

Policy Implementation of Electronic Identity Card (e-ID) in Cimahi City, West Java Province, Indonesia

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Abstract: *The main problem in this research is the implementation of an electronic identity card (e-ID) in Cimahi City who has not succeeded in achieving its objectives. The method used in this study was a descriptive study with a qualitative approach. Data collection through direct observation in the field as well as in-depth interviews. To obtain the validity of the data on these results, it is done through the test data validity checking the credibility of the data with source triangulation. Based on the research results, the implementation of e-ID card policy is effective but not maximized. When viewed from the communication, which made Cimahi Government officials and the public with a maximum enough. In terms of resources, not fully support the implementation of e-ID card. In terms of the disposition of the apparatus on the implementation of the e-ID card policy is, in general serve quite well apparatus and full commitment. On the other hand, judging from the bureaucratic structure, Cimahi Government in accordance with the Standard Operating Procedure (SOP) and the spread of responsibilities quite clear.*

Keywords: Policy Implementation, Electronic Identity Card (e-ID Card)

1. Introduction

Indonesia as a country that has the largest population after India, China, and the United States, the population spread across 33 provinces, 497 districts / cities, 6659 subdistrict and 77.088 villages, have started to implement e-government in the run rule. E-government applications Indonesian government implemented one of them is the Electronic Identity Card (e-ID) as the government's efforts to overcome the problems of population identity.

E-ID is a national ID card launched by the central government through the Ministry of Home Affairs (MOHA) since 2006, but the new set and implemented in the year 2009 in accordance with the provisions stipulated in the Law Number 23 jo Law Number. 24 Year 2013 concerning Population Administration, Government Regulation Number 37 year 2007 on the implementation of Law Number 23 year 2006, Presidential Decree Number 26 year 2009, in conjunction with Presidential Decree Number 35 Year 2010 on the Implementation of National Identity Card-Based National Identity Number, Regulation interior minister Number. 38 Year 2009 jo Regulation interior minister Number 6 year 2011 on Standards and Specifications Hardware, Software and Form-Based Identity Card Identity Number Nationally, as well as Regulation Number 9 year 2011 Publishing Guidelines on National Identity Card-Based identity Number Nationwide. Minister of the Interior Circular Number 471.13 / 2715 / MD June 16, 2010 on Population Data Update, Publishing NIK and Preparation of e-ID card, the Minister of the Interior Circular Number 471.13 / 4141 / SJ On October 13, 2010 on the issuance of NIK and Preparation of e-ID cards in 2011.

The Indonesian government began to implement the e-ID card is backed by a system of making conventional National Identity Card in Indonesia which allows a person can have more than one ID card. This is due to the lack of a unified data base that collects the data from the entire population of Indonesia. This fact gives an opportunity residents who want

to cheat on the state to duplicate ID cards, some of which are used to evade taxes, facilitate the creation of a passport can not be made in the entire city / county, and conceal the identity that will ultimately threaten the security of the state. E-ID card is a document that contains the residence security system / control both in terms of administration or information technology based on national population database. Residents are only allowed to have one ID card listed Population Identification Number (NIK). NIK is a single identity of each population and is valid for life and the use of biometric systems, thus each owner of the e-ID card can be connected into a national database.

The function of the e-ID card is a valid identity national identity so as to create the accuracy of population data to support development programs. While the benefits of e-ID card in addition to the identity of a single identity, cannot be forged, cannot be duplicated, and can be used to access public services from the government. NIK in the e-ID card will be used as the basis for issuance of a passport, driving license (SIM), Taxpayer Identification Number, insurance policies, certificates of land and issuance of other identity documents as specified in Article 13 of Law Number 23 Year 2006 concerning Population Administration.

Regency/City Government in Indonesia, which began implementing this e-ID card in the first period, namely in 2011 comprised 197 District/City. In the province of West Java Cimahi including one of 197 cities / districts in Indonesia, which became the first city to implement the e-ID cards in 2011 and simultaneously carried out in three sub-district from 10 October 2011. The interesting thing about this Cimahi a city small but has a mandatory e-ID cards are very high in each sub-district when compared to city / other districts in West Java in the amount of 148. 994 e-ID cards compulsory by sub-district. Thus Cimahi, too, is one of the city which became a pilot project in West Java in the implementation of e-ID card in addition to Cimahi elected as a pioneering application of Information Systems

Administration in Indonesia, especially in West Java since 2004, therefore Cimahi launched as Cyber City Cimahi.

In line with the foregoing, and in the framework of public service of the Information Technology (IT) Cimahi do first, integrating the infrastructure of 15 villages, 3 sub districts, 1 hospital, 1 Parliament which is integrated with the LAN network 32 OPD in Cimahi government building. Second, the integration of public information, in which all of the WTO website created for the benefit of the center into a subdomain of the main domain cimahikota.go.id. Third, database integration, where all the databases included in the data warehouse or Network Operating Centre based NIK and Employee Identification Number which is integrated with the database Administration Information System and Human Resources Management Information System. Fourth, is the development and maintenance of an integrated information system.

