

POLICY IMPLEMENTATION STRATEGY OF POPULATION ADMINISTRATION INFORMATION SYSTEM (SIAK)

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ABSTRACT

Policy implementation is something important, may even much more important than making of policy. Policy will simply in a form of dream or good plan which is natty on files in archieve if it is impracticable. Squarely we can say that any state discretions in fact contain risk to fail. Failure of a policy is usually caused by the following factors : bad execution, bad policy, bad luck. Republic of Indonesia with the fourth biggest population in the world, as mandated by Constitution 1945, intrinsically is obliged to give protection and confession on personal status and legal status in each Population Event and Important Event experienced by the resident both in and outside NKRI region. Government as a personification from state in this case, tries to solve the problem of protection and confession on society law rights in population since the forming of the state, until the end of determining the population administration policy with the release of Law 23/2006, Government Regulation 37/2007, President Regulation 25/2008 and President Regulation 35/2009 as its formulation, to actualize population administration orderly and population database development nationally. One of the solution of the policy is to apply SIAK (Population Administration Information System). With analysing factors influencing policy implementation, SIAK is a policy breaktrough to develop national population database effectively and guarantee population administration order even rather burdened by some factors for example source of policy and control distance of coordination and information communication which reaching entire the motherland.

Keyword: *public policy, policy implementation, public service, population administration, SIAK (Population Administration Information System)*

I. INTRODUCTION

Various conventions union of nations with strict guarantees the rights of every citizen to have a family and continue the descent through legal marriage, obtaining citizenship status, guarantees freedom of religion, and choose to reside in the country and left it, and is entitled to return.

Government policy reformation to increase settlement of population administration is forced in accordance with the recommendation of People's Consultative Assembly (*Majelis Permusyawaratan Rakyat* or MPR) Number : VI/2002 which asks government to immediately create Single, Integrated

Identification System nationally. Every person numbered with single master number for Indonesia resident began to birth to death. For the implementation of the policy, government through Ministry of Home Affairs determined and executed Elector Registration Program and Continuous Population Census in 2004.

All conditions mentioned above become a basis consideration to the forming of Law No. 23/2006 about Population Administration, continued with Government Regulation of Indonesia No. 37/2007 about Population Administration. It then formulated to President Regulation No. 25/2008, and President Regulation No. 29/2009 about Resident Identification Card (Kartu Tanda Penduduk or KTP) application based on Demography Main Number (NIK) electronically, finally fixed the implementation smoothly all over Indonesia in 2012 as arranged in President Regulation No. 35/2009.

SIAK is an information system exploiting communication and information technology to facilitate the management of population administration information in organizer level and executor instantiation as a unity. So that, its function to facilitate each process of resident registration and civil record in system unity, refer to 3 main targets of SIAK, namely the implementation of a single Population Main Number for each resident, a national population database development, and service and provision of population documents for residents across the country.

If we see the amount of resident in Indonesia region, it is always change and very dynamic. In October 2008, noted 232.396.096 people (data source taken by Database Ditjen Adminduk 2008) to administrate the big amount of the resident and spread over in 33 provinces, 495 regencies/cities and 6.093 districts (amount of district region is tend to expand), so the role of Population Administration is very important and strategic.

II. CONCEPTUAL FRAMEWORK

Philosophically, the duty of government is to serve and fulfill society needs. Ndraha (1997:60). Various aspirations, desires, demands and society interests are accommodated and integrated into governance process either goods, service or civil service.

The opinion implicitly indicates that good governance is the governance which is close to the society. Governance requires to be drawn near to the society, so that the given service become better progressively (Osborne and Gaebler, 1992:227)

Public service is the primary function of the existence of government. Government in this case is an agent which is obligated to give or fulfill various requirement of its people as revealed by Ndraha (1996:64) that government service to the society is related to the rights and got out of problem whether the owner of the rights is encumbered by an obligation or not. Thus, government service to the society is as effort to respect and appreciate society rights as citizen. Government also as a producer, distributor, or sell the needs of society in a form of public service and civil service. (Ndraha 1997:73)

Furthermore Rasyid (1996:38) said that "one of the real function of governance is service, despite of empowerment and development". Therefore, government existence is to serve and protect who is governed. Referring to that case, Ndraha (1997:73) tell that : Because the existence and role of governance organization as the steward of society needs and interest on public goods in character, so public service

meaning always tends to be identical with the activity of governance organization. Although it is not closed the possibility that there are public businesses delivered or conducted by private organization according to privatization concept. Government is a producer, distributor, and seller the society needs in a form of public service and civil service.

