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Implementation of the Electronic Identity Card (e-KTP) Issuance Policy in Bolaang Mongondow Regency

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Abstract. The national population administration policy that has been determined (formulation) by the government, especially the service policy for issuing Electronic Identity Cards (e-KTP) for Indonesian citizens and foreigners residing in Indonesia must be implemented properly and by the implementor. The implementor who is given the task and responsibility is the population and civil registry office. This research was conducted with the aim of analyzing and explaining the implementation of population administration order policies, especially the issuance of electronic identity cards which are focused on aspects or variables of communication, resources, disposition, and organizational structure at the Population and Civil Registration Office of Bolaang Mongondow Regency. This research uses a naturalistic (qualitative) approach. Informants who were used as data sources were determined purposively (purposive sampling) and snowball sampling. Data collection techniques were interviews, observations, and documents. Data analysis is an interactive qualitative analysis with data analysis activities, namely data reduction, data display, and conclusion drawing / verification. The results showed that the implementation of the Electronic Identity Card (e-KTP) issuance service policy for Indonesian citizens and foreigners residing in Indonesia as the focus and sub-focus of the research has not been implemented as it should. For this reason, it is recommended that the various variables that are the focus and sub-focus of this research as variables that determine the implementation of public policy need to be optimized both in terms of quantity and quality.

Keywords. Policy Implementation, Population Administration, Electronic Identity Card (e-KTP)

A. Introduction

Population documents are essentially attached to every citizen. This is the basis for the government to provide citizens' rights such as social assistance for those in need, BPJS Health and BPJS Employment, and others, especially ownership of Electronic Identity Cards (Muliawaty & Hendryawan, 2020) [1]. The Electronic Identity Card aims to enforce national population data. So that a citizen only has one Identity Card that is valid in any administrative area in Indonesia. The Electronic Identity Card as a population identity card based on the Population Identification Number (NIK) which must be included in every population document and is used as the basis for issuing passports, driver's licenses, taxpayer identification numbers (NPWP) and issuing other documents (Hardianto et al., 2021) [2].

The Population and Civil Registration Office of Bolaang Mongondow Regency is a representative of the district government in providing services in the field of population administration located in Lolak District. Bolaang Mongondow Regency is one of the regencies in the southern region of North Sulawesi Province with an area of 4,084.94 square kilometers which is divided into 15 sub-districts and 202 villages/sub-districts with a recorded population of 255,896 people. Based on data from the BPS of Bolaang Mongondow Regency, 14 of the 15 sub-districts in Bolaang Mongondow Regency are more than 15 kilometers from the sub-district capital to the district capital, with the farthest distance being 101 kilometers. This requires special policies that must be given by the government to the people of Bolaang Mongondow.

Through Regulation of the Regent of Bolaang Mongondow Number 25 of 2023 concerning Village-Based Population Administration Services within the Local Government, a ball pick-up service has been arranged in villages and sub-districts so that the local government can provide excellent service to the community in the farthest village. The Regent of Bolaang Mongondow instructed the

village governments to participate in the administration of population administration, especially the Electronic Identity Card service. The following is data on the number of people who are required to have an identity card in 2024 and the achievements that have been made by the local government.

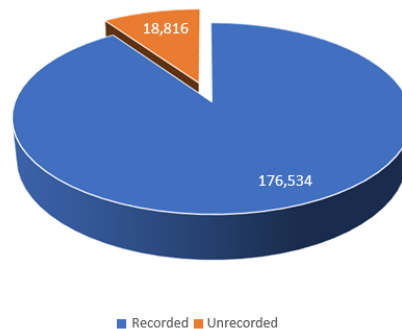


Figure 1. Comparison of residents who have recorded and have not recorded ID cards in Bolaang Mongondow Regency

Based on the data above, the number of mandatory identity cards in Bolaang Mongondow Regency is 195,359 residents with details of 176,534 who have recorded identity cards, while those who have not recorded are 18,816 residents. It can be seen that the Regional Government still has to improve its performance to achieve the target of recording electronic identity cards in Bolaang Mongondow Regency. As regulated in the Law of the Republic of Indonesia. Number 24 of 2013. Regarding Amendments to Law Number 23 of 2006 Population Administration that the Regional Government is the technical implementer of population administration services. As well as in the Instruction of the Minister of Home Affairs Number 470/836 / SJ concerning the Indonesian Administrative Awareness Movement so that local governments can make policies in public services that support increasing achievements in administrative service targets.

