid in case of minor trauma in a disaster situation, and to ensure that officers will be able to carry out services properly.
Diminished human resources capacity while tasks are mounting	<ul style="list-style-type: none"> District Dukcapil Office collaborated with NGOs, universities, the private sector, and village officials to provide services. A joint assessment was conducted with related sectors, since all sectors would be involved in disaster response (South Halmahera). 	<ul style="list-style-type: none"> Provide more incentives to officers. Increase the number of human resources through various efforts, especially the collaboration with other agencies and recruiting volunteers. The Ministry of Home Affairs, Dukcapil Offices, and Integrated Team should make efforts to increase human resource capacity in the pre-disaster or disaster response stage.
Other remarks	<p>See Home Affairs Regulation No. 101 of 2018</p> <ul style="list-style-type: none"> Disaster management SOP. (K1) Division of sectoral duties to the assumption of regional authorities by the central government. (K1) 	

⁴⁸ In Central Bengkulu, staff members were given 10 days to care for themselves and their families before being asked to return to work.

Budget		
Situation	Response	Suggestions/Comments
Dukcapil Office did not have a special budget for CRVS services in a disaster situation	<ul style="list-style-type: none"> Adjustments were made by Dukcapil Office to the existing budget, which was proposed in the Revised APBD. Dukcapil Office conducted budget efficiency to meet existing needs Prepared and used Contingency Fund in the APBD⁴⁹ 	<ul style="list-style-type: none"> Use Disposable Fund at BNPB budget Local governments should prepare a Disposable Fund. Use regional reserve funds. The BPBD budget can be used for the restoration of facilities and the infrastructure of the Dukcapil Offices. All district/municipal governments should be asked to prepare a contingency plan and operation plan in the event of disaster. Contingency plan should cover operation schedules, mapping, potential handling, and should include existing data, including sources of logistics in the region. Disaster management contingency plans should be budgeted in the APBD.
Existing budget is insufficient for service recovery and outreach	<ul style="list-style-type: none"> District Dukcapil Office utilized funds sourced from the community. Dukcapil Office conducted budget efficiency to meet existing needs. Dukcapil Office redirected budget items to meet existing needs. 	<ul style="list-style-type: none"> The Ministry of Home Affairs should provide budget assistance. All district/municipal governments should be asked to prepare a contingency plan and operation plan in the event of disaster. A contingency plan should cover operation schedules, mapping, potential handling, and should include existing data, including sources of logistics in the region. Disaster management contingency plans should be budgeted in the APBD.
District Dukcapil Office cannot propose a budget for the procurement of facilities and infrastructure. In addition, Presidential Regulation 26 stipulates that the provision of KTP equipment can only be done once.		<ul style="list-style-type: none"> The Provincial Government should provide grant assistance to District/Municipality Dukcapil Office. BPBD funds should be directed toward CRVS services. This needs to be supported by regulations, or through a regional head's instruction.
Other remarks	<ul style="list-style-type: none"> A regulation should be devised regarding Financing Standards for District Dukcapil Offices from the Central Government so that budget allocations for dukcapil offices are proportional, including during disasters. 	

⁴⁹ Need to check the limits on the use of BTT and DSP

b. Post-disaster civil registration and re-registration systems and procedures

The systems and procedures for post-disaster civil registration and re-registration must be able to address service needs during a disaster. After the facilities, infrastructures, and resources have been recovered and are able to support the delivery of services, the government must ensure that these systems and procedures can continue to work in a disaster situation. This study found issues in at least two main issues with systems and procedures that could hinder the effective implementation of post-disaster civil registration and re-registration services, namely the lack of a post-disaster CRVS service recovery SOP, and the post-disaster CRVS service itself. Due to these issues, post-disaster services were not delivered in an equal and consistent manner across the regions, and in some cases, discretions and special policies were made to accommodate situations on the ground (see Table 10).

