



## Citizen Charter Model on Population and Civil Registration Services in Merauke Regency

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### Abstract

*The Citizen Charter is a new approach model in public services that place service users as the center of attention or the most important element. In essence, a Resident contract is needed to provide service certainty which includes time, costs, procedures, and service methods, and to provide information on the rights and obligations of service users, service providers, and other partners in the overall expositions of service delivery. Thus, it can make it easier for service users, residents, and other partners to control service delivery practices and make it easier for service management to improve service delivery performance. This study aims to explain the citizen charter model in population services in Merauke Regency by referring to the citizen charter elements. This study uses a descriptive qualitative approach. Data was collected through interviews, observation, and documentation studies. Data processing and analysis techniques were carried out by data reduction, data display, and conclusion drawing/verification. Determination of informants using a purposive sampling technique. The results of the study show that the Citizen Charter model for Population Services in Merauke Regency, in general, has fulfilled the elements contained in the service contract which are: 1) Implementation of the service vision and mission; 2) There are service standards that serve as guidelines; 3) There is a service flow that is used as a service direction or guide; 4) Units or sections of complaints that do not specifically exist but in practice all existing units can carry out these functions.*

**Keywords:** Citizen Charters; Public Services; Population.

### A. Introduction

The practice of providing public services is one of the manifestations of the function of the state apparatus as a public servant in addition to being a servant of the state. Ideally, public services should be provided properly in order to achieve community satisfaction. The poor public service, which is still felt by the community until now, has prompted the Government to make efforts to improve the quality of public services. This effort is realized in the form of a Citizen's Charter or service contract (Meirinawati and Prabawati, 2015).

To realize democratic public services to the community, one approach that can be taken is through the application of citizen charters (service contracts). Citizen charters were first implemented in 1991 in the UK with the aim of continuously improving the quality of public services. It was then relaunched by the Labor government in 1998. The relaunch of the charter program represented an attempt to reaffirm the "bottom up", customer-oriented, approach to charter that had in public administration and was geared towards increasing citizen participation (Falconer and Ross, 1999).

Citizen charter is an approach in providing public services that places service users as the center of attention. This means that the needs and interests of service users must be the main consideration in the whole process of providing public services (Marzuqi, 2006). By implementing the citizen charter, it is intended to empower citizens with the principles of choice, standards, values, accountability and transparency in the rules, procedures and consultation systems. At the beginning of its implementation, the citizen charter initially established six main principles, namely (i) The setting, monitoring and publication of explicit standards; (ii) Information for the user, and openness in the availability of that information; (iii) Choice wherever practicable, plus regular and, systematic consultation with users; (iv) Courtesy and helpfulness; (v) Well-publicized and easy-to-use complaints procedures and; (vi) Value for money (Beale and Pollitt 1994).

Several previous studies such as that of Acharya (2010) concluded that Citizen Charter is not a myth to improve service quality at the local level, but a realistic approach to improving the quality, efficiency, and productivity of city service delivery. In addition, according to Djabbari et. Al. (2021) the existence of a contract in the public sector provides effectiveness and efficiency to the government to generate local revenue and in providing services. Another study conducted by Rani Et. Al. (2018) shows that the application of citizen charters at DPM PTSP Gowa Regency has not fully implemented the principle of citizen's charter which is seen from higher service standards, service openness, service information,

In essence, a service contract or citizen charter is needed for several reasons, namely: (1). To provide service certainty which includes time, costs, procedures and ways of service. (2). To provide information regarding the rights and obligations of service users, service providers, and other stakeholders in the whole process of service delivery. (3). To make it easier for service users, residents, and other stakeholders to control service delivery practices. (4). To facilitate service management improve the performance of service delivery. (5). To help service management identify the needs, expectations and aspirations of service users and other stakeholders (Marzuqi, 2006).

Based on the criteria for the service contract (citizen charter), it is seen that population services in Merauke district have similarities with the service contract model. One of them can be seen from the certainty of services as outlined in the decision of the head of the Merauke Regency Population and Civil Registration Office regarding the establishment of public service standards at the Merauke Regency Population and Civil Registration Office. The decision also explains the terms and obligations of users and service providers. Then, there is a process of handling, complaints and input in the population service process in Merauke Regency.

