Transparency in Public Service Governance:
A Case Study about Identification Card Service Transparency in Merjosari, Lowokwaru, Malang

Lely Indah Mindarti*

Lecturer, Faculty of Administration Science, BrawijayaUniversity- Malang Indonesia

*Corresponding author; email: lelyfia@ub.ac.id / lelyindahmindarti@gmail.com

ABSTRACT

Study entitled "Transparency in Public Service Governance: a Case Study about Identification Card Service Transparency" is categorized as a case study. The setting of a study is an area called "Merjosari" located in Lowokwaru region in Malang, East Java. The data collection methods are in-depth interview and documentary. The data analysis technique is descriptive qualitative. Based on the result of the data analysis, transparency in Identification card service in Malang, more particularly any service related to electronic Identification card, has run relatively well. However, there has yet been comprehensive, valid and up-to-date information about Identification card service. As an example, there is not any information about electronic Identification card and conflicting information about how long it takes for issuing new Identification card. Implementation of modern information technology (IT) especially the internet network in public service governance (Identification card service) is limited to storing information in the computers. As the consequence, the internet network and the modern devices as the facilities to aid the Identification card service are considered as waste of resources by the government or the public. In order to develop and maintain transparency, the use of internet network and modern IT devices/ softwares should be encouraged in order to create centralized e-service for the sake of active citizen of change in public service governance. Therefore, active participation from the government officers and the public in making use of the modern technology for public service governance is urgently needed in the future.

Keywords: *Transparency, Identification Card Service, Malang, East Java, modern information technology (IT), public service governance*

INTRODUCTION

The purpose of the study is to analyze implementation of principles of good governance more specifically transparency in public service governance especially in terms of Identification card service. Identification card or Identification card is an official identification of an individual that also becomes the evidence that he/she is a citizen of certain country. Indonesian Identification card is issued by the Population and Civil Registration Agency and applies in all regions of Indonesia. Indonesian Identification card is a requirement for all Indonesian citizens or foreign citizens with permanent stay permit whose age is at least 17 years old or who have been married before the age. Senior citizens or those whose age is 60 (sixty) years old and above are not required to renew their Identification cards every five years; these people own lifetime Identification card.

There has yet been an integrated data base that stores the data of Indonesian citizens. As the consequence, one can have more than one conventional/national identification card. Having more than one identification card is violation against the 2006 Regulations number 23 about Population Administration that states that an individual should have only one Identification card and one identification number (*Nomor Induk Kependudukan*). The identification number (*Nomor Induk Kependudukan*) is sole identification of every citizen and should not be changed for any reason (works a lifetime). The identification number stated in one's electronic Identification card is the basis for issuing one's passport, driver's license, tax ID number, insurance and other documents. Therefore, it is imperative to develop a well-structured administration system for the electronic Identification card in order to improve national public service. Through the well-structured, integrated system for electronic ID service, it is expected that all Indonesian citizens register themselves so that they have electronic Identification card because. When the system runs smoothly, the government can give better public service and the public can take maximum advantage of the public service.

Implementation of electronic Identification card in Indonesia begins in 2009. There are 4 (four) cities selected as the pilot project for national electronic Identification card namely *Padang, Makassar, Yogyakarta* and *Denpasar*. The 471.13/3350/MD Decree of Directorate General of Population Administration of the Department of Home Affairs states implementation of national identification number-based electronic Identification card in the 4 (four) cities. Furthermore, national implementation of electronic Identification card starts in February 2012 involving 2, 348 regions (*kecamatan*) and 197 cities in 2011 as well as 3,886 regions (*kecamatan*) and 300 cities in 2012.

In East Java, based on the data from the East Java Population and Civil Registration Agency, the implementation of national electronic Identification card in East Java has yet been successful. As an example, out of 1.8 millions people in Surabaya who are required to participate in the program, only 1.5 millions of them have electronic Identification card. The number equals to 80% of the whole population in Surabaya. Referring to the fact that the registration process of electronic Identification card has yet been optimum, a study on implementation of principles of transparency in Identification card service is extremely urgent and relevant.

In line with the background of the study, statements of the problems in the study are elaborated as follow:
(1) Has principles of transparency been implemented optimumly in electronic Identification card service as public administration service in Merjosari, Lowokwaru, Malang?
(2) What is the relevant, strategic efforts taken in order to improve quality of implementation of principles of transparency in electronic Identification card service as public administration service in the future?