Based on national achievement data, in August 2024 the achievement of recording electronic identity cards nationally has reached 97.19%, while before the implementation of the Presidential and Vice Presidential Elections in 2024, all residents who have the mandatory status of identity cards must already have an electronic identity card so that all votes owned can

be used. However, until August 2024 it has not yet reached 100%. At this time, the Bolaang Mongondow Regency Government is pursuing the national target on electronic identity card ownership to improve data accuracy in the making and implementation of regional development policies and the implementation of more transparent and fair regional elections.

Based on the background of the problems described above, the authors conducted this research with the aim of analyzing and explaining the implementation of population administration control policies, especially the issuance of Electronic Identity Cards at the Population and Civil Registration Office of Bolaang Mongondow Regency.

B. Method

The research approach is the initial stage in starting research with plans and procedures that have been carefully determined so that the research runs smoothly and the data obtained is appropriate for analysis. Research method according to Sugiyono (2016:2) defined as a scientific way to get data with specific purposes and uses [3]. In this case, the research method used by researchers is the Qualitative Research Method.

The focus of this research is on the implementation of the Electronic Identity Card Issuance policy at the Population and Civil Registration Office of Bolaang Mongondow Regency, with sub-focuses, namely a) Socialization; b) Availability of apparatus as implementers and adequate facilities and budgeting; c) Implementor attitudes and commitment; d) Clarity of functions, duties and responsibilities of implementers or policy implementers.

Data collection techniques were observation, interview and document study. The steps of data analysis were carried out using the Miles and Huberman (1984) model in Kairupan and Mantiri (2020) which goes through 3 (three) stages: data reduction, data display, and conclusion drawing/verification [4]. Data validity tests in qualitative research include tests, credibility, transferability, dependability, and confirmability.

C. Result and discussion

Implementation of Electronic Identity Card (E-KTP) Issuance Policy

The implementation of the electronic identity card issuance policy in this study focuses on: a) Socialization; b) Availability of apparatus as implementers and adequate facilities and budgeting; c) Implementor attitudes and commitment; d) Clarity of functions, duties and responsibilities of implementers or policy implementers.

Based on the research results that refer to the research sub-focus mentioned above, the following results are obtained:

Socialization

Socialization is a form of communication between communicators (policy implementers) and communicants (target groups) regarding a message (the content or intent and purpose of the policy) so that the message can be understood by the communicant in accordance with the intent and purpose or content of the message conveyed by the communicator. Socialization as a form of communication in relation to policy implementation is very important and necessary, because a newly established policy is not yet known by all people or society as a whole, especially as the target of the policy itself. Or it could have been known by them, but whether what is known by them (the community) is the same or not with what is intended by the policy itself. If it is not the same, it is certain that there will be a misunderstanding (miss understanding), so that in the end the policy is difficult to implement, even if it is implemented it will not achieve the expected results (Dewantari & Kurniawan, 2021) [5]. Therefore,

communication needs to be carried out with all stakeholders of the policy, so that a common understanding is obtained and there is mutual support and synergy. Without clear and consistent communication, policy implementers will not understand what is expected of them, which can result in errors in implementing the policy.

The results revealed that the population and civil registration office of Bolaang Mongondow Regency socializes or communicates the e-KTP issuance policy by conducting good socialization, conducting routine briefings, and using various communication channels with electronic media by providing the Bolaang Mongondow population and civil registration office Website. Despite the positive aspects of communication between the Population and Civil Registration Office and the community, there are still challenges that need to be overcome. Clear and consistent information is needed to ensure that the community understands the civil registration process well. Feedback from the community is also key to continuous improvement in public services.