Merauke Regency is an area located at the eastern end of Indonesia. As an area that is far from the center of the state government, it requires Merauke to be able to adapt to various rapid and rapid developments, especially in the activities of providing public services. In addition, the characteristics of the regions that are far from each other are a challenge for the Merauke Regency Government to be able to provide maximum service to the community.

One of the quite complex problems faced by the Merauke Regency government is related to population services. The existence of increasing population growth that occurs every year is a challenge for the Merauke Regency government in providing

population services. The Central Statistics Agency (BPS) of Merauke Regency noted that the population growth rate reached 0.75 percent annually.

In addition, the characteristics of a pluralistic and heterogeneous society make Merauke Regency need to optimally manage diversity in relation to public services. This is also one of the challenges, that the essence of a democratic public service is being able to place multicultural buildings without differentiating ethnicity, race, religion, group as a unit in decision/policy making.

The Ombudsman of the Republic of Indonesia Representative of the Papua Province as a state institution with a supervisory function assessed that public services in the Papua region during 2019 seemed to be still running in place. This is concluded from the number of reports from the public as individuals/direct victims of the lack of services received. Several forms of dissatisfaction with public services based on the report, dominated by maladministration reported by the public, were 25 percent of protracted delays, 20.5 percent of non-delivery of services, procedural deviations and 15 percent of inappropriate behavior. Abuse of authority 12 percent, incompetence six percent, discrimination three percent, conflict of interest and requests for compensation for money, goods and services 1.5 percent. (antaranews, accessed 20/01/2020)

In its journey until now, the problems that have arisen in every public service delivery related to population have not moved on to improvement, although they are slowly bringing up service innovations to support service quality, effectiveness and efficiency. The transformation problems faced are still in the circle of problems of illegal levies, limited access for the poor and very bureaucratic or convoluted services.

On a more specific issue, the queue volume at the Department of Population and Civil Registration is very congested, resulting in the office being overcrowded by people submitting applications. In addition, the administration of the Identity Card (KTP) is still very slow with a classic problem, namely the unavailability of a blank KTP. Furthermore, the problems faced by the poor, illiterate, people with disabilities, the elderly (elderly), who have limitations, find it difficult to access services, coupled with the ability of human resources in these agencies which are still very lacking and limited.

Another problem, the difference between normative service attitudes and factual service attitudes carried out by bureaucratic officials is revealed from the many complaints felt by service users when receiving services. Observations made in the field show that there is a very conspicuous tendency to discriminate in providing services. The reality of the service shows that the bureaucratic apparatus in reality makes different services to the service user community. The difference in service is based on several things, among others, due to high and low socioeconomic status, close social relations with the apparatus, physical appearance of service users, ethnicity, political affiliation, social affiliation, and the intellectual level of the community.

The description of the problem above shows that public services in the field of population and civil registration still do not show good service quality and are far from democratic values. Meanwhile, from the regulatory aspect, public services, in this case population services, must be based on democratic values that involve community participation in order to obtain guarantees for satisfying services. Based on the problems that have been explained, the purpose of this study is to explain the Citizen

Charter in population services at the Department of Population and Civil Registration of Merauke Regency.

## **B. Literature review**

### **Citizen Charter Model in Public Service**

According to Savas (1987) service by the government (government service) is the delivery of a service by a government agency using its own employees (providing services to the community or citizens carried out by government agents through their employees). Meanwhile, according to Mahmudi (2010), public services are all service activities carried out by public service providers as an effort to fulfill public needs and implement the provisions of laws and regulations.

The Citizen Charter was introduced for the first time in the UK at the time of Prime Minister Margaret Thatcher. Initially, it was a document which contained the rights and obligations inherent in both providers and customers. Later in its development, the document also mentions sanctions for violations if one party is unable to carry out its obligations in accordance with the provisions in the Citizen Charter document. Then, along with the development of concepts and theories in Strategic Management, the Citizen Charter also added the vision and mission of the service provider organization as well as the vision and mission of the service organization.

The term Citizen Charter was originally intended for service users or clients only (customers or clients), not for all citizens (citizens). However, this misguided term is still intended for the entire community as service users. Citizen Charter is often also referred to as customer's charter, client's charter. In the exact equivalent of the Citizen Charter in Indonesian, one of the translations that can represent the meaning is often called a "Service Contract". This Citizen Charter then became a source of inspiration to be imitated in the United States, Canada, France, Belgium, Australia and Italy (Osborne & Plastrik, 1997). Later the Citizen Charter became an important part of The Charter of Fundamental Rights at Uni988.