Referring to the population policies mentioned above, then followed Cimahi follow up with local policy. In Cimahi alone this population administration policies followed by the Local Regulation Number. 4 year 2010 about population administration in Cimahi and Decree Mayor Cimahi number 474.4 / Kep.317-Disdukcapil / 2011 on the establishment of the service desk team implementation of e-ID in Cimahi fiscal year 2011, the Decree of the Mayor Cimahi Number. 474.4 / Kep.64-Disdukcapil / 2012 on the establishment of officers escort service implementation of electronic identification cards Population in Cimahi year 2012 budget as well as the Mayor Cimahi decree Number. 470 / Kep.97-Disdukcapil / 2014 on the management team of the population administration information system and electronic identity cards in Cimahi year 2014 budget.

Cimahi with a population of 650.000 inhabitants in 2011, spread over 3 districts 15 Village consists of 446.981 e-ID cards compulsory. Based on observations of researchers, there are some problems in the implementation of electronic identification cards in Cimahi this. Established communication between the central government and local governments have not awakened in a comprehensive manner. In the first year of implementation of e-ID cards in bulk, namely in 2011, the central government is targeting that on April 30, 2012 the entire population of the City / Regency in Indonesia should immediately resolve the e-ID card recording mass. It is accompanied by a circular interior minister number 471.13 / 5079 / SJ dated December 20, 2011. But over time also, the bulk of service provision was continuously postponed until 2013 due to the recording targets are not met, even until now that has been entered on regular recording stage.

At the beginning of the implementation of e-ID card months from October to December 2011 have been carried out in bulk recording in 3 sub-districts, which includes the Village Cibabat, Cimahi Village, Village Utama, and village Karangmekar with compulsory ID cards that have been recorded only reached 53.517 people (11.9%). Very unsatisfactory achievement occurs because the public response to service calls e-ID card is very less which occurred in a housing complex, and lack of equipment or equipment in the creation of e-ID card supplied the central government so that disrupt the speed of service. Responding to the results of the implementation of the e-ID card in

Cimahi in 2011, then in 2012 the municipal government Cimahi change mechanism of e-ID card service that is focused on four villages include Cibabat Village, Central Cigugur, Padasuka, and Melong, with hours of service: Shift 1 07:30 -16.00 and Shift 2 16:00 to 10:00 p.m. to pursue e-ID card issuance target mass is reached. Even when the service was added on Saturday, Sunday and public holidays until 23:00 pm.

However, in 2012 that has been doing the recording of e-ID card is about 66.64%, which is supposed to be at that time already finished recording the mass. Even at the end of 2014 was already entered during the recording of a new regular e-ID is achieved approximately 90% of the population Cimahi who has done recording and approximately 72% of the population Cimahi who has received an electronic ID card that has been printed by the central government, it is seen from the following table:

Table 1: Distribution and Inventory Receipt Electronic Identity Card in Cimahi per April 2014

No	Sub-District	Total
1	North Cimahi	89,944
2	Central Cimahi	97,023
3	South Cimahi	134,938
Jumlah		321,905

Source: Department of Population and Civil Registration Cimahi, 2014.

Recording the implementation of e-ID card at the time of this mass did not reach its target because of other problems, namely the lack of support infrastructure such as the presence of broken tools that Finger Scanner Printer, Scanner Irish which is an important equipment in the recording of e-ID card, because the equipment used to service e-ID cards in each sub-district 2 units and 1 server. This impacted on the time of recording and sharing of e-ID cards that have been printed. Besides plagued with problems of equipment, human resources support was felt was lacking. So when there is damage to the tool or problems in the process of recording an e-ID card, not all operators able to resolve these problems.

Based on the above, then we propose the following research problem is how the implementation of the e-ID card policy in Cimahi West Java Province.

2. Literature Review

Implementation is an important step that determines the effectiveness of a policy. Udoji (in Wahab, 2001: 59) says that the execution of policies is important as it not more important than policy making. Policies will remain dreams or blue prints jackets files unless they are implemented. In line with Udoji, Indiahono (2009: 143) said that the implementation of policies is an important stage in the policy. This stage determines whether the policies pursued by the government can actually be applied in the field and managed to produce outputs and outcomes as planned. Output is output policies that are expected to arise as a direct output of the policy. Output can usually be seen within a short time after the implementation of the policy. Outcome is the impact of the policy, which is expected to arise after

the release of output policy. Outcomes are usually measured after the release of output or a long time after implementation policy. Meanwhile S Howlet and Ramesh (1995: 153) confirms that the implementation of policy it is defined as the process whereby programs or policies are carried out; it do notes the translation of plans into practice. This is reinforced by the opinion Pressman and Wildavsky (1978: 485), which says that implementation may be viewed as a process of interaction between the setting of goals and actions geared to achieving them.

On the other hand Pressman and Wildavsky (1978: 21) says that implementation as to carry out, accomplish, fulfill, produce, and complete. Accordingly Tachjan (2006: 25) says that the implementation of public policies is the administrative activities undertaken after the policy defined and approved. This activity is located between policy formulation and policy evaluation. Implementation of the policy contains a top-down logic means lowering or interpret alternatives still abstract or macro to be an alternative that is concrete or macro.

In understanding the implementation of the policy, as stated by Jones (1984: 12) defines public policy implementation as getting the job done and doing it. However, according to Jones (1984: 13) that the implementation of public policy requires the condition, among others, any person or executor, money, and organizational capabilities, which it is often referred to as resources. Therefore, further Jones formulate implementation constraints as a process of getting additional resources so to figure out what is to be done. Implementation in this case is the process of obtaining additional resources, so as to calculate what to do. What is proposed by Jones on the implementation of the above, not less than one stage of a policy which will take at least two courses of action sequence. First, formulate actions to be taken; Second, implement what measures have been formulated.