Main purposes of the study on the implementation of principles of transparency in electronic Identification card service as public administration service are:
a. Describe the implementation of principles of transparency in electronic Identification card service as public administration service in Merjosari, Lowokwaru, Malang;
b. Identify some problems and solutions for the implementation of principles of transparency in electronic Identification card service as public administration service in Merjosari, Lowokwaru, Malang.

As an addition, main significance of the study on the implementation of principles of transparency in electronic Identification card service as public administration service are:
a. Provide academic information about the implementation of principles of transparency, especially one in electronic Identification card service as public administration service;
b. Provide alternatives in an effort to improve the quality of the implementation of principles of transparency, especially one in electronic Identification card service as public administration service.

In line with the significance, the study is carried out not only for the sake of academic interest; it also gives some contributions to improve the quality of implementation of good governance principles, more specifically the implementation of principles of transparency in electronic Identification card service as public administration service.

UNDERLYING CONCEPT OF IDENTIFICATION CARD AND ELECTRONIC IDENTIFICATION CARD

Identification Card and Electronic Identification Card Concept

Identification card or (*Kartu Tanda Penduduk*) is official identity of an individual issued by the Population and Civil Registration Agency and applies in all regions of Indonesia. Indonesian Identification card is a requirement for all Indonesian citizens or foreign citizens with permanent stay permit whose age is at least 17 years old or who have been married before the age. Any 17-year-old children whose parents own the permanent stay permit should have an identification card. For Indonesian citizens, identification card lasts for 5 (year) and its due date depends on one's birthday. On the other hand, foreign citizen's identification card lasts based on his/her permanent stay permit. Senior citizens or those whose age is 60 (sixty) years old and above are not required to renew their identification cards every five years; these people own lifetime identification card.

An identification card, substansively, consist of the following information about an individual, namely:

- Personal Identifcation Number (*Nomor Induk Kependudukan*)
- Complete Name
- Place & Date of Birth
- Sex
- Religion
- Marital Status
- Blood Type
- Complete Address
- Occupation
- Picture
- Place and Date of Identification Card Issuance
- Identification Card Holder's Signature
- Name and Signature of the Authorized Officers

On the other hand, electronic identification card or *Kartu Tanda Penduduk Elektronik* or *e-KTP* in short is a document that consists of system of security/control from both administration and information technology perspectives using the national population database as the basis. The underlying reason of the issuance of electronic identification card is the fact that one can have more than one identification card using the conventional method. There has yet been an integrated database that consists of the data of all Indonesian citizens; it becomes the cause why an individual can have more than one identification card at the same time. Having more than one identification card allows a person to commit act of violations, for example:

1. Avoiding tax
2. Having more than one passports
3. Corruption or other criminal acts
4. Having a false identity (e.g. terrorists)
5. Having a fake or double identification card

As the impact of e-government and in order to improve quality of public service, the Ministry of Home Affairs apply an administrative information system using technology as the basis that is electronic identification card or *Kartu Tanda Penduduk Elektronik* or *e-KTP*. Jurisdically, the basis of the implementation of electronic identification card is the 2006 Regulations number 23 about Population Administration that states that an individual should have only one identification card and one identification number (*Nomor Induk Kependudukan*). The identification number stated in one's electronic Identification card is the basis for issuing one's passport, driver's license, tax ID number, insurance and other documents.

Furthermore, based on the 2009 Presidential Decree number 26 about the implementation of personal identification number-based identification card, the personal identification number-based identification card consists of the following information, namely:

a. Security code and electronic record as means of data verification and validation of a citizen;
b. The electronic record in the first verse refers to personal data, photograph and finger scan of the citizen;
c. The finger scan is stored in the national administration database;
d. Scanning the finger print in the third verse is carried out when a citizen applies for an electronic identification card with the following requirements, namely (1) for Indonesian citizens, finger scan is conducted in Regional Office or *Kantor Kecamatan*; and (2) for foreign citizens with permanent residency, the finger scan is conducted in the East Java Population and Civil Registration Agency;
e. The finger scan stated in the second verse consist of the fingerscan of both index fingers of the citizen;
f. The fingerscan of the whole fingers as stated in the third verse can be accessed by certain institutions/ parties based on the rules/ regulations;
g. Further requirements about procedures of fingerscan are stated in the Ministerial Decree.