Table 11. Mapping of systems and procedures for post-disaster civil registration and re-registration

Service System and Procedure		
Situation	Response	Suggestions/Comments
There is no SOP for post-disaster CRVS service recovery	<p>The Minister of Home Affairs undertook a series of disaster response rapid recovery efforts.</p> <ul style="list-style-type: none"> • District Dukcapil Office relied on the Village Head to validate the affected population • The Minister of Home Affairs issued an order/circular for Dukcapil offices totake a series of actions for the affected population (Central Bengkulu District). 	<ul style="list-style-type: none"> • Technical guidelines/SOPs are needed, that are connected/ integrated with other relevant agencies and developed in accordance with the needs of post-disaster CRVS services. • The Minister of Home Affairs should determine the SOP for CRVS services in disaster situations through a Ministerial Regulation. • The Head of District/Municipality Government and Head of Provincial Government should coordinate to restore CRVS services.
Dukcapil Office does not have SOP for CRVS services in disaster situations	<ul style="list-style-type: none"> • Dukcapil Office formed a disaster victim data collection team with NGOs and provided mobile services at evacuation posts and affected villages. • Dukcapil Office provided a mobile service car to accommodate comprehensive services including recording equipment and document printing equipment. • Dukcapil Office implemented the simplification of the requirements for obtaining legal identity documents (for example: relying on SIAK as the only means of verification and validation of applicants) • Dukcapil Office formed a disaster victim data collection team with NGOs and provided mobile services at evacuation posts and affected villages. 	<ul style="list-style-type: none"> • Local governments should form an integrated team involving Dukcapil offices in disaster services. • The Minister of Home Affairs Regulation stipulates that in case of a national disaster, an assisting team will be deployed, along with recording and printing equipment. • CRVS should be included in the national disaster management cluster. • There should be a trial run for the SOP for CRVS services in disaster situations to ensure that they can be understood and implemented by officers on the ground. <p>Other notes:</p> <ul style="list-style-type: none"> • Local governments should share data between offices/agencies to ensure easier verification and validation process of social assistance recipients.

- Dukcapil Office provided a mobile service car to accommodate comprehensive services including recording equipment and document printing equipment.
- Dukcapil Office implemented the simplification of the requirements for obtaining legal identity documents (for example: relying on SIAK as the only means of verification and validation of applicants)
- Dukcapil Office simplified the procedure for obtaining legal identity documents (for instance: issuance of legal identity documents instead of the temporary SKPTI)
- Dukcapil Office provided services according to the instructions of the Head of Dukcapil Office.
- Dukcapil Office printed legal identity data (in a format such as KK), distributed it to the subdistricts and rural areas, and asked the Head of Village Government to record the legal identity documents that were lost due to the disaster.
- If the data was not found, an SKPTI would be issued until the legal identity document was issued. Carried out data collection manually until online services could be carried out.
- Validated CRVS data using a biometric scan tool.
- BPBD, the Police, Dukcapil Office, and Office of Social Affairs verified data on deceased victims and immediately issued a Death Certificate for the victims.

c. Availability and connectivity of CRVS data with post-disaster social programs/services

In the interest of appropriate and targeted disaster management, the government should ensure data availability and connectivity. Without these, post-disaster service efforts will be hampered, and the resulting data will be poor or invalid. This study identified five situations in which data availability and connectivity were hindered or disrupted.

Table 12. Mapping of the availability and connectivity of post-disaster data

Relationship		
Situations	Response	Suggestions/Comments
Each OPD collects data separately ⁵⁰	<ul style="list-style-type: none"> • Each OPD carried out verification and validation of problematic or invalid data separately. • Dukcapil Office shared preliminary data used by other local governments to verify and validate CRVS data (case in point: Halmahera Selatan) • The cross-sectoral team carried out an integrated data collection on the population affected by natural disasters. • Meetings on data verification involving various OPD such as the Health Office, Office of Social Affairs, Dukcapil Office, Kodim, BPBD, etc. (case in point: Pandeglang) • Participatory approach: Disaster victim data was verified by local communities • Synchronized data with other OPD, especially with respect to mortality data 	<ul style="list-style-type: none"> • Data collection could benefit from data sharing by making an MoU • Creating data collection tools that can be used by other local governments in collecting information on disaster victims.
Dukcapil Office was not optimally involved in the data collection process carried out by local governments		<ul style="list-style-type: none"> • Data collection should utilize data sharing by making an MoU. • Without PKS, sharing Dukcapil Office data with other OPD can be done through the policies by the heads of local government. • The Regional Secretariat should be able to maximize its role in regulating data connectivity among OPD. • Dukcapil Office should be involved in disaster management clusters at national and regional levels.