Implementation of the policy emphasis on the actions, whether by the government or an individual (or group) private, which is directed to achieve the goals that have been set in a previous policy decisions. These actions, at a time trying to transform decisions into operational patterns, as well as the continuing efforts to achieve a change in both large and small are mandated by certain policy decisions.

While understanding the policy implementation by Nugroho D (2004: 158-163) is a way for a policy can achieve its objectives. Nothing more and nothing less. To implement public policy, then there are two options available measures, which directly implemented in the form of programs or through derivatives or policy formulation of public policy. Furthermore, according to Nugroho D, activity in the management of policy implementation can be arranged in sequence as follows: (1) Implementation Strategy (pre-implementation), (2) Organizing (organizing), (3) Mobilization and Leadership, (4) Control.

Meanwhile Policy Implementation in the opinion of George C. Edwards III (1980: 01) policy implementation, as we have seen, is the stage of policymaking between the establishment of a policy-such as the passage of a legislative act, the issuing of an executive order, the handing down of a

judicial decision, or the promulgation of a regulatory rule-and the consequences of the policy for the people whom it affects. The implementation of public policy, according to Edward III, there are four critical success factors or variables of policy implementation, namely: (1) Communications, (2) Resources, (3) Dispositions, (4) Bureaucratic Structure.

Meanwhile Donald S. Van Meter and Carl E. Van Horn (1975: 462-478) states that the success of an implementation of the policy can be influenced by the following factors: (1) Policy standards and objectives; (2) Policy resources;(3) Inter organizational communication and enforcement activities;(4) The characteristics of the implementing agencies;(5) Economic, social, and conditions; (6) The disposition of implementers.

All these factors indicate success in the implementation of the policy created and set by the government. The policy can be successful if there are these factors by focusing on the goals that have been set. Streamline the implementation of the policy set, according to Islamy (1997: 102-106) divides the implementation phase in two forms, namely (a) As a self-executing, meaning that with the formulation and passing of such a policy, the policy will be implemented by itself, such recognition a state against the sovereignty of other countries. (b) As a non-self-executing, which means that a public policy needs to be realized and implemented by the various parties in order to achieve the policy-making purposes.

Meanwhile Brian W. Hogwood and Lewis A. Gunn (1986) states the following three implementation phases: the first phase consists of activities (a) Describe the purpose of a program by setting clear goals, (b) Determine the standard implementation, (c) Determine the cost of which will be used along with the timing of implementation. Phase II is the implementation of the program by utilizing the structure of the staff, resources, procedures, costs and methods; Phase III is the following activities: (a) Determine the schedule; (b) To monitor; (c) Conduct surveillance to ensure the smooth implementation of the program. Thus if there is a deviation or violation can take appropriate action, immediately (Brian and Lewis, 1986: 13-17).

So the implementation of the policy will always be associated with planning the timing and control, while according Mazmanian and Sabatier (1983) in studying the problems of policy implementation means trying to understand what in fact happens after a program enacted or formulated. In the model Mazmanian and Sabatier called analytical framework model implementation. Mazmanian, Sabatier (1983: 20-39) classifies the policy implementation process into three variables: (1) Easy to whether the problem is controlled with respect to indicators of theory and technical implementation issues, the diversity of the object, and what kind of changes in desired .. (2) Ability to restructuring its policy implementation process with indicators of clarity and consistency of purpose, employed the causal theory, the accuracy of the allocation of resources, hierarchical integration among implementing agencies, the rules of conduct of the executing agency, and the recruitment of executive officers and openness to outsiders and outside the policy variables which affect the process of

implementation with respect to indicators of socio-economic conditions and technology, public support, attitudes and resources constituents, support for higher officials, and the commitment and leadership qualities of executive officials. (3) The stages in the implementation process with five stages, an understanding of agency/implementing agency in the form of implementing the policy formulation, compliance objects, tangible results, acceptance of the tangible results, and eventually led to the revision of the policy is made and implemented the overall policy or fundamental.

The focus of attention in the implementation of which is to understand what in fact happens after a program is considered valid, including the events and activities that arise after the passing of policy guidelines which include administering business and business real impact on society.

3. Methodology

Reference methodology that I use as a reference in this research Creswell (2013), Denzin, NK & Loncoln, YS (2005) Patton, MQ (2002), Miles M.B and Huberman.A.M (1994). Based on the background research that has been described in the previous chapter, we propose the problem of how the implementation of the e-ID card policy in Cimahi implemented, it is based on that word "how" it will try to explain why things appear, and in qualitative research the word "how" it reflects the thinking of a more open, as has been said by Creswell (2013: 138) qualitative research question are open ended, evolving, and non direction. They restate the purpose of the study in more specific terms and typically start with a word such as what or how rather than why in order to explore a central phenomenon.

Moving on from the formulation of the problem and research objectives, this study used a qualitative approach and descriptive analysis method. A qualitative approach is deemed more relevant researchers used to observe the implementation of policies to explore, express and natural comprehensively how policy implementation of e-ID cards in Cimahi implemented.