FUNCTIONS AND STRUCTURAL FORMAT OF IDENTIFICATION CARD/ ELECTRONIC IDENTIFICATION CARD

Adminisration service in the form of identification card/ electronic identification card has some basic functions, namely:

1. Personal identification,
2. Applies nation-wide so that a person does not have to make local identification card for issuing permit, opening bank account and others;
3. Avoid fake or more than one identification card;
4. Create accurate national administration database to support development program.

More specifically, format or structure of electronic identification card consists of 9 (nine) layers in order to improve security so that it has better level of security compared to the conventional identification card. A chip is planted between the white, transparent plastic on the top two layers. The chip has an antenna inside it that will produce certain wave once it is swiped. Electronic identification card scanner is going to identify the wave so that it can be identified whether rightful person is holding the identification card or not. There are several steps to create a nine-layer electronic identification such as:

1. *Hole punching*, that is making a hole on the identification card to plant a chip;
2. *Pick and pressure*, that is to place the chip on the card;
3. *Implanter*, that is to plan the antenna (spiral-like repeated circular patterns);
4. *Printing*, that is to print the identification card;
5. *Spot welding*, that is to press the card using electric wave;
6. *Laminating*, that is to cover entire surface of the card using plastic lamination.

The electronic identification card is then protected by some printing security such as relief text, microtext, filter image, invisible ink and flourished under ultra violet light and anti copy design. Storing data in the chip meets the international standard of **NISTIR 7123** and Machine Readable Travel Documents ICAO 9303 as well as **EU Passport Specification 2006**. The size of the electronic identification card meets the standard of ISO 7810; the size is the same as a credit card that is 53.98 mm x 85.60 mm.

REQUIREMENTS AND PROCEDURES OF IDENTIFICATION CARD/ ELECTRONIC IDENTIFICATION CARD SERVICE

Some general requirements to apply for identification card/ electronic identification card are:

1. At least 17 years old;
2. Has cover letter from the head of region;
3. Fill out F1.01 form (for an individual who has yet filled out the form of population administration information system) that is signed by the head of region;
4. Copy of family card.

Chart 2.1
Electronic Identification Card Application Procedures
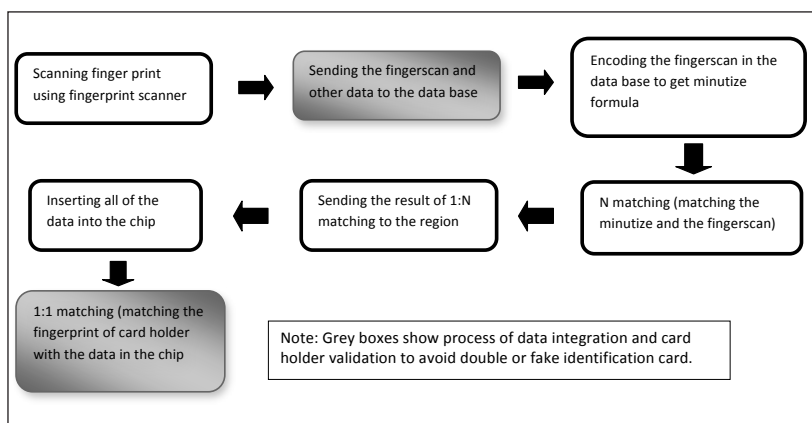
Referring to the chart, procedures of electronic identification card application begins when an applicant comes to the Regional Office or the Population and Civil Registration Agency with notification letter. The applicant then waits in line and comes to the counter. Officer conducts administrative data verification using the national administration database. The officer takes the applicant's photograph. The applicant put his/her signature on signature scanner. Fingerscan and retinal scan are the following steps. The officer signs and stamps the notification letter which also indicates that the applicants has been photographed, has signed and scanned his/her fingerprints. The applicant leave the institution and has to wait for 2 (two) weeks to get his/her electronic identification card.