⁵⁰ The Ministry of Social Affairs acknowledges that data collection on social assistance recipients is carried out independently by the Ministry of Social Affairs and the Office of Social Affairs. The data collection mechanism began at the subdistrict, carried out by assisting officers, and to be received and legitimized by the head of the office. The District/Municipal Office of Social Affairs forwards the data to the Provincial Office of Social Affairs and passes it over to the Ministry of Social Affairs. After that, verification will be carried out on the ground through sample data

		<p>Other notes:</p> <ul style="list-style-type: none"> • The Ministry of Home Affairs is building a centralized SIAK so that data consolidation from each region can be carried out in real-time (direct data update). (K3) • The warehouse server will later become a data utilization server from relevant institutions/agencies. (K3)
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Basic Data Availability		
Situation	Response	Suggestions/Comments
Data from various local governments has not been connected to data from Dukcapil Office	<ul style="list-style-type: none"> • Each local government collected data separately • Bappeda consolidated all data (Sigi District) • The district data collection team carried out an integrated data collection which was then verified and validated by Dukcapil Office. • Village and Subdistrict officials carried out initial data collection which was synchronized with CRVS data at Dukcapil Office. This data was then coordinated with the Ministry of Social Affairs/Office of Social Affairs (Mandailing Natal) 	<ul style="list-style-type: none"> • Creating data collection tools that can be used by other local governments to collect information on disaster victims (for example: South Halmahera). • Creating cooperation in the use of CRVS data and carrying out cross-sector data merging.
BPBD Data and Logistics Center does not have data.	<ul style="list-style-type: none"> • The district data collection team coordinated with the village and subdistrict teams to collect data (Mandailing Natal) • BPBD Data and Logistics Center paid village officials to collect data (Sigi) 	<ul style="list-style-type: none"> • Creating data collection tools that can be used by other local governments to collect information on disaster victims (for example: South Halmahera). • Strengthening the role of Dukcapil Office in verifying and validating data on disaster victims by utilizing SIAK
SID data is considered unusable/not available.		<ul style="list-style-type: none"> • There should be synchronization of existing data at Dukcapil offices and related villages. In addition, data should be continuously updated, especially with respect to births and deaths, transfers/relocations. • Basic data on assistance recipients can utilize the Ministry of Social Affairs data which has been matched with the Ministry of Home Affairs data • Disaster basic data can utilize BNPB data that has been matched with Ministry of Home Affairs data

E

Discussion

The success of post-disaster CRVS services is determined by three main factors: (1) Recovery of facilities, infrastructures and resources necessary for restoring CRVS services, (2) Re-registration and registration of residents after a disaster, and (3) Connection of population data to post-disaster social assistance/services. In this section, we discuss each of the above factors in more detail.

1. Restoration of Facilities, Infrastructure, and Resources for CRVS Services

The damage to service facilities and infrastructures that occurred in the Sigi District and KLU posed the biggest challenge in restoring post-disaster CRVS services, which is similar to disasters in other places. Brolan and Gouda,⁵¹ UNICEF,⁵² and the United Nations,⁵³ have reported as well as emphasized that disrupted or damaged system are a major challenge to CRVS systems in disaster situations. CRVS databases and files, especially the paper-based ones that are stored in the government offices that administered CRVS services, were often destroyed. The lack of both human (officers) and financial (budget) resources also exacerbated the problem, in addition to the lack of security guards to protect CRVS offices. Problems also arose due to poor training and a lack of equipment to maintain CRVS data.

Synergy and coordination between the central government, provincial governments, district governments, and non-governmental organizations were key to the restoration and recovery of post-disaster CRVS services in North Lombok and Sigi District. A major similarity in Sigi District and KLU was that CRVS services in both districts were disrupted due to the destruction of office buildings and due to the damage to Disdukcapil equipment. Office staff suffered the immediate impact of the disaster; as a consequence, the priority of KLU and Sigi Disdukcapil employees immediately after the disaster was the safety of themselves and their families. Because of this, the restoration of CRVS services during the emergency response period should not be expected to be, or become, the sole responsibility of District Dukcapil employees.

Based on both real conditions observed on the ground as well as relevant regulations, the restoration of CRVS services immediately after a disaster was highly dependent on the involvement of a team sent by the Ministry of Home Affairs. The first team to arrive at the capitals of NTB Province and Central Sulawesi Province was tasked with restoring CRVS service infrastructure (internet network, SIAK application, server recovery, and provision of recording equipment). The Ministry of Home Affairs provided assistance in the recovery of facilities and infrastructures that support CRVS services, and ensured the restoration of CRVS services immediately after a disaster.