Basically the Citizen Charter or service contract is a new approach in public services that places service users as the center of attention or the most important element. Through service contracts, it is hoped that they will be able to form a culture of service, as in the concept of bureaucrats as civil servants and not pangreh praja. In this context, the needs and interests of service users are the main consideration in the entire service delivery process.

Service contracts or citizen charters are needed in public services for several reasons (Marzuqi, 2006), namely: 1) To provide service certainty which includes time, costs, procedures and methods of service; 2) To provide information regarding the rights and obligations of service users, service providers, and other stakeholders in the whole process of service delivery; 3) To make it easier for service users, residents, and other stakeholders to control service delivery practices; 4) To facilitate service management improve the performance of service delivery; 5) To help service management identify the needs, expectations and aspirations of service users and other stakeholders.

In practice, service contracts are used to encourage service providers, service users and other stakeholders (stakeholders, key holders) to "commit to joint

agreements” about the types, procedures, costs, timing and ways of providing services. The purpose of the formation of a service contract is to make public services more responsive or responsive, transparent and responsible or accountable, so the formulation of a service contract must involve service users, all units involved in providing services, Community Institutions (NGOs), Non-Governmental Organizations Regional Representatives (DPRD), local community leaders, and others.

Functionality in the service contract can be seen that it can be used as a form of formulation of an open collective agreement, as a public instrument to control service delivery, and also as a means to regulate the rights and obligations of users and service providers in a balanced and fair manner. Thus the assumptions contained in good governance are very much in line with the service contract, namely that public services will be a shared affair and responsibility between the government, the private sector, and the user community in general.

For the context of developed countries, the Citizen Charter has also become an important part of The Charter of Fundamental Rights in the European Union, even in India and Malaysia (Sarji, 1996). The country has actually implemented citizen charters for a long time in the implementation of the public service process. The results of trials in several regions in Indonesia prove that the implementation of the Citizen Charter has many benefits, both by the bureaucracy, service users, and other user stakeholders.

These benefits include: First, it can provide service certainty which includes time, costs, procedures and service methods. Second, to provide information on the rights and obligations of service users, service providers, and other stakeholders in the whole process of service delivery. Third, to make it easier for service users, residents, and other stakeholders to control service delivery practices. Fourth, to facilitate service management, improve the performance of service delivery. Fifth, to help service management identify the needs, expectations and aspirations of service users and other stakeholders (Maani, 2010). There are five main elements that are usually listed in a Service Contract, namely:

1. Service vision and mission

What is contained here is the formulation of the extent to which public service organizations have referred to the principles of service certainty. The vision and mission of the ministry do not always have to be understood as a slogan or motto, but must be actualized into concrete actions. The vision and mission must be part of the service culture which is reflected in the way of service delivery.

2. Service standard

Contains an explanation of what, why and how efforts are needed to improve service quality. Service standards contain service norms that will be accepted by service users. In this case the service standard must contain the standard of treatment for users, the standard of product quality (out-put) obtained by the community and the standard of information that can be accessed by service users.

3. Service flow

Contains an explanation of the units/sections that must be passed if you want to take care of a public service organization that requires a certain service or from the Flow to explain the various functions and tasks of the units in the service office so that misunderstandings between service providers and service users can be reduced. The service flow chart needs to be placed in strategic places so that it is easy for service



users to see, attractively designed with simple language and pictures that make it easier for service users to understand.

#### 4. Community complaints unit or section.

What is meant is a unit, unit or section that functions to receive all forms of public complaints. This unit must respond properly to all forms of complaints, ensuring the seriousness of the service provider in responding to complaints and inputs. He also plays a role in evaluating the existing service system. One of the important roles of the public complaints unit is in research and development of service systems.

#### 5. Survey of service users.

In Indonesia, surveys of service users are mostly still limited to being carried out by private companies in the form of customer surveys. The Service Contract requires that a survey of service users be conducted for public organizations. The aim is to find out the aspirations, hopes, needs and problems faced by the community.

The survey results are used to improve the public service delivery system in the future according to the expectations of the community. What is expected from the survey of service users is a good relationship and the level of user trust in service providers. In Citizen Charter further, contract changes are the result of very intense and dynamic interactions between customers and providers (Maani, 2010).