Those innovations in the implementation of electronic identification card above are breakthrough. Electronic identification card has its benefits and shortfalls. The benefits of the electronic identification card compared to conventional identification card are:

1. Sole personal identification
2. Cannot be faked
3. Cannot be duplicated
4. Can be used to vote in the General Election or Regional Election (e-voting)

Besides that, in official site of electronic identification card the Minister of Home Affairs, Gamawan Fauzi, states that Indonesian electronic identification card has more advantages compared to one in the People's Republic of China and India. Indonesian electronic identification card is more comprehensive. The People's Republic of China's electronic identification card is not equipped with either biometric or fingerscan. The ID card in the country is only equipped with a chip that contains limited amount of personal data. India used Unique Identification Data to maintain the national administrative data. Meanwhile, Indonesia used the term *Nomor Induk Kependudukan* to refer to personal identification number. The Unique Identification Data is issued in 68 (sixty-eight) locations while Indonesian ID card is issued by more than 6,214 regions. In conclusion, Indonesian electronic identification card is the combination of the People's Republic of China's electronic identification card and Indian's Unique Identification Data (UID) since Indonesian electronic ID card is equipped with both biometric and chip.

Major weakness of the implementation of electronic identification card takes place in the beginning of the implementation. One is supposed to scan the fingerprints of all ten fingers, but only the fingerscan of the right thumb and index fingers being stored in the chip. Fingerprint is selected for autenthication of electronic identification card due to some advantages it has, namely:

1. The least expensive method, less expensive compared to other biometrics,
2. Long lasting because one's fingerprints remain the same after he/she is scratched,
3. Unique, no finger scan is the same even though they are twins.

Furthermore, an electronic identification card without signature of the card holder has caused several issues for example when the card holder wants to have transaction in bank. There are cases where card holders cannot have bank transactions because they have not signed their electronic identification cards. There actually are the signatures of the card holders on the electronic

ID card, but card reader is unable to identify the signatures. The card holders should ask for recommendation from the Head of the Population and Civil Registration Agency to convince the banks. The Minister of Home Affairs, Gamawan Fauzi, has issued a notification that is the *No. 471.13/1826/SJ* regulation that states that electronic identification card is not supposed to be copied to avoid some failures when a card reader tries to identify the ID card.

CONCEPT OF GOVERNANCE AND GOOD GOVERNANCE

Concept of governance is a fresh air in public sector management theories and practice where government needs to create not only efficiency but also accountability between government and the public. Citizen should not only be treated as consumer and customer. Instead, they should be considered as citizen who has rights to ask the government to be responsible for any actions it takes or failures in implementation of government policy. In addition, citizens also have rights to be protected, heard and appreciated for their value and preferences. At the same time, citizens have rights to evaluate, decline and ask whoever that politically is responsible for public service to resign when they fail to perform their tasks.

Growing issue of democratization in the middle of strong tendency of market mechanism in public sector management leads to need of current reorientation for the sake of reforming public sector. Giddens (1998) argues that the goal of public service governance reformation is developing governance instead of government (Sobari, 2001:90).

Concept of good governance emerges around 1991 in a resolution issued by The Council of the European Community that discusses Human Right, Democarcy and Development. Through the resolution, it is stated that there 4 (four) requirements to create sustainable development namely respecting the human rights, promoting democracy, reducing military budget and realizing good governance. Currently, good governance has become topic of discussions and been accomodated in various conventions as well as become resolutions related to development in international institution like the UNDP, the Lome Convention, as well as multilateral and bilateral development assistance agencies.

Meaning of governance is different from that of government. The major difference lies in their styles of governing instead of their outputs. Sammy Finer (1970) defines governance as:
1. activity or process of authorization;
2. condition as the impact of established rules/ regulations;

3. people given rights to authorize or government;
4. procedure, methods or system where certain society is governed (Wiharso, 2004:4).

World Bank (1992) defines governance as the way state power is used in managing economic and social resources for development of society. Furthermore, the UNDP (1997) defines governance as the exercise of political, economy, and administratif authority to manage a nation's affair at all levels (LAN & BPKP, 2000).

There are three legs and three major domains in the concept of governance. The three legs of the concept of governance are political governance, economic governance dan administrative governance. Political governance refers to policy-making process. Economic governance refers to process of decision-making in economics with implication towards equality, eliminating poverty and increasing welfare. Meanwhile, administrative governance refers to policy implementation system.

Good governance is the best practice of governance. Similar to World Bank (1992)'s description, good governance is implementation of solid and responsible management for development that is in line with principles of democracy and efficient market, avoiding wrong investment location and preventing both political and administrative corruption as well as implementation of budger and creating legal and political framework for growth of business climate or activities (Mardiasmo, 2002:24).