On occasion of public service, Pamudji (1994:21) interposes his opinion that " public service is an activity which is intent on fulfilling society needs of goods and services. Saefullah (1999:5) gave the meaning of public service as a service given to the public society who is being a citizen or legally being a resident of the state concerned.

To conduct the service function, Sudarsono and friends (1977:10) interposed that in contact with public service, there are 8 inherent variables in it, that is :

1. *Government is on service,*
2. *Society served by by the government,*
3. *Policy taken as basis for public service,*
4. *Equipments or sophisticated service tools,*
5. *Available resources formulated in a form of service activity,*
6. *Satisfied service quality to the society according to society service standard and principles,*
7. *Management and leadership and also society service organization,*
8. *Behaviour in concerned of society service, functionary and society carry out its function.*

The forming of public organization (government) basically is to give the service to the society. Therefore, public organization has to have the criteria such as told by Albrecht and Zemke (in Simbolon, 1988:9) as follows :

1. *Have to have good service strategy arrangement.*
2. *People in operational level have high orientation to the customer.*
3. *The system doesn't complicate the customer.*

Various efforts have been conducted to increase public service quality, but in reality there are still constraint or problem related to the service such as told by Kumorotomo (1996:129-130) as follows :

Over-pressing of routined service duties on formal responsibility has caused the existence of slowgoing and clumsy procedur. The officers no longer feel to be called to increase effectiveness, efficiency, and work procedure but refuse the existence of change oftenly. Job ethos which tend to maintain status quo has caused a society perception that relating to the government means to deal with complicated procedure, time consuming and resentful feeling. Which more serious, the complicated procedure is frequently rode by private interest taken as commercialized commodity for the sake of both private and group interest.

Policy related to Population Administration was begun with declaration and legislation of Law No. 23/2006 about Population Administration. Population and Government Regulation No. 37/2007 about the implementation of Law No. 23/2006, and also President Regulation No. 25/2008 about condition and procedure of Resident Registration and Civil Record, which has given the basic of juridical and sturdy operational guidance in implementation of population administration service in Indonesia.

SIAK is as government breakthrough step in the effort to increase population administration service, for example the objective to realize population database in national scale, which is finally able to be service product of population data and information which can be exploited by governmental institution and private sector as compilation material for planning and decision making. Very principal target that can be formed from the success of SIAK implementation, is government protection guarantee in fulfilling citizen law right in obtaining law status certainty of their citizenship by owning accurate population document and guaranteed authenticity.

III. DISCUSSION

Starting from that thing, the next question is how to realize the effectivity of SIAK implementation viewed from policy implementation perspective. For the sake of analysis, the writer used approach of policy implementation analysis, namely Van Meter and Van Horn model (1975:463) called A Model of the Policy Implementation Process that described some factors forming link between policy and performance and determined relation among free variables. These are (1) policy standard and purpose; (2) policy sources; (3) inter organizational communication and activity of execution; (4) executor body characteristic; (5) social, economic, and politic condition; (6) the attitude of executors, the idea framework above can be simply described as followed :

A. Policy Standard and Purpose

A policy has to affirm specific standard and purpose which must be reached by policy executors. This case is important to be conducted because policy performance basically an assessment on standard and purpose level of achievement.

1. Clarity and Consistency of Policy Purpose

Law fundament of SIAK policy as follows :

- a. Law No 23/2006 on Population Administration
- b. Government Regulation No. 37/2007 about Implementation of Law No. 23/2006
- c. President RegulationNo. 25/2008 about Conditions and Procedure of Resident Registration and Civil Record
- d. President Regulation No. 26/2009 about Resident Identification Card (KTP) application based on Demography Main Number (NIK) electronically;
- e. President Regulation No. 35/2009 about Resident Identification Card (KTP) validity based on Dermography Main Number (NIK) electronically and nationally.

If observing the regulation arrangement or law basis of population administration policy above, it can be concluded that clarity level and consistency at policy target in implementing the policy of SIAK execution is optimal enough felt. It was shown with the reality of SIAK policy enforcement carried out cohesively and coordinatively in concretion of SIAK target, that is publication NIK, National Population Database Development, and supplying and service of populaation document.

2. Provision of Executor Personnel Assignment

Placement of SIAK policy executor personnel is set in according to the requirement based on efficiency principle which consists of personnel coming from relevant department/agency.

