

The Dynamic of e-KTP Evaluation Program in DKI Jakarta

TRİYUNI SOEMARTONO

Faculty Member of Public Administration Institute (IPDN), Jatinangor, West Java
triyuni.soemartono@yahoo.com

Abstract. The study aims to analyze the evaluation of e-KTP program implementation. The usage of electronic identity (e-ID/e-KTP) provides several benefits for users, private institutions, and the government, hence encouraging many countries to implement such program. In 2009, Indonesia launched the e-KTP program as a National Identity Card, by pointing six districts/municipalities as a pilot project. e-KTP is a demographic document containing security or controlling system—both administration as well as information technology based on national population database. Each citizen may only have one KTP with one Resident Registration Number (NIK)—as a single identity for each resident, valid for life. In 2011, DKI Jakarta, as the capital of Indonesia, has implemented the e-KTP program. The research used qualitative method to describe the phenomenon, classify and evaluate it, by taking the administrative-village (Kelurahan) of Pondok Pinang, Kebayoran Lama Sub-district in South Jakarta and Duri Kepa, Kebon Jeruk Sub-district in West Jakarta as the case study. The result shows that the implementation of the policy still have shortages, particularly related to major resources, such as limited technical resources and human resources to operate the e-KTP program. The problems need to be evaluated in order to improve the success of dynamic and updated e-KTP program in the future.

Keywords: e-KTP, program evaluation, population registration

Abstrak. Kajian ini bertujuan untuk menganalisis evaluasi program e-KTP. Penggunaan electronic identity (e-ID) memberikan beberapa manfaat bagi pengguna serta untuk swasta dan pemerintah, yang mendorong banyak negara untuk menerapkannya. Indonesia sendiri baru tahun 2009 meluncurkan program e-KTP sebagai kartu identitas nasional dengan menjadikan 6 Kabupaten/Kota sebagai pilot project KTP Elektronik atau e-KTP. e-KTP adalah dokumen kependudukan yang memuat sistem keamanan atau pengendalian—baik sisi administrasi maupun teknologi informasi dengan berbasis database kependudukan nasional. Penduduk hanya diperbolehkan memiliki satu KTP yang tercantum Nomor Induk Kependudukan (NIK)—sebagai identitas tunggal setiap penduduk dan berlaku seumur hidup. Pada tahun 2011, di DKI Jakarta sebagai ibukota Indonesia, telah menerapkan program e-KTP. Penelitian ini menggunakan metode kualitatif untuk menggambarkan fenomena, mengklasifikasikan dan melihat evaluasi bagaimana analisis pelaksanaan e-KTP Program, dengan studi kasus di Kelurahan Pondok Pinang Kecamatan Kebayoran Lama Jakarta Selatan dan Kelurahan Duri kepa Kecamatan Kebon Jeruk Jakarta Barat. Hasilnya menunjukkan bahwa implementasi kebijakan masih ditemui banyak kekurangan di mana masalah program e-KTP terkait dengan sumber daya utama seperti keterbatasan sumber daya teknis dan sumber daya manusia yang terbatas untuk mengoperasikan program e-KTP. Masalah ini perlu dievaluasi dalam rangka meningkatkan program e-KTP di masa depan agar dinamis dan mutakhir

Kata kunci: e-KTP, program evaluasi, registrasi populasi

INTRODUCTION

Each organization requires an identification system of citizen's formal identity. The formal identity is valuable to build and maintain standards, ensure the appropriate scheme of integrity, hinder data falsification, foster sustainable quality of insurance, and avoid the problem of anonymity (Clarke, 1994).

According to Castro (2011), the usage of e-ID system is beneficial for individuals, business entities, and governments, since it facilitates commerce in digital economy, enables e-government service, as well as improve security for online transactions. The usage of electronic communication can economize the costs, as well as cut the travels to governmental offices or public notary. In the business world, it can as well provide

benefit since we can interact safely with the government through on line communication. Activities like paying tax or applying for a permit can be done on line.

In terms of e-ID system implementation, Castro (2011) explains that the government can offer better innovative public services that require authentication. The e-ID system reduces the need to write data on paper, helps lessen the data rewriting error and shortens the processing time. Government also gains benefits from the improvement of efficiency, for example by deleting data entry duplication, and reducing the cost of documentation since it cuts printing, storage, transport and waste disposal costs. Eventually, the usage of e-ID system can increase online transaction security and prevent identity falsification and stealing.

Looking at the various benefits, e-ID program has been developed in several countries (Castro 2011). European countries, including Belgium, Finland, Sweden, and Portugal, have applied national identity system in the form of e-ID since 1999 to 2006. Finland (1999), Estonia (2002), Italy (2002), Belgium (2004), Spain (2006) and Portugal (2006) applied the electronic function to national ID card with the scheme of public key infrastructure (PKI). Different schemes are also applied in a number of other European countries, such as Password-based Systems and Attribute Based Credentials Solutions (ABC) (Bour 2013).