Thus the selection of a qualitative approach to research is to obtain information that is sharp, accurate and in-depth about how and why various variants can arise in the implementation of e-ID card policy in Cimahi, and be a source of problems in it. The data processed in this study are primary data and secondary data. Determination of the informants in this study using purposive technique with the aspect of objectivity, where the informant data is determined based on specific objectives, through the principle of representation, based on the interests of the task in the office, and involvement in the implementation of e-ID card. Informants were selected people with expertise, credibility and scientific insights delivered remarks based on a specific purpose and then the stage of selecting the amount of information that will be obtained to be studied in depth.

Key informants in this study is the chairman and the commission of the Parliament, Head of the Department of Population and Civil Registration, Sub-district Head, Headman, Operator e-ID card. While supporters informants consisted of elements of society. Techniques of data

collection for this study was in-depth interviews (in-depth interviews), observation, and documentation. Basically, in-depth interviews conducted in this study is an unstructured interview, though also prepared guidelines for conducting interviews. In an interview with the informant core, then cross over the test data obtained from the core to the informant supporters. Likewise, the data obtained from informants supporters used to validate the data obtained from the core informants.

In qualitative research, the researcher is the main instrument of research. The validity of the data and information collected by researchers rely heavily on the expertise, skills and experience of researchers. Therefore, in this study, the researcher as a research instrument using tools such as sound recording device, visual recording equipment, stationery, as well as a lap top to store research data. Mechanical testing of the validity of the data in this research is to use triangulation techniques.

4. Result and Discussion

Cimahi be e-ID card pilot project in West Java course with a variety of considerations and of course this is very closely related to the election ever Cimahi in 2004 as a pioneer in the application of Information Systems Administration (SIAK) in Indonesia, especially in West Java, so Cimahi known the cyber city Cimahi. e-ID Cimahi carried on in the first period on 10 October 2011. Cimahi with a population of 650,000 inhabitants in 2011 to have compulsory e-ID card as much as 446 981 3 districts spread over 15 villages.

Implementation of e-ID card policy in Cimahi This can be seen from the communication, resources, disposition and bureaucratic structure. In terms of communication, implementation of e-ID card policy in Cimahi be effective if the communication process conducted by Cimahi in running an e-ID card is done in a responsible manner in accordance with the objectives of the e-ID card. According to George C. Edwards III (1980: 17) the first requirement for effective policy implementation is that those who are implement a decision must know what they are supposed to do. Policy decisions and implementation orders must be followed. Naturally, these communications need to be accurate and they must be accurately perceived by implementers. Many obstacles lie in the path of transmission of implementation communication. Therefore in this communication there are some things that should be considered related transmission, clarity and consistency of communication.

Based on observations and interviews with informants researchers Department of Population and Civil Registration Cimahi apparatus, said that communication is the Government doing enough Cimahi maximum and goes well in accordance with the policy objectives of the e-ID card, both with the central government, parliament, District, village and community. The process of e-ID card policy communication in Cimahi, based on a good mechanism that transmission, clarity and consistency. Communication is the policy of the communication process that occurs in a policy aimed at improving the performance of the policy. This was confirmed also by the informant of Commission II DPRD

Cimahi that as the legislature, they are always in touch with the government of Cimahi to succeed in e-ID.

Submission of e-ID information policy conducted by the Government of Cimahi to the maximum and the community is very easy to understand, it is done so that the implementation of policy-making e-ID card can be transformed appropriately and well done to society by each apparatus implementing the creation of e-ID card in Cimahi. Based on observations and interviews with informants apparatus Department of Population and Civil Registration Cimahi on the submission of the e-ID card policy that submission of information is done in stages by the Department of Population and Civil Registration Cimahi to the sub-district and urban village throughout Cimahi. Headman who then disseminate to the Chairman of RW in each village were then disseminated back to the Chairman of RT, which in turn disseminate the e-ID card policy, to explain to the public about the notion of e-ID cards, e-ID purposes, the benefits of e-ID card, data recording procedures population of e-ID cards and others associated with the implementation of e-ID card policy as mandated in the Regulation of the Minister of Home Affairs No. 9 of 2011 on article 3, paragraph 1 point c.

The importance of delivering this information from the government to the public so that mutual understanding, so what is the policy objective is achieved, as proposed by Saifullah (2007: 46) the success of a policy will depend on various factors, but the most important is an understanding by all parties involved in policy implementation with full awareness and acceptance by society. Thus, it requires the existence of mutual understanding between the implementing agency with the target communities. Mutual understanding is the realization of entanglement between policy makers as the recipient of the mandate by the public as a fiduciary.

The information in the creation of e-ID card is a measure of the procedures to the provision of services and other matters related to the public service shall be informed openly to those in need, so easy to know, understand and be understood by the whole community Cimahi, whether requested or not requested. Based on interviews with people who had been carrying out Cimahi population data recording process of e-ID card, the public has been informed about the mechanisms and procedures for recording demographic data of e-ID card. The recording process of e-ID card that is easily understood by the public and has been communicated by the sub-district and village in Cimahi to the public with the maximum.

Submission of information on the implementation of the e-ID card recording conducted by Cimahi is maximal but the result was not quite up to, because of the results of the number of people who e-ID card recording only around 66.4% in the year 2012 recording of e-ID cards in bulk ,

even at the end of 2014 that have entered the regular recording only reached about 90% of Cimahi who has done recording.