⁵¹ Claire E. B. Chatting and Hebe Gouda, Civil Registration and Vital Statistics, Emergencies, and International Law: Understanding the Intersection, retrieved from <https://academic.oup.com/medlaw/article-abstract/25/2/314/3872160> on 10 December 2019.

⁵² UNICEF, Birth Registration and Armed Conflict, retrieved from [https://www.unicef.org/protection/birth_registration_and_armed_conflict\(1\).pdf](https://www.unicef.org/protection/birth_registration_and_armed_conflict(1).pdf) on 10 December 2019.

⁵³ United Nations, Civil registration in emergencies - recommendations and guidelines for implementation, retrieved from <http://www.apai-crvs.org/sites/default/files/public/CRVS-V-Registration%20in%20emergencies%20Application%20of%20guidelines%20and%20recommendations.pdf> on December 10, 2019.

The Provincial Government also played an important role in initiating post-disaster CRVS services, particularly in facilitating coordination between the regional governments and the Ministry of Home Affairs as well as in managing interregional resources within its territory. In both regions, the provincial government facilitated the restoration and recovery of service infrastructures. After the restoration of the CRVS service infrastructure and the return of a sufficient number of District Dukcapil employees, different efforts could be made by the Provincial Dukcapil Office. In respect to blank templates (blangko), the KLU Dukcapil Office obtained these from the NTB Provincial Dukcapil, and these were brought directly from the central government, whereas the Sigi District Dukcapil obtained these forms from the Central Sulawesi Provincial Dukcapil by submitting requests to other regional offices that were not affected by the disaster. The provincial government's efforts in regulating the distribution of blank templates were one of the key actions in restarting CRVS services.

The intervention and involvement of the Ministry of Home Affairs highlights the ministry's role, through the disaster management cluster system, in enabling a speedy recovery of government services, despite this role being insufficiently specified in existing regulations. Perka BNPB 173/2014 mandates that the Ministry of Home Affairs act as the party in charge of the early recovery cluster. However, there was a debate over the timeframe and validity of Perka because it stipulated decisions on disaster management implementation from 2014. In addition, no regulations were found that specify the conditions and the role of the Ministry of Home Affairs in the early recovery of CRVS services during a disaster situation, which is important considering that the responsibility for implementing rehabilitation and reconstruction efforts lies with the regional government. This was also the case for determining the scenario setting and the role of the provincial government in restoring CRVS services.

The government should be aware that CRVS service officers are also disaster victims. Officers may frequently experience trauma, grief, and loss. The mental and physical health of CRVS officers must be taken into account in ensuring that they can perform their tasks and accelerate the post-disaster recovery process. However, the findings revealed that the psychological and mental health of public service officers, particularly those involved in post-disaster CRVS services in North Lombok and Sigi districts, deserves more attention.

Strengthening human resource capacity is essential. Strengthening the capacity of Dukcapil officers can be carried out from the pre-disaster to post-disaster stages. During the pre-disaster period, relevant offices/agencies could organize capacity building for officers on the ground to prepare their physical and mental resilience in the event of a disaster, such as by providing materials on self-care in a disaster situation as well as information on Psychological First Aid (PFA), which provides techniques they could carry out to support each other in emergency response situations. This implementation should cover all field officers in each district and serves as a form of disaster mitigation.

Cooperation with a special team to provide recovery support and psychological assistance for Dukcapil officers should also be a priority. In addition, the mobilization of Disdukcapil officers from other subdistricts that have already received PFA could be done to help CRVS services in districts that were more severely affected and to provide psychosocial support for officers.

The government was working with a limited budget for carrying out post-disaster CRVS services, when in fact, it is during disasters that the need for CRVS services increases and more budget is required to support outreach activities, such as mobile services to evacuation posts and disaster-affected areas.

With respect to the procurement of goods and services to support post-disaster services, local governments often ran into problems with budget ceilings and regulations. For instance, if during a disaster the KTP recording device is damaged, Presidential Regulation No. 26 of 2009 regulates that KTP card equipment can be provided only once. Dukcapil Offices in the regions also experienced difficulties in submitting

a budget for the procurement of expensive facilities and infrastructures because the size of their budget was dependent on regional income, while DAK funds from the central government could not be used to purchase the equipment needed for mobile administration services.