In Belgium the usage of e-ID or called BelPIC—as the biggest e-ID system in Europe, enables the right of online access where authentication is attained through the certificate of identification stored inside BelPIC. In the mean while, certain European Union countries gives exception on the right to access and the type of access for data subject, depending on certain contexts. (Castro 2011, Otjacques, Hitzelberger and Feltz 2006).

Sweden, for example, started to use NIDEL card in October 2005. The card functions as the proof of identity and citizenship, where the right of access is made unavailable in certain extraordinary situations. This is due to the Secrecy Act that regulates information, thus enable the closure of information for data subject (Justice Department of Sweden, 2004).

While Lithuania, since January 2009 has rolled out a national biometric e-ID. The objective of using this smartcard is to provide a more secured ID card and facilitate a more efficient control of frontier. This e-ID contains a digital certificate that can be used in a computer with a card reader by individuals to make a more secured online transaction; it is useful for an authentication in an online service or for signing electronic document (Castro 2011).

In Malaysia, a national identity card system has been applied since 1949. Later on September 2001, Malaysian government launched a smart card ID known as 'MyKad', that combines several single applications inside the card with personal information of the card holder (Kam 2001, Thomas 2004).

Since 2009, Indonesia has also launched an e-ID program called e-KTP as a national identity card by appointing six Districts/Municipalities as its pilot project. The e-KTP is a demographic document containing security/monitoring system both from the aspect of administration and information technology with the basis of national demographic database. A citizen can only have one e-KTP that contains his/her Resident Registration Number (NIK). The NIK is a single identity for a citizen and valid for life.

Indonesia is now heading into the implementation of NIK, a digitalized form of personal identity of the citizen through electronic identification (e-ID) or smart card ID program, created by one of Schlumberger corporations, Axalto, in 1970 (Al-Khoury and Bal 2007). The Population Administration Information System (SIAK) is beneficial to foster a single identification system in the form of Resident Registration Number (NIK) for the entire population of Indonesia. The NIK data will be linked to

the data of resident registration service record and civil record. The implementation of NIK uses information and communication technology (SIAK), a system that uses hardware, software, as well as effective and efficient data communication networks. Therefore in order to ensure a dynamic and updated implementation of the Resident Registration Number (NIK) and to prevent identity duplication, this research conducted an evaluation towards the process of e-KTP implementation.

The process of e-KTP implementation involves important actors of objective holder, involving widespread competitions and complex combination of government projects; hence calls for participations of different government layers and units, and is influenced by the factor of power outside their authority (Ripley and Franklin 1982). Lester and Stewart (2000) explains that policy implementation in its broad definition is a means of legal administration where various actors, organizations, procedures, and techniques work together to execute the policy in order to attain the effect or objectives they have targeted.

The most general meaning of "to implement" is to execute, to finish, to fulfill, to produce, or to put into action, and the meaning is similar to a service (Brynard, 2005). "To implement" can also refer to innovation, like referring to the deliverance of particular program, or to a set of objectives of the activities conducted to combine different components of the program into an organization of service or community (Burke, Morris and McGarrigle, 2012). In implementation phase, any existing problem will hamper the government in achieving the goal and target of the program; it can even impair the reputation of the institution responsible for the implementation of the program (Weaver, 2010). Finally, implementation will fail when the theory of the program is not put properly into practice (Rosenbaum, 1986).

Implementation is determined by a set of activities, designed to apply a program (Fixsen et al. 2005). Some experts on policy matter (deLeon, 1997; Dryzek, 2000; Fischer, 2003) started to promote a more democratic approach for public policy, including policy implementation and evaluation, that acknowledges the supporting factors of policy implementation, such as social participation and consensus. These are important for the evaluator to understand the policy implementation process, since there are many public-funded social program, and they are initiated and influenced by public policy. Apart from that, evaluator will evaluate policy or program implementation to inform the decision maker on the following plan and to explore how and why the expected result cannot be achieved (DeGroff and Cargo, 2009).

In relation to policy or program evaluation, Trochim (2009) explains four factors that influence the success or failure of a program. First, policy evaluation is valuable due to its role as a kind of mechanism of communication concerning what should be evaluated, what resources should be involved, who is responsible, how the objectives should be achieved, etc. Second, policy evaluation helps make the implementation transparent as well as functions as a democratic effort. Third, policy evaluation is also a

mechanism to learn more on how to evaluate (Preskill, 2007). Fourth, policy evaluation is a potentially efficient mechanism to change the practice of policy.

The evaluation towards e-KTP program implementation can be done by utilizing the principles of specificity, inheritance, encapsulation, exhaustiveness, continuity, delegation and accountability (Trochim, 2009). Specificity means the policy changes from general policy into more specific policy, inheritance explicates all policies and practices of "inheritance" explain all policies and practices of "inheriting" the characteristics of the parent policy. Furthermore, encapsulation means the program policy is never wider than its parent, while exhaustiveness means that the policy should cover all relevant domains. The next principle is continuity, which means there is no gap between the related level of policy; and delegation, means the responsibility is delegated to a more detailed or specific policy in practice, while accountability indicates the implementation of policies/ programs, reasonably interpreted.