One of the inhibiting factors to be able to achieve the purpose of the implementation of e-ID card at the time of recording of this mass is a community that works as a civil servant, private employees, and day laborers or factory workers are not easy to devote time to participate following the data recording process of e-ID card . The average civil servant / private and day laborers and factory workers could not gather at the appointed time because they are hampered by their time-consuming job. Apart from the problem of active communities as workers, another problem is the condition of the community elderly, physically disabled, seriously ill who can not attend to the implementation of the e-ID card recording, thus making the results of recapitulation bulk e-ID card recording has not been entirely successful.

The existence of people who do not do the recording of e-ID card is also an awareness of the problems related to changes of the conventional ID cards to electronic ID card. According Thoha (2008: 68), causes or barriers in the community to accept the changes there are three kinds, namely: 1) the internal resistance, the obstacles arising from the community itself or the culture and culture (cultural socio constrained); 2) external barriers (bureaucratic / government); the level of awareness is still low (low education or lack of information).

Based on interviews with informants from the apparatus districts, revealed about overcoming obstacles for people who do not do the recording of e-ID card that is by coordinating with Department of Population and Civil Registration Cimahi proactive manner in accordance with those specified in the Minister of the Interior Circular Letter No. 471.13 / 5079 / SJ concerning the extension of the e-ID card service time in bulk at 197 Regency / City and Regulation of the Minister of Home Affairs No. 9 year 2011 in Article 7.

Clarity of information in policy-making e-ID card through a detailed elaboration of the technical guide book or rules that have been established and applied in order to be understood by officials in carrying out the creation of e-ID card. Clarity of information not only about the technical guide book or rules that have been established and will be valid but the clarity of the information to provide effective and efficient services to the public. This is confirmed also by the informants of the Department of Population and Civil Registration that Cimahi has been informing the public through the medium of art puppet show, brochures, pamphlets, and the public can ask questions directly to the operator who was at the sub-district office and village office if the people do not understand. Brochure socialization as shown in the following picture:



Figure 1: Socialization Brochure e-ID card Cimahi



(Source: Departement of Population and Civil Registration Cimahi 2013.)

Based on interviews with one of the informants Cimahi society that has made the recording of e-ID card, reveal that people feel helped and not confused by the information given sub-districts or villages in Cimahi through brochures and pamphlet also pinned on the bulletin board is very helpful, and when people still do not understand the mechanisms or terms of making the e-ID card of the apparatus submit an explanation of information by answering questions from the public.

In addition to the information must be clear, the information must also be consistent. Consistency associated with attitudes, perceptions, and the response of the implementing agency in a clear and correct understanding of the mechanisms and guidelines are implemented. The effectiveness of the policy depends on the consistency and clarity of command implementation. Based on interviews with informants apparatus, revealed that they are consistent in order to provide maximum service to the community greatly in the creation of e-ID cards for the creation of

orderly administration of population data and also provide facilities for the community in the creation of e-ID card, but in delivering superior service to our also must follow the rules set out in the creation of e-ID card to the desired goal is achieved with good and not deviate from the provisions of the applicable regulations.

Resources is one of the factors that influence the successful implementation of the policy, although the contents of the policy has been communicated clearly and consistently. This is confirmed by Edward III (1980:53) no matter how clear and consistent implementation orders are and no matter how accurately they are transmitted, if the personnel responsible for carrying out policies lack the resources to do an effective. Important resources include staff of the proper size and with the necessary expertise; relevant and adequate information on how to implement policies and on the compliance of the others involved in implementation; the authority to ensure that policies are carried out as they are intended; and facilities (including buildings, equipment, land

and supplies) in which or with which to provide services. Insufficient resources will mean that laws will mean that laws will not be enforced, services will not be provided, and reasonable regulation in policy implementation.

Meanwhile, the importance of resources also expressed by Winarno (2002: 132) who said orders may be passed carefully implementation, jeans and consistent, but if the implementers lack of resources needed to implement the policy, the implementation tends to be ineffective. Therefore, the resources is an important factor in the implementation of policies, either in relation to human and financial resources, both in quantity and quality.

To establish qualified personnel resources, the Department of Population and Civil Registration Cimahi do training or education for personnel and personnel outsourcing. Training was carried out in collaboration with University of General Ahmad Yani (Unjani) in order to improve the performance and accountability of personnel in the implementation of e-ID card policy. Apparatus at the implementation of e-ID cards in Cimahi have a very important role, where the tools are used in the manufacture of e-ID card using the tools that technology-based computers. Therefore the apparatus must have the skills, knowledge, skills, and ability to operate the computer hardware and software to support the success of the e-ID card policy in Cimahi. This is confirmed by the statements of informants who said that the apparatus has been conducting training to operationalize the tools used in the recording of e-ID card along with the outsourcing, apparatus district, village and from the Department of Population and Civil Registration Cimahi. This is done so at the time of the recording process of e-ID card, the executive apparatus can operate the computer properly so that the recording service of e-ID card can run well.

Received training apparatus implementing the creation of e-ID cards in Cimahi, only receive training operate the software on a computer system, but the officials did not receive training in computer hardware that is used in the process of e-ID cards, like what was said by the informant from the Department of Population and Civil Note that the apparatus has difficulties in implementing the e-ID card recording process due to several tools were damaged and unused to wait for repairs or exchanged by means of the function of the central government.

Limitations of the apparatus in repairing a damaged appliance is evidence that the recording apparatus implementing the e-ID card in Cimahi still lack training on computer hardware, which in this hardware associated with the system once the working tools of e-ID card recording. Damage suffered by the hardware recording tool of e-ID card, be a hindrance or obstacle which can reduce the yield of services provided by the apparatus Cimahi in the service of the e-ID card recording.