Table 1. Requirement of SIAK Human Resources

	Item/Level of Government	Central	Province	Regency/City	Subdistrict	Amount
A	IT Administrator	59	264	3.976	0	4.299
	Supervisor	12	66	994	0	
	Administrator	12	66	994	0	
	Transfer Team:					
	▪ Training for trainers	25	66	994	0	
	▪ Analyst/programmer	10	66	994	0	
B	SIAK User:					
	Operator	30	66	2.982	25.904	28.982
C	Technician					
	Hardware Technician and Network	6	66	994	0	1.066
	Amount of needed Human Resources					34.247

Sources: Grand Design SIAK DG Dukcapil Ministry of Home Affairs, 2010

3. Clarity level and Observation Consistency

Control provision about SIAK policy implementation is based on the desire to increase effectiveness of SIAK enforcement itself. Without existence of the control, it can't be known how faris the implementation of the activity has run or digressed from specified plan. According to the provision of President Regulation No. 25/2008 mentioned that "Supervision and control of SIAK implementation system is done through direct supervision and functional supervision running with the provision of valid legislation regulation."

- a. The existence of law set arranging and appointing supervisor team membership of SIAK policy implementation.

The important of policy supervisor team commisioned to do supervision activity toward the policy implementation should have been able to help government in controlling and evaluating the development of policy implementation. Refers to President Regulation above, with forming of 446 supervision team trans-ministry/institution to monitor E-KTP implementation in the region.

- b. The low awareness to do supervision.

Supervision system which ought to do through 4 mechanisms such as adhered supervision, functional supervision, legislative supervision, and society supervision has not given a maximum result.

From the description above, it can be concluded that clarity level and supervision consistency toward SIAK policy implementation internally has run effectively, but in legislative supervision context and society supervision, has not been optimum.

Therefore, to increase effectiveness of policy implementation, it has to be regulated clearly which substance should be Local Government policy and which should be Central Government operational policy so that there will be consistency in target attainment.

B. Source of Policy

One of causal factor unreachable policy purpose is limited resources, both energy and material, time, etc so that the wanted impact can't be reached. While the forming of organization is because many people aware with restrictiveness with the result that needs cooperation. Yet, because of the limited resources, its use has to consider the effectiveness without sacrificing effectiveness.

1. Personnel

Human resource in SIAK policy implementation especially relates to the quality and amount of problems had by SIAK executor unit as main implementer in supporting the policy.

2. Authority of Decision Making

In order that everyone can do his/her duty, he/she is always given certain authority about which may be done and may be used running with its position. Authority always relates to personal right in a formal position to make, do and determine sanction upon the violation of determined decision. Lack of effectiveness authority will cause to all implementers. They can't do certain actions to reach policy pupose.

a. Enforcement authority :

According to Law No. 23/2006 which is later formulated to Government Regulation No. 37/2007, arrangement of population administration enforcement authority as follows :

1) Enforcement authority of population administration

a) Government in this case, Minister of Home Affairs is obliged and responsible for enforcing population administration nationally, with including authority :

- (1) Coordination among institutions in Population Administration business
- (2) System determining, guidance, and enforcement standard of population administration
- (3) Socialization of population administration
- (4) Guidance giving, supervision, and consultation on enforcement of population administration
- (5) Management and presentation of population data in national scale
- (6) Printing, publication and distribution of population document form

b) Province Government in this case, Governor is obliged and responsible for enforcement of population administration business including :

- (1) coordination of Population Administration enforcement
 - (2) guidance giving, supervision, and consultation of resident registration enforcement and civil record
 - (3) construction and socialization of population administration enforcement
 - (4) management and presentation of population data in national scale, and
 - (5) supervisory coordination on population administration enforcement.
- c) Government of Regency/City is obliged and responsible for enforcement of population administration business, including :
- (1) coordination of population administration enforcement;
 - (2) forming of executor institution which its duty and function is on population administration area;
 - (3) technical arrangement of population administration enforcement running with legislation regulation provision;
 - (4) construction and socialization of population administration enforcement;
 - e. execution of society service activity in population administration area;
 - (5) assignation to the village to carry out some of population administration business based on aid duty principles;
 - (6) management and presentation of population data in Regency/City scale;
 - (7) supervision coordination on population administration enforcement

2) Executor Institution Authority

It is still based on the same provision as mentioned above, so that the executor institution authority is arranged as follows, executor institution implement population administration with the following obligation:

- 1) Registering population event and note important event;
- 2) Giving similar services and be professional to each resident on population event report and important event;
- 3) Publishing population documents;
- 4) Documenting resident registration result and civil record.
- 5) Guaranteeing data secret and security on population event and important event.
- 6) Doing validation and verification of data and information submitted by resident in resident registration service and civil record.