Budget sources and other opportunities to obtain budget allocations were available, but no specific budgeting regulation was in place for post-disaster CRVS services. This is why budgeting for CRVS services ultimately depends on regional policies and the capacity of each region. The government should specifically regulate that in areas that are considered disaster-prone, as determined by BNPB, disaster management contingency plans must be included in the APBD. In addition, the government should also set priorities for budgeting allocations for post-disaster services, so that a budget can be obtained from provincial grants, BNPB ready-to-use funds, and regional reserve funds.

2. Procedures and Systems for Post-disaster Re-registration and Registration

Disasters often lead to damaged or lost legal identity documents and vital records, such as changes of address, departures or arrivals, and vital events such as death. Other vital events, such as births and stillbirths, can also occur during the post-disaster emergency response and recovery period. In the aftermath of a disaster, it is frequently the case that there are people who did not have legal identity documents even before the disasters occurred.

Against this backdrop, three types of post-disaster administration services are needed:

- a. Re-registration of legal identity documents for disaster victims whose legal identity documents are lost or damaged
- b. Registration of vital and important events that occurred after a disaster, especially births, deaths, and the issuance of KTP to children aged-17 years or above
- c. Civil registration for previously unregistered people and people without legal identity documents.

According to Ward, Ridsdel, and Panta, CRVS services in disaster situations should be accessible, equally distributed, simple, and friendly to users who are in difficult circumstances and already facing many challenges.⁵⁴ Ward, Ridsdel, and Panta also encourage that CRVS services in disaster situations are free of charge. PLAN even recommends Open Civil Registry and Vital Statistics (Open CRVS), a platform that provides CRVS data with low resource requirements or costs.⁵⁵

- a. Re-registration of legal identity documents for disaster victims whose legal identity documents are lost or damaged

Re-registration of disaster victims whose documents are lost or damaged can only be optimally done if clear guidelines are in place to ensure good collaboration. Minister of Home Affairs Regulation No. 11 of 2010 does not specify applicable measures, and regional governments lack the technical guidelines for administering CRVS services in disaster situations. KLU and Sigi District Dukcapil Offices had difficulty implementing Minister of Home Affairs Regulation No. 11 of 2010, mainly because the special team required bureaucratic supports, human resources, and certificates (SKPTI) that were not available; as a result, the process of obtaining legal identity documents became more complicated. KLU and Sigi District have implemented good practices by adjusting the composition of the data collection team according to the availability of post-disaster

⁵⁴ Penny Ward, Janis Ridsdel, and Nicoleta Panta, Birth registration in emergencies: a review of best practices in humanitarian action, retrieved from https://www.ohchr.org/Documents/Issues/Children/BirthRegistrationMarginalized/PlanInternationalGeneva_5.pdf on 10 December 2019.

⁵⁵ PLAN International, Open CRVS : A standards-based solution for civil registration, retrieved from https://www.getinthepicture.org/sites/default/files/resources/openCRVS_overview_final.pdf on 10 December 2019.

human resources, and they have involved NGOs in the process. In these two districts, as well as in South Halmahera, Mandailing Natal, Central Bengkulu, and Pandeglang, the District Dukcapil Office did not issue a SKPTI, but instead promptly issued legal identity documents for disaster victims.

The simplification of requirements was particularly helpful for the Dukcapil Offices in all regions discussed in this study, especially for the reissuance of missing or damaged legal identity documents. Presidential Regulation No. 96 of 2018 specifies requirements for the issuance of legal identity documents, and Minister of Home Affairs Regulation No. 11 of 2010 does not stipulate the simplification of requirements in disaster situations. For instance, Article 15 of the Presidential Regulation No. 96 of 2018 requires a KK for the issuance of an electronic KTP; this proved difficult to fulfil, however, since many people lost their legal identity documents during the disaster. The District Dukcapil Office dismissed all requirements that could be replaced by relying on SIAK for verifying applicants' data to ensure a faster issuance of legal identity documents.

Outreach strategies had a major impact on the re-registration of legal identity documents for disaster victims. Representatives at the District Dukcapil Offices and FGD participants both reported that they were able to provide faster CRSVS services through mobile services in evacuation posts or villages. It would be better, however, if these mobile services could be connected to SIAK to ensure an equally fast re-registration process. When this is not possible, the District Dukcapil Office implemented a strategy of manually recording requests for legal identity documents at a service centre that is connected to SIAK. Support in the form of facilities such as trail motorbikes, speed boats, generators, portable recording devices, was very helpful in providing services to hard-to-reach places.