In addition to human resources, information is an important resource for the implementation of the policy, the absence of information impossible a policy can be implemented properly, sufficient and relevant information is very supportive in the smooth implementation process. The process of policy implementation of e-ID card required quite a long time that the policy can succeed, time plays an

important role in running time information resources for a determination that existing policies can be implemented in accordance with a predetermined time, while in determining the time to reach policy success of e-ID card can not be determined quickly due to the success of e-ID card is required a mechanism that requires a process long enough.

Based on interviews with one of the informants, revealed that the information has been running consistently well against the executive officers and the community, to achieve the goal. E-ID card recording process conducted from Monday to Friday with hours of recording from 08.00 am to 16.00 and coupled with the work undertaken outside the day on Saturday and Sunday starting from 14:30 to 21:00 pm held at the village office has determined.

Excellent and consistent information received by apparatus Cimahi, must be supported by other resources such as equipment resources required by the apparatus to achieve the policy objectives of the e-ID card. The problem often faced by officials such as the need for supporting infrastructure is adequate to the number of people, such as the need for a computer and a data recording device in the form of community finger scanner printers, scanners irish (recorder retina of the eye), picture recording device. When the mass recording devices in Cimahi by district there are only two sets of tools which in turn be used recording in each village. But in practice only 2 sets of tools available recording per district. This is still not satisfactory compared with the number of people residing in each district in Cimahi. While today when entering the regular recording only one set of tools yag stored in each district and one set in the Department of Population and Civil Registration.

Related resources authority, absolute existence is required by an agency. The authority will take effect on the institutions in carrying out the policy. Implementation of e-ID card policy of the central government, local governments and sub-district government already has the authority respectively. The central government has the authority, namely, making the policy, finance the implementation of the e-ID card, coordinating the implementation of dissemination and technical assistance in the district / city and district level, coordinating the implementation of the distribution facilities of e-ID card implementation, coordinate the implementation of collecting population data recording, as well as evaluating in the implementation of the e-ID card program.

In addition to human resources, information and authority, resource is a resource facility support equipment operational apparatus in running both facilities and infrastructure. Services are supported with adequate equipment and supplies can be capital that can be realized in each program and purpose of government agencies to better direction. Implementation of e-ID card policy is an electronic ID card made by a computer system having a centralized database, so that the implementation of e-ID card policy requires policy support facilities of e-ID card in order to use it later expected more easily, quickly and accurately.

The devices are supplied by the Department of Population and Civil Registration Cimahi for mass recording demographic data service e-ID card to be carried out in the

district, which consists of hardware in the form of each 1 piece AFIS database server and UPS 2200VA, and each 2 PC computers, UPS 1000VA, finger printer, scanner, smartcard reader / writer, signature pad, digital scanners, switches and cabling, external hard drive, digital camera and tripod. While the software is composed of each of the pieces of the Operating System (OS) Windows server, database engine, fingerprint recording applications, anti-virus antivirus client and server.

Seeing the amount of equipment that are found to be proportional to the amount of mandatory e-ID at the time of recording the mass in 2011, then in 2012 the Government of Cimahi to coordinate with the consortium to obtain loans that come in stages with a total loan of 41 sets to achieve the target of recording mass e-ID card.

The device data recording tool of e-ID cards are not all located in the district office, there is one set of tools recording other e-ID card is in the village office. This is a strategy or policy of the Department of Population and Civil Registration Cimahi to achieve the target number of people who do not do mass e-ID card recording in the Government Cimahi. While today after entering the regular recording equipment is stored only one set per sub-district as well as a set in the Department of Population and Civil Registration, the balance has been restored to the central government. Judging from other facilities in the community informants, facilities in Cimahi already quite adequate as a lounge area with a number of seats or seat is more than enough so that people who want to make the process of recording an e-ID card can wait with a sense of comfort.

Judging from disposition or implementing the policy stance in implementing policy on e-ID card can be seen through implementing the compliance level (effect of disposition) and to the executive remuneration policy (incentives). This disposition is the desire and tendency of the attitude of the executive to implement sincerely so what the objectives can be realized. This disposition will appear among the executive, so that benefited not only alone but self-organization of the executive attitude.

According to Gibson (1990: 63) attitude is a learned mental preparedness and organized through experience, and has a certain influence on how perceptive about a man for others. Therefore, implementing the policy is the one who knows what to do and have the ability to implement it.

Based on interviews with informants apparatus Department of Population and Civil Registration Cimahi revealed that they had to work hard and do everything possible to achieve the target shortfall amount of data for people who do not carry out the recording of e-ID card and everything about the rules or procedures for recording the e-ID card is done with transparent without any charge at all.

The success of an effective and efficient policy regarding personnel commitments implementing the policy of e-ID cards in providing services to the public. Characteristic or attitude in carrying out the policy implementers of e-ID card can be viewed through commitment, norms or rules and patterns of relationships that occur in the bureaucracy. If the

implementation to be effective then the executor is not just knowing what to do, but also must have the ability to carry it out.