UNDP formulates a number of principles to create good governance; they are as follow:
1. Participation, participation from the public in policy-making process both directly and indirectly through representative institution to deliver their aspirations. The participation is debeloped based on freedom of association and freedom of speech as well as freedom of participation constructively;
2. *Rule of Law*, fair framework of law that is established equally;
3. *Transperency*, transparency is built on freedom of gaining information. Any information related to public interest can be accessed by anyone without any delay;
4. *Responsiveness*, public institutions should give quick response for stakeholders;
5. *Consensus Orientation*, is oriented to general public need;
6. *Equity*, everyone has equal chance to welfare and justice;
7. *Efficiency and Effectiveness*, public resource management should be carried out in effective and efficient manner;

8. *Accountability*, accountability to the public for any activities/ program conducted;
9. *Strategy vision*, running government and the public with strategic vision for the future (Mardiasmo: 2002:24).

E-GOVERNANCE-BASED TRANSPARENT STRATEGY

Effort to develop e-governance-based governance is conducted massively and extensively by the government. However, there is general tendency that most of the state governments have developed from the view point of the govern-ment. They are primarily focused on how the government department wants to put it forward (Chakravarti & Venugopal, 2008:3). When government institutions have dominant perspective and interests, some serious implications will appear where e-governance using the bureaucratic silo approach as the basis would not provide the result as expected from the computerization efforts used in the government (Chakravarti & Venugopal, 2008:3). The implication is frequently e-governance practices tend to be wasteful instead of creating improvement or radically more, for radicalle less (CST, 2010:2).

In the context, it is urgent to emphasize that implementation of e-governance determines and focuses strongly on citizen centricity or citizen centric approach where the practice of e-governance requires shifting the focus of government around or from the view point of the citizen and businesses. The portal should take care of the needs of the citizen and business rather than operational or other imperatives inside the government machine (Chakravarti & Venugopal, 2008:3). By fundamental shift towards the focus and centralized implementation, implementation of e-governance principles will encourage radical and transformative improvement in performance of governance.

Chart 2.4
**Primary Objectives of Citizen Centric Solution**

Source: Chakravarti & Venugopal (2008:4).

The radical and transformative change occurs in the form of the change in performing service more specifically involves (a) improved quality of service, (b) transparent, efficient, and secured delivery, and (c) anytime, anywhere avaibility of service (Chakravarti & Venugopal, 2008:4). The radical and transformative change governance that focuses and is based on citizen centricity; it is the fundamental method to make governance capable to function as integral part of citizen centric solution.

Sangiorgi (2011:9) furthermore identifies 7 (seven) key principles that seem to unify transformative practices in design. The 7 (seven) principles are summarized in the following chart.

Chart 2.5
Transformative Desaign Principles
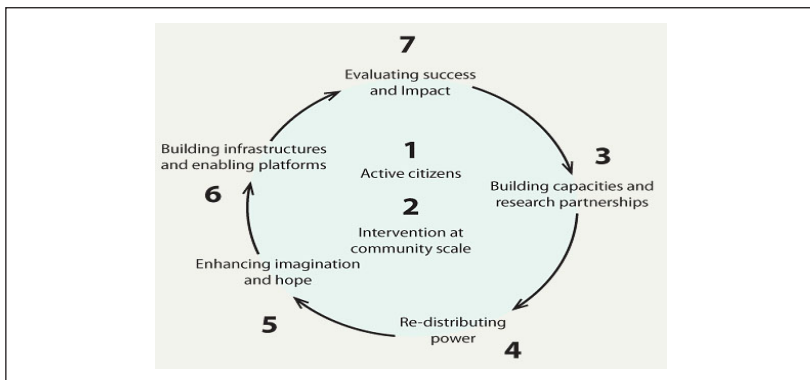
Source: Sangiorgi, 2011:9.

The chart above reminds us that new format of e-governance can be functional when it focuses on the role of active citizens as agent (Sangiorgi, 2011:9). Citizen has important role as agent of change because the citizens function as a key resource to fundamentally change the traditional hierarchical model of service delivery and the perception of citizens themselves (Sangiorgi, 2011:10). In order to create the role of active citizens as agent there are series of functional actions to take for instance intervention at community scale, building capacity and research partnerships, redistributing of power, enhancing and hope, building infrastructur and enabling platform, evaluating process and impact.