Civil society organizations/non-governmental organizations played an important role in the recovery and implementation of post-disaster CRVS services in the North Lombok and Sigi districts. The involvement of NGOs has shown to encourage District Dukcapil Offices to bring CRVS services closer to village communities. A good practice identified in Sigi District was that NGOs provided basic data to determine the area of CRVS service coverage. Unfortunately, the role of NGOs in administering CRVS services in disaster situations has not been institutionalized in existing regulations or technical guidelines. Minister of Home Affairs Regulation No. 11 of 2010 stipulates that the involvement of civil society/NGOs is limited to collecting data on displaced people and remote communities.

A study conducted by Meheux, Dominey-Howes, and Lloyd (2010) discusses a unique approach in Fiji where the local community was encouraged to contribute to the post-disaster recovery by recording the damage in their community and by passing over these records to the government. One of the lessons learned from Fiji is that the involvement of NGOs/civilian volunteers was frequently hampered by the reluctance, availability, and capacity of NGOs. Therefore, it is necessary to provide technical guidelines for the CRVS data collection process and for strengthening the psychological resilience of volunteers on the ground before they start the post-disaster data collection process. The involvement of civilian volunteers can be implemented in Aceh and Lombok. Technical standards that are prepared in a more comprehensive manner can improve the effectiveness of their involvement as well as that of CRVS data collection on the ground in post-disaster situations.

b. Registration of important and vital events that occurred after a disaster, especially births, deaths, and the issuance of KTP for children aged 17 years and above.

KLU and Sigi District developed a cross-sectoral cooperation system that was considered successful in registering vital and important events that occurred after a disaster. Dukcapil offices in both districts collaborated with a number of health facilities to identify and provide birth certificates immediately after the mothers gave birth. Similar cross-sectoral cooperation can be applied in the distribution of death benefits and the issuance of Death Certificates, or when tasking village officials to be facilitators for obtaining birth certificates, death certificates, and e-KTPs for villagers.

In Mbeya, Tanzania, child births are reported via text message (SMS) without reliance on the internet. Only a cellular network and servers are required. Initially, 90% of children were not registered after birth, but after the implementation of the text message registration system, only 29% of children were not registered (OHCHR, 2014).

c. Registration for previously unregistered people and people without any legal identity documents.

This study found that some people were unregistered and without legal identity documents at the time of the disaster. The 2018 SUSENAS data reveals that 4.6% of the population of NTB does not have a NIK, and 12.4% in Central Sulawesi. These NIK coverage estimates highlight the portion of unregistered populations in databases and populations who do not have any legal identity documents. This issue will complicate the process of distributing the social assistance that they need.

It will be difficult for people who were not previously registered to access services when the Dukcapil Office collects data on disaster victims. Minister of Home Affairs Regulation No. 11 of 2010 requires Dukcapil Offices to fill in F.1-01 forms if disaster victims are not previously registered in SIAK. However, the weakness of this regulation is that Dukcapil Offices only issue a SKPTI. A person will only get a legal identity document if they already have a permanent residence. To fulfil this requirement, the head of the village where the person resided before the disaster can provide a certificate to a Dukcapil Office stating that the person is indeed a resident of this village. That way, they can immediately obtain legal identity documents and get access to social assistance.

3. Connectivity and Availability of CRVS Data with Post-Disaster Basic Social Services/Programs

The speed of data collection and document creation can expedite the distribution of assistance. Therefore, it is important to minimize unnecessary bureaucracy and develop a simple and flexible CRVS system so that disaster victims can immediately receive the assistance they need.⁵⁶ The CCCM Cluster Global Report (2015) underlines that in an emergency response situation, what is most needed is concise information and priority data collection on disaster victims to access assistance during an evacuation: 1) date of registration, 2) name of the head of household, 3) gender of head of household, 4) place and date of birth of head of household, 5) number of household members, 6) address of evacuation location, 7) gender and age of household members, 8) address of residence before evacuation, 9) basic needs needed at the evacuation site, and 10) consent to distribute data

In Sigi District and KLU, post-disaster CRVS services were not connected to other data collection efforts in other sectors to identify the impact of the disaster or distribute social assistance. In the two areas in which data collection was carried out, it was found that during the disaster response, the Regional Heads conducted a quick assessment involving all SKPD officials to collect data, and in North Lombok District, data collection on house conditions was carried out by students/local communities using the Open Camera app and through geotagging because of limited human resources. This data collection can provide District Dukcapil Offices with information about the number of victims, level of damage, and the estimated need for CRVS services in each affected area. Good practices found in Sigi District include the data collection carried out by the Karampuang Foundation and UNICEF on people who lost their legal identity documents, which could be used by District Dukcapil Offices to determine outreach areas.