The contract represents a balance between high aspirations and the capacity of the bureaucracy to do so. Therefore, it is necessary to identify users (user groups) or stakeholders. Communities/citizens often have high demands and expectations for services. Because the existing services so far are highly rule driven and are very constrained by the procedures described above. And also constrained by the capacity and quality of implementing resources. Thus, the Citizen Charter has actually offered a lot of hope for a change in service. Governments are increasingly required to be transparent with service users and other stakeholders (Finkelstein, 2000).

Another thing that is also an important point of this approach is that the transformation of governance culture, from a culture of power to a culture of service, will take place quickly (Denhardt & Denhardt, 2003). In the Citizen Charter approach, service providers are required to uphold service ethics. Starting from the most basic, such as greeting, being friendly, smiling is a cultural problem that is not easily transformed into the government bureaucracy. Not to mention that the government bureaucracy has also positioned citizens as 'bad people', because they must always be strictly controlled. So that in this Citizen Charter era, users and service stakeholders must be placed in a better position, namely as partners.

Therefore, in providing services, it is necessary to start being participatory in determining the rules of the game for organizing services. In this regard, the Citizen Charter approach is believed to be a new breakthrough in breaking through the impasse of efforts to realize good governance in public services. This approach is not only believed to be effective in changing the paradigm of public services, but also able to build a collaborative strategy to build "trust" between service providers and users so that in the end the performance of public services becomes more qualified.

### C. Research methods

This study uses a qualitative approach by describing phenomena related to research problems. Data was collected through interviews, observation and

documentation studies. Data processing and analysis techniques were carried out by data reduction, data display, and conclusion drawing/verification. The technique of determining the informants was carried out by purposive sampling, the informants in this study were a representative primary data source and provided information related to the conditions and reality of the research problem. The informants in this research are: 1) the Department of Population and Civil Registration; 2) Elements of the District and Village Level Governments; 3) Community service users.

## **D. Results and Discussion**

### **1. Citizen Charter on Population and Civil Registration Services in Merauke Regency**

#### **a. Service vision and mission**

The vision and mission of the service contain the formulation of the extent to which public service organizations have referred to the principles of service certainty. The vision and mission of the ministry do not always have to be understood as a slogan or motto, but must be actualized into concrete actions. The vision and mission must be part of the service culture which is reflected in the way of service delivery. Conditions related to the actualization of the service vision and mission in Merauke district, can be seen in the results of the reduction below:

**Table1.**Results of the Reduction of the Vision and Mission of Population Services in Merauke Regency

Indicator	Informant Response	
	Government	Public
Service Vision and Mission	- The Vision and Mission have been implemented and applied in providing services	- The vision and mission can be seen on the information board and is easy to understand and in general it has been implemented well

Source: Reduction results, 2022

Based on the results of the reduction above, it can be seen that the actualization of the existing vision and mission at the Department of Population and Civil Registration in Merauke Regency in general has been carried out well through service programs provided to the community such as the electronic ID card service program, birth and death certificates. The process of implementing the vision and mission also provides services to villages in the form of recording ID cards, family cards and marriage registrations. So that the process of implementing the vision and mission can be carried out effectively.

#### **b. Service standard**

Service standards contain an explanation of what, why and how efforts are needed to improve service quality. Service standards contain service norms that will be accepted by service users. In this case the service standard must contain the standard of treatment for users, the standard of product quality (out-put) obtained by the community and the standard of information that can be accessed by service users. The standard conditions of service that occur in the Department of Population and Civil Registration of Merauke Regency can be seen in the results of the research reduction below:

**Table2.**Results of Reduction of Population Service Standards in Merauke Regency

Indicator	Informant Response	
	Government	Public
Service standard	<ul style="list-style-type: none"> <li>- Information standards are still in the form of socialization based on print and electronic media as well as verbally</li> <li>- Service standard based on SOP</li> </ul>	<ul style="list-style-type: none"> <li>- Can be seen on the information board regarding service rules</li> </ul>

Source: Reduction results, 2022

Based on the results of the reduction above, it can be seen that the service standards for population and civil registration services in Merauke Regency are information standards that are carried out in the form of socialization based on print and electronic media and some are delivered directly orally through service officers. Service standards are also contained in the Decree of the Head of the Population and Civil Registration Office of the Merauke Regency Government regarding the establishment of public service standards at the Population and Civil Registration Service. So that service standards that contain treatment standards, quality standards and information standards are very clearly visible in the SOP.