Actualization of independent capacity reinforcement of the active citizens as agent is closely related to collective created that is supposed to be created by all elements of government.In the context, the government is truly required to function as enabling platform for participation of all elements of the government to make contribution in actualization of productive role for active citizen as agent of change. Similar process takes place incitizen as evaluator and creator of information during entire process of electronic identification card service as public administration service.

METHODOLOGY

Research Method

The study is categorized as a case study. It aims at describing and identifying phenomena in the implementation of principles of transparency in electronic identification card service as public administration service. The study involves the process and sentralized issues found in the field more particularly one related to the use of information technology to improve extensive and fundamental quality of public service governance.

Setting, Data and Source of Data

The setting of the study is an area called *Merjosari* located in *Lowokwaru* region in Malang, East Java. There are two sources of data in the study, primary and secondary data. Primary source of data are the individuals getting involved in the earlier process of electronic identification card application and those with direct encounter to the applicants/ public. The individuals are (a) head of *Rukun Tetangga* and (b) head of *Rukun Warga*. On the other hand, the secondary source of data is official document related to application of the electronic identification card which is supported by the website of the government of Malang that provides information for the application about electronic identification card service.

Focus of the Study

The main focus of the study on electronic identification card service as public administration service involves:

    a.   Process and procedures in applying for electronic identification card in Malang;

    b.   Practices in electronic identification card service as public administration service in Merjosari, Lowokwaru, Malang especially ones with direct involvement with the public as applicants;

    c.   Procedures the applicants have to fulfill in order to apply for electronic identification card;

    d.   Match between the actual electronic identification card service and the established process and procedures in applying for the electronic identification card as well as perspective of transparency using citizen as an active agent of change as the basis.

Using the focus as the platform, it is expected that the study eventually is able to describe practices in the implementation of transparency principles and major issues taking place during electronic identification card service.

Data Collection and Data Analysis

There are 2 (two) techniques of data collection in order to obtain all of the data for the study; they are (a) in-depth interview and (b) documentation. The in-depth interview involves the head and secretary of *Rukun Tetangga* as well as the head of *Rukun Warga*. These people have direct interaction with the public as applicants of the electronic identification card. Meanwhile, documentation is used to obtain some information (data) that can be accessed using e-governance for example some information from the website of the government of Malang.

All data are then analyzed using descriptive qualitative technique of analysis, as the major technique.

FINDINGS AND DISCUSSIONS

Process and Procedures in Identification Card/ Electronic Identification Card Application

According to the Secretary of RT 06 RW IX Merjosari, Lowokwaru, Malang, individuals who live in Malang and want to apply for conventional identification card should follow the following procedures:

First, the individual see secretary of *Rukun Tetangga* where he/she lives in order to get KP.1 or F-1.21 forms. The forms are the required documents to apply for identification card for Indonesian citizens. In addition, the individual should ask for a cover letter from the secretary of *Rukun Tetangga*. Then, the applicant fills out and signs the KP.1 or F-1.21 forms. The following step is to ask for signatures of head of *Rukun Tetangga* and *Rukun Warga* where he/she lives for validation. Some documents the applicant should attach to apply for identification card are copy of family card, copy of married certificate (for any married applicant who has yet been 17 years old), and copy of birth certificate. The last requirement is 4"x6" cm photograph of the applicant. Background of the photograph is red when the applicant was born in odd year while it is blue when he/she was born in even year. (the transcription from the in-depth interview with the Secretary of RT 06 RW IX, Merjosari).

Having completed all of the required documents, the following procedures are:
"The applicant comes to the Regional Office (*Kantor Kelurahan*) to submit F-1.21 form and all required documents. A registration officer is going to make record of the application in a document called "*Buku Harian Peristiwa Kependudukan dan Peristiwa Penting*." Then, the registration officer verifies and validates the application. Once the process has been completed, the registration officer asks for signature of the Head of the Region (*Lurah*) before the application is sent to "Kecamatan," a larger municipality after "*Kelurahan*." The registration officer in *Kecamatan* is going to verify and validate the application. Once the application has been verified and validated, the registration officer in *Kecamatan* prints an identification card for the applicants (the transcription from the in-depth interview with the Secretary of RT 06 RW IX, Merjosari).