⁵⁶ Penny Ward, Janis Ridsdel, and Nicoleta Panta., Op.cit.

Each SKPD in Sigi District and KLU carried out data collection to identify disaster victims and distribute social assistance after the disaster response period. Problems occurred, however, when SKPD carried out data collection without including personal data elements that could later be used to identify someone in SIAK, and Disdukcapil was involved only for the verification and validation of the collected data. The people doing the data collection did not receive sufficient directions from District Dukcapil Office. As a result, much of the data was inconsistent, because not everyone had the experience and ability to collect data in a way that could be adapted to population data/SIAK. In North Lombok District, based on BPBD data that has been cross-checked with data from the District Dukcapil Office, approximately 13,000 NIKs were registered to two or more names, and many names did not have a NIK. This halted the process of assistance distribution because it required re-verification and re-validation. Meanwhile, in Sigi District, at the time of data collection, out of the 2,000 data collected, only 400 data were successfully verified by the District Dukcapil Office.

Halmahera District implemented good practices in collecting data, namely by linking their data to population data at the District Dukcapil Office. The CRVS data collection carried out after the earthquake disaster in South Halmahera District in July 2019 was done by implementing multi-sectoral coordination. Data collection was carried out using a form from Disdukcapil. The data collection team consisted of employees of the District Dukcapil Office, Office of Social Affairs, Health Office, Culture and Education Office, Perkim Service, PUPR, and Bappeda, and the team was assisted by TNI/Polri and the Directorate of Refugee Management at BNPB. The results of the data collection were then compiled, processed, and managed by Bappeda in coordination with the BPBD, and reported to the Regional Secretary and the Head of the Regional Government.⁵⁷

⁵⁷ BNPB's strategy in collecting data on refugees in South Halmahera after the M 7.2 earthquake. Retrieved from: <https://www.bnpb.go.id/en/strategi-bnpb-dalam-efforts-pendataan-pengungsi-halmahera-selatan-pasca-gempabumi-m-72>

F

Recommendations

Based on the aforementioned conclusions, this section highlights key recommendations for restoring CRVS services in disaster situations:

- 1. In disaster situations, the government should adjust CRVS services so that they are more responsive to disaster emergency conditions.** Adjustments can be made by considering the lessons learned from the experiences in KLU and in Sigi District, such as simplifying the process of direct issuance of legal identity documents, thereby eliminating the use of FR-1.01 and FR-1.02 forms, SKPTI, and SKPS, and only conducting verification via SIAK based on the applicants' identity (name, address, and name of parents), and publishing the document upon request. FR-1.01 form should only be given to those who did not have legal identity documents prior to the disaster, and SKPTI should only be given to disaster victims if the District Dukcapil Office cannot directly print /issue legal identity documents.
- 2. The government should be flexible in allowing NGOs to join the Data Collection Team for refugees and victims of natural disasters or social disasters.** In Article 4 of Minister of Home Affairs Regulation No. 11 of 2010, the Data Collection Team for refugees and victims of natural disasters or social disasters are limited to government staff only. However, based on the experiences in KLU and Sigi District, NGOs played a major role in assisting the data collection and recording processes of post-disaster population documents. KLU even included elements of NGOs as part of their 2018 Data Collection Team for CRVS Vulnerable Population of North Lombok District, which was ratified in a Head of District Decree. It is worth noting that CRVS data security protocols should be specifically regulated in the case that NGOs are involved as data collection volunteers. Although in the cases of KLU and Sigi District, there were no problems with the security of population data, collaborative data security protocols should be established to ensure that people's personal data remains safe.
- 3. The government, through the Ministry of Home Affairs, should establish separate coordination channels for existing bureaucracies in post-disaster situations and regulate them on a national level.** Findings on the ground show that post-disaster coordination mechanisms have been implemented as good practices. This mechanism started with the arrival of the National Team to the Province where the disaster took place and with the distribution of logistics and officers whose function was to restore the network. Meanwhile, the Provincial Government redistributed the recording equipment of CRVS services in districts not affected by the disaster and helped the post-disaster CRVS service process at an early stage even before the District Government recovered the CRVS services. The district government employed its OPD to assist the data collection process.