To bring civil record service near the society in subdistrict level, it's formed Duty Technical Executor Unit (UPTD) of executor institution. The forming of UPTD is conducted at least in 5 years, with priority scale in remote place. Civil record service in subdistrict level is conducted by UPTD of executor institution with the authority in publishing civil record certificate.

b. Sources of Fund in Operational

Budgetting support in SIAK enforcement is needed absolutely to defray personnel, purchase tools, equipments and other operational.

Financial problem is one of the obstacles which is always faced by government organization both national and local, but however its big in fund source if it is not running with good management system, it will be difficult to reach policy implementation effectivity.

For the sake of SIAK execution, the amount of financial support needed is not a little. Thus, the took on strategy is through coordination and joint responsibility in financing of population administration policy execution. As for requirement of necessity description and budget realization in SIAK implementation as follows :

During 2003 up to 2009, provided budget allocation is equal to 1,084,233 Billion Rupiah with budget realization to carry out population administration system by Directorate General of Civil Record Population (Ditjen Dukcapil) equal to 808,550 Billion Rupiah with allocation to:

- 1) Various activities which is not directly related with the enforcement of SIAK system including employee salary of Dukcapil Directorate General is alloted equal to 449,825 Billion Rupiah with realization equal to 377,291 Billion Rupiah to defray technical support activity and Dukcapil Directorate General Management, population administration activity (resident registration, civil record, population development and resident projection; and
- 2) Various activities which is related with SIAK enforcement from 2003 to 2009 is alloted equal to 634,398 Billion Rupiah with realization equal to 431,259 Billion Rupiah to defray activity.
 - a) In 2003 up to 2005, budget alloted is equal to 64,095 Billion Rupiah with realization equal to 60,592 Billion Rupiah for : early development of Population Data Center, early development of SIAK application, technical guidance and SIAK pioneering assistance in some areas, consolidation and conservation of P4B data into SIAK database as delivery follow up by Chief of KPU to Minister of Home Affairs, and others.
 - b) In 2006 up to 2008; budget alloted equal to 482,477 Billion Rupiah with realization equal to 76,354 Billion Rupiah for : development of Disaster Recovery Center (DRC) and office of Ministry of Home Affairs Jalan Medan Merdeka Utara, SIAK tool stimulant for 18 extension Regencies, SIAK application development for E-KTP, and early application E-KTP in 6 Regencies/Cities as reference to apply E-KTP nationally starting in 2011.

Furthermore, financial need for enforcement of Population Administration System (SAK) especially in National NIK Publication and E-KTP application during 2010 up to 2012 equal to 6,679,21 Billion Rupiah was used to :

- a) Updating activity of Population Database in 487 Regencies/Cities equal to 293,54 Billion Rupiah
- b) Publication activity of NIK fo all resident equal to 245,67 Billion Rupiah with detail ad follows :
 - (1) In 2010, publication of NIK in 329 Regencies/Cities is equal to 90,56 Billion Rupiah
 - (2) In 2011, publication of NIK in 168 Regencies/Cities is equal to 155,02 Billion Rupiah
- c) KTP application activity based on NIK nationally equal to 6,140,00 Billion Rupiah with detail as follows :
 - (1) In 2011, E-KTP application in 197 Regencies/Cities to 71,49 Million KTP obligation equal to 2,313,00 Billion;
 - (2) In 2012, E-KTP application in 300 Regencies/cities to 300 Regencies/Cities to 100,51 Million KTP obligated resident equal to 3,827,00 Billion.

From the explanation above, it can be seen the amount of budget need to support SIAK enforcement. Thus, to realize SAK enforcement according to Law No. 23/2006 about Population Administration along with the implementation regulation, commitment from all related party is awfully needed.

3. Facility Support

Physical facility is an important source in determining policy implementation effectivity. Like financial problem, tool and equipment is also one of necessity and challenge which must to be faced by the government. On one side, the policy must be executed, but on the other side the government is given on resources limitation in supplying job tool and equipment, communication technoligy tool, and information as basic prerequisite to SIAK operation. Tool and equipment needed in SIAK operational process is :

a. Center

To preserve the availibility of national population database, need to be developed Disaster Recovery Center that represent the replication of Data Center hardware and software located in central office of Ministry of Home Affairs. Disaster Recovery Center development has done in 2008. While hardware and software and also data communication network equipment was started in 2009, and operated in the end of 2009.

While tool and equipment of SIAK in province, regency/city, and sub-district to support KTP application based on National NIK provided with biometric and chip is as follows :

b. Province

Population database peripheral in province is consist of :

- Hardware: servers, clients & network, and room.
- Software : operating system, database, application server dan SIAK application.
- Connection Wide Area Network to National Database.
- Human resources and training.
- operational and maintenance.