During the interview, the Secretary of RT 06 RW IX, Merjosari also states how much an individual should spend to apply for the identification card. He states that applying for the identification card is free of charge. The secretary describes that "applicants of identification card can get all required documents for their applications for free. It is one of the services given by RT 06 RW IX, Merjosari; similar service is given in all areas in Indonesia. However, applicants can make some donations as contributions to the development of the area" (the transcription from the in-depth interview with the Secretary of RT 06 RW IX, Merjosari)
.
Related to the implementation of electronic identification card, the Secretary of RT 06 RW IX, Merjosari describes procedures an applicant should go through in order to get the electronic identification card. The procedures are as follow:
"Applicants of electronic identification card come to *Kantor Kecamatan* with their notification letter indication that they are eligible to apply for

electronic identification card. The applicants wait in line for their turn. They come to certain counter once they have got their turn. An officer verifies applicants' data and cross-check the data with the national administration database. Once the verification and cross-check are completed, the officer takes photograph of the applicants. The applicants put their signature in the scanner. The following step is fingerscan and retinal scan. The officer then signs and put some step in the notification letter indicating that the applicants have finished all procedures in electronic identification card application. The applicants wait for some time until their electronic identification cards are issued." (the transcription from the in-depth interview with the Secretary of RT 06 RW IX, Merjosari)

Transparency in Identification Card Service

All process, requirements and procedures to apply for identification card in Malang, as stated in the previous section, can be accessed from the website of the government of Malang, more particularly in public administration service section of the website. From the website, stakeholders including the public as identification card applicants have access to all of the information about the identification card application, especially the conventional identification card. Information for electronic identification card application has yet been available in the website until the last week of June 2015.

Table 5.1 summarizes information about process, requirements and procedures to apply for new identification card for Indonesian citizens. The information is also available in the website of the government of Malang. Table 5.1 is as follow:

Tabel 1

Process, Requirements and Procedures to Apply for Identification Card in Malang

Process	Requirements	Duration
Applicants	Required documents for the applicants are: 1. Copy of family card, 2. Copy of marriage certificate (for applicants below 17 (seventeen) years old who have been married), 3. Copy of birth certificate, 4. Copy of a notification letter from certain institution indicating that an Indonesian citizen has just moved to Indonesia from foreign countries.	

(continued)

Process		Requirements	Duration
Rukun Tetangga/ *Rukun Warga*	1.	Head or secretary of *Rukun Tetangga* and *Rukun Warga* writes a cover letter indicating that an applicant is eligible to apply for identification card;	
	2.	Applicant fills out and signs the KP.1 or F-1.21 forms (the required documents to apply for identification card for Indonesian citizens);	
	3.	Head or secretary of *Rukun Tetangga* and *Rukun Warga* signs the KP.1 or F-1.21 forms for validation.	
Keluarahan	1.	Applicant submits the F-1.21 form and all required documents;	
	2.	A registration officer is going to make record of the application in a document called "*Buku Harian Peristiwa Kependudukan dan Peristiwa Penting*;"	
	3.	The registration officer verifies and validates the application;	
	4.	*Lurah*, the Head of *Kelurahan*, puts his signature on the application;	
	5.	The registion officer submits the application to "Kecamatan," a larger municipality after "*Kelurahan*."	
Kecamatan	1.	A registration officer in Kecamatan makes verification and validation of the application;	2 working days
	2.	A new identification card is issued.	

Even though the process, requirements and procedures to apply for identification card in Malang have been specifically uploaded in the website, there is some conflicting information about the application, more specifically how long it takes to issue a new identification card. From Table 5.1, the duration for issuing a new identification card is 2 (two) working days. However, based on the website, 10 (days) is the amount of time needed to issue a new identification card.

DISCUSSIONS

Identification card is essentially a vital public administration document for all stakeholders to define their position as members of community and the governments. Thus, to provide excellent service for identification card application is a pivotal public service the government should provide. In

line with the urgency of the identification card service, the policy stating that the application of new identification card is free-of-charge is a strategic and fundamental policy to create a solid and integrated public administration system.

Providing transparent information about the process, requirements and procedures to apply for identification card is another method to ensure implementation of a solid and integrated public administration system. Uploading the information on a website that can be accessed by the public is an effective attempt to spread the information to the public. Considering the importance of the information and easy access to the information, it is imperative that government website contains accurate, valid and up-to-date information including accurate, valid and up-to-date information for new identification card application. Therefore, conflicting information similar to different information about how long it takes for issuing a new identification card on government website should be avoided. In addition, some information about new electronic identification card application should be uploaded to the website of the government of Malang since currently there is not any information related to the matter in the website.