Based on the explanation above, this research aims to implement an evaluation on e-KTP program in DKI Jakarta by taking Administrative-village of Pondok Pinang, South Jakarta and Administrative-village of Duri Kepa, West Jakarta as the case study.

RESEARCH METHODS

The research uses qualitative approach by using a case study (Creswell, 2009). Case study is a thorough investigation on an example of phenomena in the context of real life (Yin, 1994 and 2004). Such research must be differentiate from other research designs, such as comparison control, formal modeling, and analysis model. In the mean time, the object of the study is the evaluation of e-KTP program where the data collection process is conducted through literary study method from preexisting researches, existing data statistics and in-depth interviews (Bryman, 2012). In-depth interviews were conducted to four levels. i.e.: (1) the Sub-Office of Population and Civil Registry of West Jakarta and Kebayoran Lama in Sub-Districts; (2) officials and apparatuses in two sub-districts, Kebon Jeruk, and Kebayoran Lama; (3) officials and apparatuses in two administrative-villages: Pondok Pinang in Kebayoran Lama Sub-district and Duri Kepa in Kebon Jeruk Sub-district; as well as (4) people who apply for e-KTP in the aforementioned two administrative-villages.

RESULT AND DISCUSSION

Indonesia as the fourth most populated country in the world after China, India, and the United States, is demanded to have orderly, uncomplicated and non-discriminatory demographic administrative services in accordance with Law No.23 of 2006 regarding Population Administration. Consequently the service executing and performing apparatuses must be professional, efficient and effective in granting security for the society to get their civil and legal rights. The consequence of e-KTP program implementation, each citizen has the right to

own Resident Registration Number (NIK) as mandated in Article 101 of Law No.23 of 2006 regarding Population Administration, as follow; a) the government must give NIK for the entire citizen within five years at the latest, b) All institutions must use NIK as the base of issuing any document as mentioned in Article 13 paragraph (3) within five years at the latest, c) Life-time KTP holders, already having a NIK, shall keep it valid, while those having no NIK shall comply to the regulation.

Apart from that, the Law is supported by Presidential Regulation No. 26 of 2009 as amended by Presidential Regulation No. 67 of 2011 regarding the National Implementation of NIK-based KTP. The implementation of the policies towards the regulation requires the role of stakeholders to support the process and provide dynamic and updated information and communication technology where the appropriate planning and implementation strategy shall give easy service for the society. The development and improvement of Population Administration Information System (SIAK) aims to actualize national commitment to create a Resident Registration Number (NIK) system for the entire Indonesian citizen. Therefore demographic data can be integrated and linked to the record of Population and Civil Registry; thus the system will produce dynamic and updated demographic data.

The development and improvement of SIAK through e-KTP, equipped with chip and biometric data, is related to the development of hardware, software, efficient and effective system of data communication networks, implemented in the entire regions of the Unitary State of the Republic of Indonesia. SIAK is regulated in Article 82 Law No. 23 of 2006, Article 70 to 80 Government Regulation No. 37 of 2007 and Regulation of Interior Minister No. 25 of 2011, regarding the Guidelines for Assessment, Development and Management of Population Administration Information System (SIAK). SIAK is an information system that utilizes information and communication technology to facilitate the management of population administration information in the level of executor and Implementing Institution as a whole. Population Administration Information management is done by the Minister of the Interior through the development of SIAK.

The implementation of e-KTP program refers to a policy formed by the government as a program aimed to provide a service in social community (Burke, Morris and McGarrigle, 2012). In terms of Resident Registration Number (NIK), Article 63 paragraph (6) of Law No. 23 of 2004 stipulates that "The citizen can only have 1 (one) KTP (ID card)," therefore a system of security/control in terms of administration and information technology is required to automatically verify and validate Population Database. In the mean while, Article 64 Paragraph (3) stipulates that "Inside the KTP there is a space to contain security code and electronic record of important event registry".

The management of SIAK through e-KTP program has three objectives. First, to improve service quality of Population and Civil Registry. Second, to provide data

and national- and local-scaled information concerning the result of accurate, complete and easily accessible Population and Civil Registry. Third, to actualize a systemic data exchange through a Single Personal Identity system by maintaining confidentiality.

In order to give and improve e-KTP service, the government set the target of termination time to solve the whole problems of organization, available online networks, available tools, programmed trainings for registration and SIAK officials. The government must reach the target at the end of 2013, since e-KTP service must have been finished in January 2014, targeting e-KTP for 170 million eligible citizen, i.e. a citizen above 17 years old/or have been married, as the basis of the making of DP4 (the Potential Voter List) that will then be submitted to KPU (General Election Commission) to be made as DPS (Preliminary Voter Lists) and DPT (Fixed Voter Lists) of 2014 Election. Therefore, the best way for each executor of e-KTP service is to combine several quality perspectives and actively and appropriately adjust its service to the existing condition. Such form of program implementation must be consistent (Durlak and DuPre 2008; Wandersman et al. 2005a) with the policy to create a dynamic and most-recent-technology-based Single Personal Identity system.