Based on interviews with informants about their disposition reveals that the attitude of the executive officers has been good in accordance with the rules and duties that have been set by the central government and local governments, on the mechanism of e-ID card recording services. While executing the attitude that the attitude of the apparatus in the recording process of e-ID cards in Cimahi not in accordance with the statement of the informant apparatus. Attitude data recording apparatus in serving the population of e-ID cards sometimes show a less friendly attitude to the public, so that people feel uncomfortable. Based on direct observation that is true of the apparatus implementing the e-ID card policy on population recording process of e-ID card shows a less friendly attitude, but it is due to factors such as fatigue or serve communities that fussy.

Implementation of the data recording process of e-ID cards in Cimahi fully refers to the procedures, the basic laws and regulations that have been set as asserted by informants from the village and sub-district which confirms that the commitments they do based on his desire to reach the target shortage of e-ID card recording and duties e-ID card recording services are guided by the rules of e-ID card policy that comes from the central government.

The commitment made by the officials in implementing the policy of e-ID cards based on the regulations of the Central Government, among others, law Number. 23 2006 jo. Law number. 24 Year 2013 concerning Population Administration, Presidential Decree Number. 35 Year 2010 regarding the amendment of Presidential Decree Number. 26 year 2009 on the Implementation of National Identity Card-Based Identity Number Nationally, the Minister of Home Affairs Number. 9 year 2011 on Guidelines for Issuance of National Identity Card-Based Identity Number Nationally, while the rules for Cimahi Government to support the central government regulation of e-ID card is Local Regulation Number. 4 year 2010 on the Implementation of the Population Administration in Cimahi.

Implementing compliance attitude in Cimahi seen from the level of compliance of all personnel who strongly adhere to the procedures and rules set by the central government. Maximum service properties and transparency has been committed in the level of compliance of the apparatus implementing the policy of e-ID cards in Cimahi. This is evident from the time of service provided by the data recording apparatus implementing the e-ID card to the public good at the time of recording the mass who do not know the time or during the regular recording today.

Commitment to an attitude to be achieved by the apparatus Cimahi sometimes challenged. The obstacles in the form of a recording device in retinal damage or irish scanner, UPS, and the barriers that often occur at the time of recording the mass e-ID card even disruption to the network at the time of filling the database population experiencing technical problems. Solutions made in overcoming interference in the network database which makes the database with the offline

system is a database system that is not connected directly to the Department of Population and Civil Registration Cimahi. Recording the data that has been recorded will be stored in the external hard disk, then the hard drive will be taken by the apparatus of Population and Civil Registration Cimahi. Based on the results of the public information Cimahi who already perform the data recording of e-ID card, that attitude executor recording apparatus in the service of e-ID cards to the public, is in conformity with the rules and procedures of e-ID card recording service that is transparent, there is no extortion, and do not deviate from the procedures and rules of e-ID card policy.

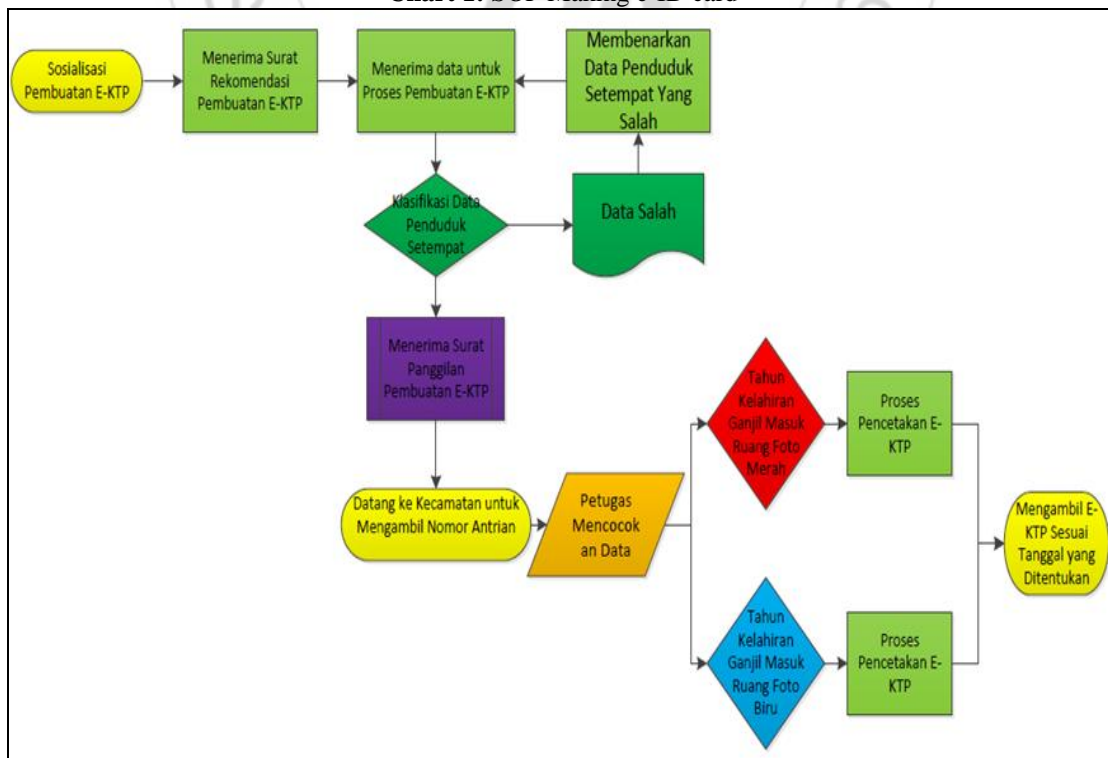
Commitment apparatus Cimahi in implementing the policy implementation of e-ID card, must be supported also by the existence of incentives to motivate or add to the spirit and sense of responsibility for the executive officers in carrying out the policy of e-ID cards according to their roles, responsibilities, and functions of each. In Cimahi, in the first period to the second recording process of e-ID card produces the number of people who came so much to do the recording of e-ID card, it makes working hours in the districts be extended until night. Such conditions are given operator employees overtime pay that employee a bona fide operator to carry out the spirit of the creation of e-ID card. Based on interviews with informants provider of e-ID card, reveal that the operators and recording apparatus implementing the e-ID card is given overtime pay from the Government Cimahi amount of Rp 250,000 and paid monthly, with the intention that the operator employees and executive officers become more recording in the spirit of providing services to the community of e-ID card. This was confirmed by informants apparatus that they get overtime pay if e-ID card recording services performed outside normal working hours.