Communication is very important and essential in organizational life, especially in terms of interacting with one person with another, one group or section / sub in an organization in carrying out an activity that has been decided or determined (policy), so that it can be achieved effectively, efficiently, and economically. It is said so, because without a common understanding of everything that will be done or implemented (such as policies), it is certain that there will be no good cooperation between each person or group that must be involved in the collaboration so that the objectives of what is done (policy implementation) cannot be carried out properly and in the end it is certain that the objectives will not be achieved effectively, efficiently and economically (Yovinus, 2018) [6].

To achieve mutual understanding or understanding as mentioned above, good and correct communication is needed. Babatunde (2015) in an article titled "Importance of Effective Communication in Public Organisations" state that "Communication has crucial impacts within or among workgroups in both private and public organizations" [7]. So Babatunde in an article entitled the importance of effective communication in public organizations states that communication has a very important or crucial impact within or between groups of public organizations and private organizations.

Korsgaard, Brodt, & Whitener (2002) menunjukkan bahwa iklim yang menjadi ciri komunikasi manajemen memiliki pengaruh yang signifikan terhadap kepercayaan pada manajer dan perilaku kewargaan organisasi [8]. The results confirmed that the management communication climate has a significant influence on managers' trust and helpful behavior between people in the organization. According to Robbins (1989) in Tarore (2023), The main functions of communication in organizations are: 1) information; 2) motivation; 3) supervision, and 4) expression of emotions [9].

Thus, through good communication, all stakeholders of policy implementation (implementers and target groups) obtain a common understanding of all matters intended in the public policy and with this they with high motivation and commitment work together in synergy to implement it, so that the objectives can be achieved as expected..

Availability of Apparatus as Implementors, Facilities and Adequate Budgeting

Policy implementation requires the availability of apparatus as implementers and adequate facilities and budgeting so that the policy can be executed or implemented properly. In relation to the availability of the apparatus as an implementor, it must fulfill two aspects, namely from the aspect of quantity (number) and quality (professional). Meanwhile, in relation

to facilities and infrastructure and budgets, they must be complete and up-to-date and sufficient to finance all programs related to the implementation of these policies and available on time.

Basically, most Human Resource Management experts agree that human resources (HR) are very important and decisive resources for the organization to carry out its activities, including implementing all decisions or policies that have been determined to achieve its goals (Setiawan, 2018) [10]. It is said so because all other resources, such as equipment, funds/finance, facilities/premises), will only function properly if supported by qualified human resources in sufficient numbers. Bogar (2023) states that human resources (HR) is a very vital resource for all organizations and is a very valuable asset and as human capital, if supported by the capabilities and capacity to contribute maximally and optimally in achieving organizational success, so that the organization is able to exist in the face of increasingly rapid and complex challenges of change [11].

Table 1. Number of Structural Positions and Employee Needs of the Population and Civil Registration Office of Bolaang Mongondow Regency

No.	Position	Current Quantity	Quantity required
1	Head of Department	1	1
2	Secretary of the Department	1	1
3	Head of Division	3	4
4	Head of Subdivision/Head of Section/Functional Supervisor	9	10
5	Staff	14	20

Source: Strategic Plan of the Population and Civil Registration Office of Bolaang Mongondow District (2024)

The results showed that human resources at the Population and Civil Registration Office of Bolaang Mongondow Regency are always provided with training and education according to their respective main duties and functions, although it is realized that additional employees are still needed at this Office to increase effectiveness and efficiency in controlling e-KTP ownership in Bolaang Mongondow Regency.

Based on the results of these findings, it turns out that the Population and Civil Registration Office of Bolaang Mongondow Regency, tries to improve the ability or professionalism of human resources to be able to carry out their duties including implementing the e-KTP ownership target policy, which is one of the priority programs in the population administration of e-KTP issuance so that the targets set based on the Strategic Plan of this Office for residents who are obliged or eligible for e-KTP can be achieved.

Efforts to always improve the ability or professionalism of human resources through various means, such as training, are very appropriate efforts, so that human resources have the ability or capability to face their duties with various challenges that always develop dynamically and continuously in line with the demands and developments that occur inside and outside the organization. HR will be a source of organizational excellence rather than a burden or source of organizational problems. Grant (1994) in Rostina (2018) concluded that the resources owned by the organization can be a factor of excellence, and can improve organizational performance [12].