To actualize the objective, the government has prepared various required resources (Dalton et al. 2007) so that the implementation process can run well. The resources include the fund and other stimulus (incentives) that support and facilitate effective implementation. Therefore, the resources we meant here include human resource, tools, and finance.

From the aspect of financial resource, the source of e-KTP funding comes from the National Budget (APBN) and Regional Budget (APBD). The source of funding from the national Budget is used for hardware, software, NIK-based and Bintek-based KTP forms.

Perceived from the human resource, the number of administrative staffs and technical staffs/operator is still limited to serve the number of hundred thousand citizens, for example in urban village of Pondok Pinang and Duri Kepa. The number of population eligible for e-KTP Pondok Pinang urban village is 44,528 people, while the number of administrative staffs and technical staffs of SIAK is only 6 people; whereas in urban village of Duri Kepa only 4 people. Thus the e-KTP process is overwhelming. One of the citizens in Pondok Pinang affirmed that he had to queue for e-KTP record for 4 hours, since for one taking of record, only four people could go all at once, the whole process of which was quite long.

From the aspect of equipment resource, it consists of PC, server, fingerprint tool, reader, digital camera and supporting technology. First, smart card technology or more known as e-KTP, integrated to SIAK. Second, a safe National Population Database System functioning to manage, store, read, and search for effective district/municipal-based data online for services, in order to prevent double data. Third, a population database integrated to biometric database. A chip as a tool of data

and biometric data storage in the ID card (KTP), in time, can function as multipurpose card, such as an ATM, integrated to other systems. All results of the formulation are packed under the corporation among BPPT, the State Cryptography Institute (LSN), ITB, and the Directorate General of Population and Civil Record. Moreover, from the Regional Budget, the Provincial Government of DKI Jakarta has spared a number of fund for e-KTP program operators, socializations, and additional electrical power in administrative-village offices 2011.

In the meanwhile, the forms required for the implementation of Population Administration Information System (SIAK), are among others: (a) Population Personal data; (b) Family Card (KK); (c) ID Card (e-KTP); (d) Certificate of Demography:

Population Personal data Form for Indonesian citizen with the code of F-1.01 has been stipulated in the Regulation of the Minister of Home Affairs No. 28 of 2005 amended by Permendagri No. 19 of 2010 concerning the Form and Book Used in Population Registry and Civil Record; concerning how to acquire a complete and updated data collection, consisting the element of: First, area data: 1) the code of the province; 2) the code of the district/municipality; 3) the code of the sub-district; 4) the code of village/urban village; 5) the code of hamlet/kampung/Banjar/Nagari. Second, the data of family head: 1) the name of the family; 2) Address; 3) postal code; 4) Telephone number. Third, the family data, consisting of the entire 33 elements of population personal data record, are then put into the population database by using SIAK, to finally get an e-KTP.

The authority of organizing and implementing the Population and Civil Registry is stipulated in Law No. 23 of 2006 concerning Population Administration and Government Regulation No. 37 of 2007 concerning the Implementation of Law No. 23 of 2006 concerning Population Administration, the management of population administration information system in the level of organizer is the Provincial Government of DKI, and the Mayor of West Jakarta and South Jakarta, as well as Sub-district Head of Kebon Jeruk and Kebayoran Lama. While the implementing institution as a unit is the Office of Population and Civil Registry (Province) and the Sub-Office of Population and Civil Registry of West Jakarta and Kebayoran Lama Sub-district.

In the frame of the policy of the e-KTP implementation, cooperation and coordination between related actors, be it organizers (Minister of Home Affairs, Directorate General of Population and Civil Registry, the Governors, the Regents/Mayors), executors (the Provincial, District/Municipal Head of the Office of Population and Civil Registry, and e-KTP users) are notably important. Therefore socialization is required as a medium to disseminate clear understanding related to the benefit and function of e-KTP to both people and government or private institutions. In addition, trainings are required to facilitate the capability of public service officers in handling e-KTP.

The result of the study shows that the e-KTP program implementation has not been maximum, due to the lack

of resources, compared to the number of citizens to be served, lack of staffs trained either by central or provincial government, hence a lot of inexperienced staffs, and lack of trainings (Dalton et al. 2007). The failure of the Implementation may also be related to how far the program is implemented, consistent to its initial plans (Durlak and DuPre 2008; Wandersman et al. 2005a). In the meanwhile, factors that influence the success of the implementation are explained by Paudel (2009), such as people's trust toward public institutions, people's awareness, accessibility and service availability.

So far, e-KTP socialization has not been optimally conducted to the entire levels of society in order to disseminate the importance of the function and benefit of e-KTP. People only got verbal invitation; the staffs from the neighborhood came door to door, asking people to bring their old KTP and Family Card (KK). Some even come to the village office without bringing the personal data document, directly interviewed by the officers, then follow the recording process of fingerprint and retina, and give their signature on a tool and have their picture taken.