4. **The government should establish post-disaster emergency response SOPs.** Local governments should put in place SOPs that provide a service substitution scheme to address damaged/non-functioning infrastructures after a disaster. The interviews revealed that there were no SOPs for post-disaster services or post-disaster service recovery in both KLU and Sigi District.

5. **The government should accommodate special budgeting needs and facilitate the procurement of special goods for post-disaster services in disaster-prone areas.** The government should make efforts to include the preparation of disaster management contingency plans in the APBD for disaster-prone areas. This contingency plan should ensure that post-disaster CRVS service needs can run smoothly by utilizing the available funding scheme. Furthermore, the Government should specifically guarantee flexibility in the procurement of goods and the prioritization of budget allocations outside the Dukcapil Office budget (such as grants, ready-to-use funds, regional reserve funds, APBD changes) during a disaster. The government should enforce this budget allocation scheme through regulations to ensure that the outreach of post-disaster CRVS services runs well and without needing to depend on the policies or discretions of a head of regional government. The government should also specifically regulate the budgeting scheme for regions with low APBD and disaster-affected regions, because although budget relocation is made possible in existing regulations, low APBD makes it difficult for local governments to optimally restore post-disaster CRVS services.

6. **The government should implement a program to strengthen the capacity of human resources in providing post-disaster CRVS services, such as knowledge about Psychological First Aid (PFA) and self-care in disaster situations.** The government should acknowledge that in disaster situations, CRVS service personnel are also victims of these disasters, and that they may experience trauma, loss of family, and loss of property, which will affect their psychological and mental state. Increasing their capacity in PFA and self-care assist them in their recovery before returning to providing CRVS services to the community.

7. **The government should strengthen the role of the Ministry of Home Affairs/Office of Civil Registration and Vital Statistics in post-disaster data collection.** The government can improve the coordination and relationship between sectors and their technical units through:
 - a. Coordination between agencies that provide, manage, and utilize CRVS data for disaster emergency management (BNPB, Ministry of Home Affairs, BPS, Ministry of Social Affairs, Ministry of Health, Ministry of Public Works and Public Housing, and Bappenas)
 - b. Alignment of data instruments and documentation into a database that can be accessed by ministries that carry out disaster emergency management and post-emergency recovery (including those that distribute cash, physical, or material assistance)
 - c. Establishment of cross-ministerial task forces for the provision, management, and utilization of CRVS data
 - d. Establishment and strengthening of the capacity of the task force (pre-disaster and emergency response) for the provision, management, and utilization of CRVS data during normal conditions
 - e. Development of clear roles and job descriptions for members of the task force
 - f. Development of scenarios and exercises (tabletop and field exercise) for emergency response management to restore and utilize CRVS services.

8. **The Ministry of Home Affairs should issue a special SOP for mitigation and security mechanisms for CRVS infrastructures in disaster-prone locations.** During a disaster, mitigation measures should be taken into account to anticipate the possibility that CRVS service servers/computers are destroyed or buried under debris during earthquakes, damaged by floods or other disasters, or even lost due to looting in the wake of the disaster.
9. **The local governments that are currently carrying out post-disaster recovery and reconstruction should form a joint OPD task force for managing and utilizing databases for post-disaster recovery and reconstruction.** Efforts to establish data connectivity between DPOs will be strengthened by the existence of said joint task force. In addition, data synchronization should be realized, thereby reducing the potential for data overlap, which could delay the distribution of assistance.
10. **In addition to cluster eight, the government should also include the Ministry of Home Affairs in BNPB cluster two in its disaster management scheme.** This cluster focuses on shelters and protection. The Ministry of Home Affairs plays a crucial role during evacuations, which is to ensure that disaster victims get access to assistance and other social protection, and obtain legal identity documents. Furthermore, the implementation of evacuation and protection measures also requires data collection as well as the availability of valid data. The government should involve the Ministry of Home Affairs through the Dukcapil Director General to provide this data and coordinate with other sectors in implementing post-disaster evacuation and protection.

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