**c. Service flow**

The service flow contains an explanation of the unit or section that must be passed if it is to take care of whether the public service organization must have a certain service or from the flow explaining the various functions and tasks of the units in the service office so that misunderstandings between service providers and service users can be reduced. The service flow chart needs to be placed in strategic places so that it is easy for service users to see, attractively designed with simple language and pictures that make it easier for service users to understand. The condition of the service flow that occurs at the Merauke Regency Population and Civil Registration Service can be seen in the results of the research reduction below:

**Table3.**Results of the Reduction of Population Service Flow in Merauke Regency

Indicator	Informant Response	
	Government	Public
Service Flow	<ul style="list-style-type: none"> <li>- The functions and duties of each unit have been informed to the public and posted on the information board</li> </ul>	<ul style="list-style-type: none"> <li>- There is an information board</li> <li>- The service flow and the main tasks of the units have been understood</li> </ul>

Source: Reduction results, 2022

Based on the results of the research reduction above, it shows that the service flow at the Office of Occupation and Civil Registration in Merauke Regency looks effective and is known by service users through information boards, so that the functions and duties of each unit in providing services can be known by service users (community). . The functions and duties of each unit or section in the service, namely each sector is more specific related to its main tasks (SIAK, DAKDUK, KTP and KK). All



units can serve between integrated and verified units so that the community can use the results of the services provided.

**d. Community complaints unit or section.**

What is meant is a unit, unit or section that functions to receive all forms of public complaints. This unit must respond properly to all forms of complaints, ensuring the seriousness of the service provider in responding to complaints and inputs. He also plays a role in evaluating the existing service system. One of the important roles of the public complaints unit is in research and development of service systems. The condition of the community complaints unit or section at the Merauke Regency Population and Civil Registration Service can be seen in the results of the research reduction below:

**Table4** Results of the Reduction of the Complaints Unit at the Department of Population and Civil Registration in Merauke Regency

Indicator	Informant Response	
	Government	Public
Complaints Unit	<ul style="list-style-type: none"> <li>- There is no unit that specifically accepts public complaints.</li> <li>- All units in general can receive complaints and complaints from the public</li> </ul>	<ul style="list-style-type: none"> <li>- Complaints given can be responded to properly</li> </ul>

Source: Reduction results, 2022

Based on the results of the research reduction above, the Public Complaints Unit or section at the Merauke Regency Population and Civil Registration Office shows that there is no unit or section that specifically works to receive public complaints, but in general there are units or sections at the Merauke Regency Population and Civil Registration Office. can receive public complaints, and incoming complaints can be immediately resolved by the unit or section concerned. The problem solving process if there is a complaint looks very practical, namely the community simply comes to the Population and Civil Registration Office and resolves what the problem is. For example,

**e. Survey of service users**

Surveys of service users are mostly still limited to being carried out by private companies in the form of customer surveys. The Service Contract requires that a survey of service users be conducted for public organizations. The aim is to find out the aspirations, hopes, needs and problems faced by the community. The condition of the service user survey carried out at the Merauke Regency Population and Civil Registration Service can be seen in the results of the research reduction below:

**Table5** Results of the Reduction of Population Service User Surveys in Merauke Regency

Indicator	Informant Response	
	Government	Public
Service User Survey	<ul style="list-style-type: none"> <li>- No specific survey has been conducted yet</li> <li>- Efforts are made only to install a suggestion box</li> </ul>	<ul style="list-style-type: none"> <li>- There is a suggestion box that is commonly used to convey hopes and aspirations</li> </ul>

Source: Reduction results, 2022

Based on the results of the reduction above, the survey of service users at the Department of Population and Civil Registration of Merauke Regency shows that no survey has been conducted specifically to evaluate service satisfaction to the community. Efforts made in relation to public relations were carried out by installing a suggestion box as a forum to convey the hopes and aspirations of the community.

## E. Conclusion

The Citizen Charter (Service Contract) for Population Services in Merauke Regency in general has fulfilled the elements contained in the service contract, namely: 1) Implementation of the service vision and mission; 2) There are service standards that serve as guidelines; 3) There is a service flow that is used as a service direction or guide; 4) Units or sections of complaints that do not specifically exist but in practice all existing units can carry out these functions; 5) A survey of service users that has not been carried out specifically but as another alternative, namely the existence of contact suggestions that can be used by the community to provide an assessment of the services provided.

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