On the other hand, the understanding of program executors and the target users of e-KTP program will greatly influence the success of the program. Based on the results of interviews conducted with residents (8 people representing 5 sub-neighborhoods), their understanding of several documents in the requirement form of e-KTP application, like F.1.01 form, a personal population data form containing 33 data elements, is still very low; they did not know the usability and function of the F.1.01 form. The unfamiliarity is also experienced by the registration officers in the two administrative-villages, related to the population data accuracy process and the usefulness of form F.101. This is due to the absence of intensive training conducted by the municipal government of South Jakarta and West Jakarta since they only get a distribution of the technical operators from Jakarta Provincial Population Office through each Sub-Office of Population and Civil Registry in each municipality placed in each administrative-village. Yet, the Government of Jakarta targeted 7,472,259 people eligible for e-KTP program.

The results of the study shows the Municipal Government of West Jakarta and South Jakarta have made efforts for the implementation of e-KTP program. First, prepare the ranks of the organizers and executors of e-KTP implementation to support the Jakarta Government targets, namely the 7,472,259 eligible people. Second, provide additional service day, on Saturday and Sunday at the administrative-village offices.

In terms of data recording, Administrative Government of West Jakarta targeted data recording for 1,594,001 West Jakarta residents eligible for e-KTP that was supposed to finish according to target of a 100 day of work programs initiated by Minister of Home Affairs in 2011; meanwhile the total population of West Jakarta reaches 2.2 million people. Compared to other areas in Jakarta, until now the e-KTP data recording process for residents in West Jakarta is the fastest. This is due to the additional working hours for the personnel of the Office of Population and Civil Registry and some numbers of administrative-villages

that receive rations of more than one set of e-KTP tool, as well as public awareness to take care of the e-KTP data recording.

On the other hand, people believed that the making of e-KTP as a single identification system would be beneficial for the public service, such as social security, hospital database, etc. The result of the study on the success of e-KTP program implementation is in line with the finding of Paudel (2009) on factors that influence the success of program implementation, i.e. building public trust, public awareness, convenience of accessibility, and public service availability.

The problems emerging in the program implementation will impair the success of the government in achieving the goals and objectives of the program; it may even harm the reputation of the institution responsible for the implementation of the particular program (Weaver, 2010).

The e-KTP program implementation in administrative-village of Pondok Pinang in South Jakarta and Duri Kepa in West Jakarta met some obstacles on the field. During the e-KTP program implementation, there should be any arrangement, and controlling of data accurately, quickly, and securely. However, on the field, the reality is notably different.

First, the most updated NIK has not been made, thus data validity is less reliable. The making of e-KTP tended to merely meet short-term targets (to get DPT for 2014 election), and there are unclear objectives and targets of e-KTP towards the long-term National Information System (NIS) that can also be integrated with all relevant ministries in formulating development policies

Second, the understanding of regional officers (the Office of Population and Civil Registry) concerning the maintenance of e-KTP database is still lacking and the service is still ineffective, since many e-KTP have not been issued, and there are still technical mistakes that have not been fixed entirely.

Third, there has not been any synergy between Provincial Government and the Office of Population and Civil Registry, both in provincial level, municipal level to the lowest level, i.e. in administrative-village level.

Similar thing was affirmed by the Head of Population and Civil Registry Section of Kebayoran Lama Sub-District: "we have actually handled the e-KTP implementation in all administrative-villages, executed by the task force of Population and Civil Registry. In reality, some equipment used in the administrative-villages were transported back after the data recording. This of course impeded administrative-village officers and residents who needed to correct an error, like in e-KTP data content, or factor of loss, etc. The resident whose e-KTP has a writing error, a spelling error in personal name, or a number error of the neighborhood data (RT), written RT 05 while it was supposed to be RT 02, or the error of status, supposed to be TNI (Indonesian Army) but written farmer, or civil servant (PNS) yet written private institution."

Even so, according to the Head of Population and Civil Registry Task Force, everything has been well recorded based on the answer. The problem happened because the printing was done by the consortium winning the bid by the Central Government.

Apart from complaint on the shortage of equipments, the Deputy Head of Sub-district of Kebon Jeruk also explained the problem of synergy between governmental levels in the procurement process of equipment: "The procurement process of equipments from the central government (Ministry of Home Affairs) was indeed smooth, distributed to almost all administrative-villages. Nevertheless it is only temporary, it turns out to be a borrowing, since after the implementation of resident data recording, the equipment is taken back by the central government. Some are entirely taken, some others are only left one unit. This, of course, creates its own problems on the field."

Tone was delivered by the Head of Population and Civil Registry Task Force at the administrative-village of Duri Kepa: "We cannot work optimally, since 3 units of equipment has been transported back to the center, we are only left one unit."