Resources, especially human resources, become a factor of excellence if they carry out their work not only mediocre, but always try to find the best and newest ways when carrying

out their work. In other words, employees must be creative and innovative who are not only confined by established operational procedures and standards. Munandar (2016) says creativity or creative thinking is an ability to see various possible solutions to increasingly complex problems where individuals must be able to think, form new ways will change old ways creatively in order to survive for a long time in an increasingly tight competition [13]. Meanwhile, Bogar (2023) in his article entitled "Determinants of employee creativity", found that employee creativity is determined by work culture and organizational commitment..

While the research findings in relation to non-human resources, such as facilities and infrastructure revealed that the facilities and infrastructure owned by the Office are sufficient to support the smooth running of tasks, but need to be maintained and rehabilitated regularly. Maintenance of facilities and infrastructure is an important aspect in ensuring that existing facilities can function optimally. In this context, the fulfillment of good facilities and infrastructure will contribute to improving the quality of service to the community.

Research by Kadarisman (2019) emphasizes the importance of the availability of facilities and infrastructure in supporting the implementation of population administration policies. Facilities such as computers, operational vehicles, and adequate service space will increase employee work efficiency and provide comfort for the community when accessing services [14].

Other findings related to the source of funds or budget revealed that the budget follows the principles of performance and program-based budgeting. This means that every rupiah (budget) spent must have clear outputs and be measured in various dimensions/measures as described in the program.

A budget needs analysis is conducted annually to determine how much funding is required. Effective and transparent use of the budget is key to ensuring that all activities can be implemented properly. Budget availability is not only for staff training but also for the procurement of new facilities and infrastructure. Periodic evaluation of the use of the budget is essential to ensure that funds are used in accordance with the plan, so as to optimize the achievement of policy objectives.

Attitude and Commitment of Implementors

The attitude and commitment factor or also known as the implementor's disposition is no less important than other factors and can even be said to be more important than the other factors. Because this disposition factor includes or relates to attitudes, behavior, motivation and commitment, especially for implementors to the public policy itself. It is difficult to expect the implementor to implement the policy if he or they from the aspect of attitude do not agree or even disagree with the policy. Likewise, low motivation will have an unfavorable impact on the performance of policy implementation. Bogar (2013) stated that job characteristics play a role in generating psychological conditions that will motivate employees to do their work better and be satisfied with the job. Based on this opinion, the work to be carried out related to policy implementation requires the characteristics of the job, including autonomy and job feedback must be given and carried out [15]. The autonomy dimension is characterized by the degree to which the job provides substantial freedom, independence, and latitude in making work schedules and determining the procedures used to complete the job. The feedback dimension, meanwhile, is characterized by the extent to which the results of job completion activities are known directly to employees and clear information about how well the job is done. This dimension of characterization, among others, is what generates the motivation of policy

implementers as required for successful public policy implementation as emphasized by Edwad III.

The results showed that the disposition of the leadership was very clear to follow up on every need from the community. According to informants, this disposition plays an important role in encouraging the implementation of population administration policies. And it can be seen together that the disposition given must be implemented immediately. The positive disposition given by superiors regarding the use of technology is a good thing. Furthermore, in receiving dispositions, there are several challenges faced by implementers at the Population and Civil Registration Office of Bolaang Mongondow Regency. The employees at the Population and Civil Registration Office of Bolaang Mongondow Regency have tried well, but dealing with people with different characteristics sometimes makes employees feel uneasy. This shows that positive disposition, the community is one of the challenges that must be faced by the Population and Civil Registration Office of Bolaang Mongondow Regency.

Furthermore, in relation to motivation as an indicator of dispositional factors in policy implementation, Hilgard in Wahidin (2024) argues that motivation, especially achievement motivation, is a social motive to do something valuable or important well and perfectly to meet the standard of excellence of what a person does [16]. While Jacson in Putra et al. (2018) states that achievement motivation is a very strong drive to try and work hard to achieve success and excellence [17].