Incentives are obtained by an operator who did the ministry of mass recording demographic data of e-ID cards according to the index performance of the apparatus which has been set from the Department of Population and Civil Registration Cimahi, more revenue obtained by the apparatus will be held if the additional hours of work outside the hours normal work and also the performance of the apparatus in doing a good job.

In addition to the communication, resources, disposition, policy implementation requires a bureaucratic structure that is able to run and control the policies implementing the e-ID card. This is to create a conducive working environment, healthy cooperation and optimal public services in accordance with the objectives of e-ID card policy implementation in Cimahi. Based on the interview that the bureaucratic structure in Cimahi is set properly in accordance with Standard Operating Procedures (SOP) and the responsibilities of each executive apparatus. While informants from the sub-district officials said that in carrying out the policy of the e-ID card is appropriate SOP specified by the Central Government.

Van Meter and Van Horn (1975: 473) says that in order to measure the performance of the implementation of standards and policies need to emphasize certain objectives to be achieved by implementing the policy. Standard Operating Procedures (SOP) creating apparatus Cimahi who carry out their duties in a professional manner, it is intended that the implementation of the policy of the e-ID card can run well so as to create maximum service and transparent. SOP is done Cimahi can be seen from the picture below,

Chart 1: SOP Making e-ID card



Source: Department of Population and Civil Registration Cimahi, 2013.

Implementation is done in Cimahi already according to the rules set by the central government, but in practice there are still obstacles in implementing SOP contained in the Regulation of the Minister of Home Affairs Number. 9 year 2011 on Guidelines for Issuance of National Identity Card-Based Identity Number Nationwide in Article 3, paragraph 3, in paragraph 3 of the mentioned Database Population referred to in paragraph (1) letter j is consolidated and stored in a database population Interior Ministry. Viewing the contents of Article 3, paragraph 3 means that the database system should be online in the sense of a database connected directly to the central government in this case is the Ministry of the Interior, but in practice the online system was not able to walk so using the system offline.

Cimahi carry out their duties in accordance with a predetermined structure. Therefore, in the bureaucratic structure also includes the dimensions of fragmentation. Fragmentation or division of responsibilities greatly influence the policy implementation of e-ID card. The relationship between the staff at the Department of Civil Registration Cimahi with the recording apparatus implementing the e-ID card in the District and Sub greatly affect the implementation of the e-ID card recording, if the pattern of the relations between officials in the Department of Population and Civil Registration Cimahi with the recording apparatus implementing the e-ID card in the districts and villages in Cimahi not good.

Based on observations, the spread of responsibility given by Cimahi Government through the Minister of Home Affairs Number. 9 year 2011 which was then given instructions by the Department of Population and Civil Registration Cimahi to other policy implementers apparatus arranged in accordance with the organizational structure that has been previously defined. The spread of responsibilities undertaken by Cimahi, carried through the unit working team has been applicable by the Government Cimahi. Unit in the form of team work desk team, teamwork, and the team in accordance with the Decree Mayor Cimahi No. 474.4 / Kep.317-Disdukcapil / 2011. Where the team is comprised of 24 teams desk, 50 work teams, 14 teams damlak, 15 printing officer summons, and other support personnel 2041 (courier) for the delivery of summons. The apparatus of Damlak team and team work is cooperation between officials of the Department of Population and Civil Registration, districts and villages in Cimahi, outsourced staff and the community.

5. Conclusion

Based on the research results, the authors concluded that the implementation of e-ID card policy in Cimahi run quite effective but not maximum, it can be seen from the communication established between the government Cimahi with the central government and the public is not optimal. Resources in the implementation of e-ID card policy in Cimahi not maximized, it is seen from the human resources must be increased ability when facing problems related to the recording equipment. Judging from the disposition in the e-ID card policy in Cimahi pretty good, visible from the commitment and concern of government officials Cimahi Provide incentives. Bureaucratic structure in policy

implementation of e-ID cards in Cimahi considered quite good. It can be seen SOP and dissemination of clear responsibility in the implementation of e-ID card as mandated by the Minister of Home Affairs No. 9 of 2011 which has been established by the Central Government.

6. Recommendation

Recommendations for further research, it is good to do research with a quantitative approach that would look dominant factor affecting the implementation of the e-ID card policy in Cimahi in addition to other factors that also influence it anyway. Besides, it can be related to the study of socio-cultural environment related policies, economics and politics in Cimahi in connection with the implementation of e-ID card policy, because after all the same policy when it is implemented in each region would be no environmental factors that play a role.

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