In the meanwhile, the Head of Population and Civil Registry Task Force at the administrative-village of Pondok Pinang explained the impact of the equipment taken back to the center: "should a resident lose the electronic National Identity Card, he can no longer be given a new one, since the entire equipments have been transported back, hence we can only make an old (non-electronic) form of KTP."

Similar with the Administrative-village of Duri Kepa, in Administrative-village of Pondok Pinang there was only 1 unit equipment left (PC, server, reader, fingerprint tool, etc.). Such problem affected public trust on e-KTP program.

Fourth, e-KTP that has not been taken by the resident; or else the e-KTP that take a long time to print. The administrative-village Head of Duri Kepa, Kebon Jeruk sub-district explained that up to August 2013 there were 1,085 e-KTP that had not been taken by the residents, while in administrative-village of Pondok Pinang there were 1,025 e-KTP that had not been taken.

On the other hand, the printing of the e-KTP took a long time. The Head of Population and Civil Registry Task Force in the administrative-village of Duri Kepa explained that he himself had not received the e-KTP for more than one year after the data recording of it. In the administrative-village of Pondok Pinang, the length of printing the e-KTP was approximately 6 months to 2 years after the data recording. While in the administrative-village of Duri Kepa, the length of e-KTP arrangement was 1-5 months. As a consequence, many people feel disappointed considering many of their KTP have expired while waiting.

Those various problems represent the failure of the e-KTP program implementation as mentioned by Dalton et al. (2007) where the availability of resources was inadequate, such as the unavailability of e-KTP equipment as a result of being transported back to the center, the lack of skills and poor quality of personnel as operators and public service officers, either because of errors in the recruitment and lack of trainings. These also indicate the inconsistencies in implementing a long-term e-KTP program, which in turn give rise to errors that are difficult to overcome (Durlak and DuPre 2008 and Wandersman et al. 2005a).

The e-KTP program, that has not been implemented well due to various problems on the field, indicates ineffectiveness and inefficiency. To overcome the problems, an evaluation of the program is required.

In connection with the evaluation of the program, Trochim (2009) describes seven principles that need to be considered, namely specificity, inheritance, encapsulation, exhaustiveness, continuity, delegation and accountability.

First, the principle of specificity. A lex specialist policy is indispensable for the success of e-KTP implementation on the field. So far e-KTP program is implemented based on Law No. 23 of 2006 concerning the Population Administration that poses various technical constraints of e-KTP printing on the field.

Second, the principle of inheritance. The e-KTP program cannot be seen as an instance or legacy of the old policy, given the e-KTP is a data collection policy that is far different from the previous population identification. The result of the study shows that the Government does not yet have a standard operational procedure for the third party who will execute the e-KTP program. Private actors, for example, have not set up the equipment of "reader" machine to validate the use of e-KTP in providing public services. One case is the refusal of financial institutions to accept the e-ID card, since they have no reader machine.

Third, the principle of encapsulation. The government should summarize and develop various derivative policies for composing a standard operational procedure for the third party who will execute the e-KTP program. This policy should be carried out immediately, before the 2014 election. The Ministry of the Home Affairs cooperates with the General Election Commission in taking the vote in 2014 election.

Fourth, the principle of exhaustiveness. The government should thoroughly target the completion of e-KTP for 170 million eligible citizens, over 17 years old or have married, given the main objective of e-KTP is to establish a single national identification system

Fifth, in terms of continuity, e-KTP program requires sustainability in its field implementation. In many cases, the constraints of competence human resource availability (read: operating officers executing the e-KTP program) become a serious problem. The Head of Duri Kepa administrative-village, Kebon Jeruk sub-district explained: "Regrettably, some officials do not know about the form F 1:01, although it is very important for accurate population data entry before the e-KTP is made compulsory and people are compelled to fill in the form."

Sixth, the delegation of authority to carry out the e-KTP program. From the institutional side, for example, the Ministry of Home Affairs should clearly delegate the task to the provincial level and to the lowest level of government. Based on the regulation in Indonesia, the Ministry is not included in those given autonomy, thus does not have a Regional Implementation Unit at the provincial and district/municipal levels.

The last principle, the principle of accountability. The results of the study indicate that regional governments should make efforts in order to provide services of e-KTP program by increasing the working hours on Saturday and Sunday and adding the tools for e-KTP processing.

Durlak and DuPre (2008) explained that various preparation stages to achieve the program objectives must be carefully made, consistent with the targeted plan. This is done to avoid failure (Dalton et al. 2010). In the context of e-KTP, for instance, the readiness of the equipment to support services is required. At the same time, the readiness of human resources, both competence and capabilities, is an absolute prerequisite, considering there is a number of technical officers who do not fully have the level of knowledge concerning some documents required in the making of e-KTP.

The legislature itself expected that the e-KTP program can be carried out in accordance with the expectations of the people. Commission II members of the House of Representatives, Wibowo, in the plenary session of DPR explained: "What is meant by the arrangement and issuance of e-KTP includes the issuance of a new card, replacement of a damaged or lost card, the correction due to misspellings or due to changes in data elements. The making e-KTP is free of charge. It is expected that all citizens can easily have all the necessary documents."