Clarity of Functions, Duties and Responsibilities of Implementors or Policy Implementers

The results of the study revealed that the factor of Clarity of functions, duties and responsibilities of implementors or policy implementers as described in the organizational structure related to the implementation of the e-KTP issuance policy at the Population and Civil Registration Office of Bolaang Mongondow Regency, generally follows the organizational structure of the agency, as described in figure 3.1, in chapter 3. The structure explains that the affairs of issuing e-KTP are the duties and functions of the Population Registration Services Division. In addition, operationally, the Office of Population and Civil Registration compiles a standard operational procedure (SOP) so that both service providers and people in need (consumers) can clearly know all matters related to e-KTP processing, from the beginning until the e-KTP is received by the person concerned.

As explained earlier, the Office uses Type A in its organizational structure, where SIAK operators report directly to the Head of Division and Head of Office. This type of organization allows for clear lines of communication between the various levels of the organization, making coordination and decision-making easier.

The two types of organizational structures mentioned above are arranged with the intention of clarifying the duties and responsibilities of each person and group, so that if something happens that causes the tasks and work to not run, it will be easy to know to whom or which group the source of the problem is causing and will then be followed up. This is in line with the theory of organizational structure which states that clarity in the division of tasks can increase work efficiency and effectiveness (Mintzberg, 1979) [18].

With a structured division of tasks, employees can work simultaneously without overlapping, resulting in more effective services. This reflects management principles that emphasize task specialization to increase productivity (Judge & Robbins, 2017) [19].

In relation to the SOP, the community must be involved as required in policy formulation. Community participation in decision-making is an important aspect of good

governance. It not only increases transparency but also increases government accountability to the community.

However, it should be noted that the organizational structure should not be too bureaucratic for the e-KTP issuance service. This is because a long and convoluted bureaucracy will hamper the smooth running of public services. Research of Musrifah (2020) found that overly complex bureaucracies can be an obstacle to the responsiveness of public services, especially in urgent situations [20].

Therefore, the preparation of an organizational structure for the implementation of the e-KTP issuance policy by the Population and Civil Registration Office of Bolaang Mongondow Regency, intends to facilitate, facilitate, and accelerate the process of completing the e-KTP so that it is immediately received by the person concerned.

D. Conclusion

Based on the results of the research and discussion described above, the results of the analysis can be concluded as follows:

- 1) The Population and Civil Registration Office of Bolaang Mongondow Regency in socializing or communicating the e-KTP issuance policy has conducted good socialization, conducting routine briefings, and using various communication channels with electronic media by providing the Website of the Population and Civil Registration Office of Bolaang Mongondow.
- 2) The availability of apparatus as implementers in this case human resources at the Population and Civil Registration Office of Bolaang Mongondow Regency has increased the capabilities of employees through education and training according to their main duties and functions, although from the aspect of the number or quantity of employees it is still inadequate to support the implementation of this policy to take place more effectively and efficiently. Meanwhile, related to facilities and infrastructure and equipment, it still does not optimally support the implementation of this policy. Meanwhile, with the source of funds or budget, the budget follows the principles of performance and program-based budgeting. This means that every rupiah (budget) spent must have clear outputs and be measured in various dimensions / measurements as described in the program.
- 3) In relation to aspects of the attitude and commitment of implementers or disposition, employees at the Population and Civil Registration Office of Bolaang Mongondow Regency show good service as a form of excellent service, even though they have tried well, but in dealing with people with different characteristics it sometimes makes employees feel restless.
- 4) Clarity of functions, duties and responsibilities of implementers or policy implementers has been reflected in the organizational structure. The organizational structure involved in the implementation of the e-KTP issuance policy at the Population and Civil Registration Office of Bolaang Mongondow Regency generally follows the organizational structure of the agency in accordance with Regent Regulation Number 33 of 2016 concerning Position, Organizational Structure, Duties and Functions and Work Procedures of Regional Apparatus and category A. Based on this structure, the implementation of e-KTP issuance is the task and function of the Population Registration Services Division. In addition, operationally, the population and civil registration office compiles a standard operational procedure (SOP) so that both service providers and people in need (consumers) can clearly know all matters related to e-KTP processing, from the beginning until the e-KTP is received by the person concerned.

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