Peripheral to connect population data service to government institution :

- Data Service Hardware dan Software and information to government institution.
- Institution of data and information service to government institution.
- Operational; and maintenance of data and information service to government institution.

c. Regency/City

Population database peripheral in regency/city consists of :

- Hardware : servers, clients & network
- Software : operating system, database, server application & SIAK application
- Operational and maintenance
- WAN tools to National Database
- Network planning of Regency/City – Subdistrict
- Resident data input

- Publication service and population document signing
- Peripheral for population data service to government institution :
- Hardware dan software of information and data service to government institution
 - Installation of information and data service to government institution
 - Operational and maintenance of information and data service to government insitution

d. Sub-district

Population data recorder uses SIAK provided with the following peripheral and activities :

- Hardware : servers, clients & network
- Software : operating system, database, application server & SIAK application
- Hardware : clients & network
- Tools and equipments
- Human resources and training
- Operational and maintenance

SIAK development data in implementative level had been built by SIAK online in 329 regencies/cities in 2010, (effective NIK 104 million people), and in 168 regencies/cities in 2011, (effective NIK 67 million people), and planned in 2012, all region will have been online.

C. Inter-organization Communication and execution activity

Communication is a key to reach coordination, because coordination is a media to obtain effective decisions. It is supported by how big participation of each involved part to agree what have to be reached, what have to be done, when the job have to be executed and also finished. SIAK implementation involves all local government and various institutions in order not to cause overlapping, collusion, mazy and or inflexibility which finally can cause torpor and its procedure convolution. Thus, it needs policy socialization, coordination, interpretation and synergies to support each other and collaboration in reaching policy target. This case is finally shown by :

- Consistency all executor to standard and target
- Coordination Intensity among executor institutions
- Communication intensity between superior and subordinate in executor organization

D. Characteristic of Executor Agency

An established policy implemented needs executor organization, because authority and various supported resources was given to translate the policy context in public service. To explain the influence of characteristic factor of policy executor agencies to policy implementation effectivity, can be explained as follows, organization Structure and Procedures of Executor Agency.

Every organization has an organization structure that describes the duties and authority both vertically and horizontally. Aspect of bureaucratic organization structure is an factor that influence the success of policy implementation. Through

structure of organization and working procedures then arranged:

1. Position, main duty and function
2. and also personnel arrangement
3. Range and degree of control from superior
4. Supervision and sanction

E. Condition of Policy Environment

Policy environment is an important factor concerning implementation success. If environment condition is positive about policy, then it will produce positive support, so that they will participate in policy implementation success. However, if the environment has negative opinion, so it will cause collusion attitude, then the success of implementation process will be threatened.

Environment condition that always change both social, culture, economic, politics, demography, technology and law regulation, brings consequence to local government to do various change in fulfilling expanding demand.

F. The Attitudes of Policy Executor

Executor attitude is commitment to do the activity running with determined policy. Thus as good as any policies if the executor has no commitment and responsibility for policy target, hence the implementation of the policy will not be effective. Policy implementation will be effective if the executors must not only know what they have to do, but must have the ability to implement the policy. The attitude of policy implementor is influenced by cognition, executor response direction to program implementation and their response intensity to the policy and also executor sensitivity on government support which owns finance and law authority resources from concerned work unit. Condition is influenced by the following factors :

1. Responsibility in duty implementation
2. Support or response of executor to the policy target
3. Compliance or response of executor to policy substance
4. Incentives availability

IV. CONCLUSION

Based on related analysis, can be drawn the following conclusion, in implementing a policy as well as SIAK enforcement policy, it is not an easy work for the executors in reaching the success to intended purpose. Therefore, government officer both central and local level as target group should have same vision and mission in order to realize direction and objective of the policy. Initial obstacles encountered is perceptions differences between involved parties in implementing the central policy, in regional autonomy context, so that is needed optimalization of communication (policy socialization), and activities coordination in implementing of SIAK nationally.

The obstacles of SIAK implementation effectivity can be identified as follows :

1. Limited policy source, including operational financial source, and supporting tools and equipment, quantity and quality of executor personnel, and information or database availability nationally.

2. Significant obstacles, also encountered in the area or region with geography characteristic and extreme topographic condition, which cause the lack of information and transportation access which inhibit the speed of communication between rural countries and the center of local government, where shown by empirical data, that 20% of residents who live in mountainous and rural areas are not reached population administration service.
3. The low supervision, both legislative supervision and society supervision, will be the weakness that affect realization effort of policy implementation effectivity.

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