CONCLUSION

The result of the study shows a several point. First, the working mechanism of e-KTP program in administrative-village of Pondok Pinang in South Jakarta and Duri Kepa in West Jakarta still need to be improved, particularly related to the restraints in human resources and the unevenly-distributed socialization to people concerning the fulfillment of the form F 1.01. Second, the making of new e-KTP turned out to only meet short-term targets, namely the 2014 election voters list. Though the e-KTP program has long-term goals, i.e. the Formulation of Policy, Development Planning, requirement of Development Sector, Formulation of Population Improvement, Population Projections Preparation, Demographic Identity Verification, up to the State possession of Demographic Documents. Third, the maintenance of KTP database is still lacking. Fourth, the low quality of service in e-KTP issuance, since a lot of e-KTP has not been completed and the presence of technical errors.

In order to learn for the improvement of e-KTP program in the future. First, the government and the regional government as the implementing element, and the Office of Population and Civil Registry as the executing element must regularly conduct a socialization and technical guidance for technical operators. Second, in terms of e-KTP printing, it is recommended to be done in the region, (sub-district or administrative-village) in order to provide excellent services for the public. Third, the government must stipulate regulations for parties, taking advantage from e-KTP program, by cross-cooperating and -coordinating with other Ministries, public and private institutions. Fourth, the government must make policies to set the long term targets and objectives of e-KTP program, so that NIK can be made as the base of issuing passport, driving license, Taxpayer Identification Number (NPWP), insurance policy, certificate of land rights, and the issuance of other identification documents (Law No.

23 of 2006). Fifth, the government needs to involve public participation, both to conduct direct and indirect monitoring of the e-KTP program implementation.

ACKNOWLEDGMENT

I am sincerely grateful to Dr.Rachma Fitriati from Departement of Administravie Science FISIP UI and Dr.Sudarsono Hardjosoekarto from Departement of Sociology FISIP UI for their invaluable feedback and guidance. Furthermore, we extend my deep thanks to Prof. Dr. I Nyoman Sumaryadi Rectorof The Institute Home Affair Governance West Java Indonesia. Prof. Dr. Tjahya Supriatna, SU Head ofthe Research Institute Home Affair Governance Indonesia.

REFERENCES

- Al-Khouri, A.M and Bal, J. (2007). "Digital Identities and the Promise of the Technology Trio: PKI, Smart Cards, and Biometrics". *Journal of Computer Science* 3 (5), pp. 361-367.
- Bour, Ioana. (2013). "Electronic Identities in Europe Overview of E-ID Solutions Connecting Citizens to Public Authorities". *The ID Management Competence Center, UL's transaction security service.*
- Bryman, Alan. (2012). *Social Research Methods*. London: Oxford University Press.
- Brynard, Petrus A. (2005). "Policy Implementation: Lessons for Service Delivery", 27th AAPAM Annual Roundtable Conference, Zambezi Sun Hotel, Livingstone, Zambia 5th – 9th December 2005 under the theme of "Harnessing the Partnership of the Public and non-State Sectors for Sustainable Development and Good Governance in Africa: Problems and the Way Forward."
- Burke, Katie, Moris, K., and McGarrigle, L. (2012). "An introductory Guide to Implementation: Term, Concepts and Framework". *Center for Effective Services*, August 2012.
- Castro, Daniel. (2011). *Explaining International Leadership: Electronic Identification System*. The Information Technology and Innovation Foundation, September 2011.
- Clarke, Roger. (1994). *Human Identification in Information Systems: Management Challenges and Public Policy Issues*. Department of Commerce, Australian National University.
- Creswell, John. W. (2009). *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*. SAGE Publications
- Dalton, J., Elias, M., & Wandersman, A. (2007). *Community Psychology: Linking Individuals and Communities* (2nd ed.). Belmont, CA: Wadsworth.
- DeGroff, A., & Cargo, M. (2009). "Policy Implementation: Implications for Evaluation". In J. M. Ottoson & P. Hawe (Eds.), *Knowledge Utilization, Diffusion, Implementation, Transfer, and Translation: Implications for Evaluation*. *New Directions for Evaluation*, 124, 47–60.
- deLeon, P. (1997). *Democracy and the Policy Sciences*. Albany, NY: SUNY Press.

- Dryzek, J. S. (2000). *Deliberative Democracy and Beyond: Liberals, Critics, Contestations*. New York: Oxford University Press.
- Durlak, J.A., & DuPre, E. P. (2008). "Implementation Matters: A Review of Research on the Influence of Implementation on Program Outcomes and the Factors Affecting Implementation". *American Journal of Community Psychology*, 41, 689–708.
- Fischer, F. (2003). *Reframing Public Policy: Discursive Politics and Deliberative Practices*. New York: Oxford University Press.
- Fixsen, D. L., Naoom, S. F., Blase, K. A., Friedman, R. M., & Wallace, F. (2005). *Implementation Research: A Synthesis of the Literature*. Tampa, FL: University of South Florida, Louis de la Parte Florida Mental Health Institute, The National Implementation Research Network.
- Goggin, M., Bowman, A. O'M, Lester, James P., O'Toole, L. (1990). *Implementation Theory and Practice: Toward a Third Generation*. New York: HarperCollins.
- Government Regulation No. 37 of 2007 concerning the Implementation of Law No. 23 of 2006 concerning Population Administration.
- Kam, Patsy. (2001). "A Card for All Reasons", *The Star* (Malaysia), 13 December 2001.
- Law No. 32 of 2004 concerning Regional Government.
- Law No. 23 of 2006 concerning Population Administration.
- Lester, James P., and Stewart Jr., J. (2000). *Public Policy: An Evolutionary Approach*. California: Wadsworth Thomson Learning.
- National Registration Department, Malaysia, Government Multipurpose Card Project Special Report (2001) 39, 47.
- Otjacques, B., Hitzelberger, P., and Feltz, Fernand. (2006). "Identity Management and Data Sharing in the European Union", in *Proceedings of the 39th Hawaii International Conference on System Sciences*.
- Paudel, Narendra R., (2009). "A Critical Account of Policy Implementation Theories: Status and Reconsideration". *Nepalese Journal of Public Policy and Governance*, Vol. xxv, No.2, December, 2009.
- Presidential Decree No. 25 of 2008, concerning Requirements and Procedures of Population Registry and Civil Records.
- Presidential Decree No. 26 of 2009 concerning the National Implementation of NIK-based e-KTP as last amended by Presidential Decree No. 67 of 2011.
- Preskill, H. (2007). "Evaluation's Second Act: A Spotlight on Learning". Paper presented at the 2007 Annual Conference of the American Evaluation Association, Denver, Colorado.
- Regulation of the Minister of Home Affairs No. 38 of 2009 concerning the National Standard and Specification of Hardware, Software, and Forms of NIK-based KTP as amended by Regulation of the Minister of Home Affairs No. 6 of 2011.
- Regulation of the Minister of Home Affairs No. 11 of 2010 concerning the Guidelines of Data Collection and Issuance of Demographic Documents for Residents Vulnerable of Population Administration.
- Regulation of the Minister of Home Affairs No. 18 of 2010 concerning the Guidelines for Appointment and Dismissal, as well as Main Duties of Civil Record Officers and Registration Officers.
- Regulation of the Minister of Home Affairs No. 19 of 2010 concerning the Form and Book Used in Population Registry and Civil Records.
- Regulation of the Minister of Home Affairs No. 19 of 2012 concerning the Documentation Guidelines of the Result of Population Registry and Civil Records in the Region.
- Ripley, RB. & Frankl G. Congress. (1982). *The Bureaucracy and Public Policy*. Illinois: Dorsey Homewood
- Ritikos, Jane. (2004). "New MyKad Deadline and Fine", *The Star* (Malaysia), 7 April 2004, 3.
- Rosenbaum, D. P. (1986). *Community Crime Prevention: Does it Work?* Beverly Hills, CA: Sage Publications.
- Stewart, J., Hedge, David M., Lester, James P. (2008). *Public Policy: An Evolutionary Approach*, Third Edition. Boston: Thomson Wadsworth.
- Sweden Ministry of Justice. (2004). *Public Access to Information and Secrecy with Swedish Authorities*. Stockholm, Sweden.
- Thomas, Mathews. (2004). "Is Malaysia's Mykad the One Card to Rule Them All? The Urgent Need to Develop a Proper Legal Framework for the Protection of Personal Information in Malaysia". *Melbourne University Law Review* Vol. 28, pp. 476-511.
- Trochim, W.M.K. (2009). "Evaluation policy and evaluation practice". In M.K. Trochim, M. M. Mark, & L. J. Cooksy (Eds.), *Evaluation Policy and Evaluation Practice*. *New Directions for Evaluation*, 123, 13–32.
- Wandersman, A., Goodman, R.M., & Butterfoss, F.D. (2005a). *Understanding Coalitions and How They Operate*. In M. Minkler (Ed.), *Community Organizing and Community Building for Health* (2nd ed., pp. 292–313). New Brunswick, NJ: Rutgers University Press.
- Weaver, R. Kent. (2010). "But Will It Work?: Implementation Analysis to Improve Government Performance". *Issues in Government Studies* Number 32, February 2010.
- www.liputan6.com. Determination of the Bill, amending Law No 23 of 2006 concerning Population Administration, on November 26, 2013 into Law, (accessed on January 21, 2014 | 20:57:20) and enacted in Jakarta on December 24, 2013 by the Minister of Law and Human Rights of the Republic of Indonesia (<http://sipuu.setkab.go.id/PUUdoc/173961/UU0242013.pdf>)
- Yin R. 1994. *Case Study Research: Design and Methods*. 2nd ed. Thousand Oaks, CA: Sage Publications.
- , 2004. *The Case Study Anthology*. Thousand Oaks, CA: Sage Publications.