Besides, some issues in providing comprehensive and valid information on the website, another issue related to subjectivity arises in the use of IT devices for public administration service. Public service website should not be dominated by interest of the institutions that provide the service, especially public institutions that provide public administration service. The use of internet network that is heavily influenced and dominated by the interest of an institution that happens to provide particular service leads to wasteful resources. The internet network is currently used to store the data of new identification card applicants. There has yet been real effort to develop concept of e-governance where public service should create active interaction and active citizen of change in public service governance.

Innefective use of internet network in identification card service tends to cause some disadvantages for both the government and the public. Ineffective use of the internet causes lost of budget, time and energy for the government and the public. The disadvantage does not support the target of the use of information technology for public service where the use of IT will increase efficiency for the implementation of public service.

CONCLUSION

Based on the analysis of the theories and the findings of the study, some conclusions to draw are:

1. Requirements, process and procedures of new identification card application in Malang has applied principles of transparency. The evidence is information about the requirements, process and procedures of new identification card application in Malang is available on the website of the government and can be accessed by the public;

2. Even though the principles of transparency have been implemented, the information has yet been comprehensive and valid information. There is not any information about application of new electronic identification card. In addition, there is conflicting information about duration for issuing a new identification card;

3. The use of IT such as the internet network is heavily dominated by perspective and interest of institution that provides service. As the effect, IT and internet are used to computerize the process of identification card application only. The implication is innefective use of internet network in identification card service tends to cause some disadvantages for both the government and the public. Public service governance especially one with active citizen of change as the basis should encourage implementation of good governance in public service.

RECOMMENDATION

1. Comprehensive, valid and up-to-date information should be available on the website especially information about the application of new electronic identification card;

2. Internet network should be used optimumly as an integral part to create e-service that uses active citizen of change as the basis. When the use of internet network is optimized, administrative activities in public service can be taken care of the smallest unit of government such as *Kelurahan*. As addition, the public as applicants of identification card can have active participation to input their data and check the database of the national administration;

3. The use of information technology and internet network in public service, especially public administration service should be improved so that the internet network can be used for various needs.

It is expected that the findings, conclusions and suggestions of the study can give academic and practical contributions towards public service governance in the future.

REFERENCES

Arend, Natalie, et.al., (2003), *Choose: What Role Can It Play in Helping Local Public Service Evolve?*, London: the New Local Governance Network.

Barnes, Marian, et.al., (2008), *Designing Citizen-Centred Governance*, York: the Joseph Rowntree Foundation.

Creswell, John W. and Vickii L. Plano Clark. 2007. *Designing ad Coducting Mixed Methods Research*. London : Sage Publications.

CS Transform, (2010), *Citizen Service Transformation: A Manifesto for Change in the Delivery Public Services*, London: CS Transform.

Denhardt, Robert B, and Denhardt, Janet Vinzant. 2000. *The New Public* Service : *Serving rather than Steering*. London : Sage Press.

Dunleavy, Patrick, (2010), *The Future of Joined-up Public Services*, London: the 2020 Public Services Trust

Ellias, Maria Veronica, (2010), "Governance from the Ground Up: Rediscovering Mary Parker Follet". *Public Administration and Management*: Volume 15, Number 1: 9-45.

Enjolras, Bernard, (2009), "A Governance-Structure Approach to Voluntary Organization".. Oslo: EMES European Research Network. *(Working Paper)*.

Entwistle, Tom, and Martin, Steve, (2005), "From Competition to Collaboration in Public Service Delivery: A New Agenda for Research", *Public Administration*, Vol. 83 No. 1: 233–242.

Eppel, Elizabeth, (2008), *Better Connected Services for Kiwis: Achieving outcomes by joining up-A Literature Review*. School of Government-Victoria University of Wellington.

Erragcha, Nozha, et.al., (2012), "Moderating Effects of Co-Production and the State of Flow in the Context of e-Learning: A Proposed Conceptual Model", *Contemporary Marketing Review,* Vol. 2(1): 01 – 07..

Farrelly, Yu, C., and Brown, R.R., (2011), *Co-Production and the Governance of Decentralized Stromwater Systems*, Australia: Centre for Water Sensitive Cities School of Geography & Environmental Science Faculty of Arts, Monash University.

Farnsworth, Penny, (2008), Citizen Centred Governance, Canberra: Departement of Social Policy and Implementation

Fledderus, Joost, (2012), *"Does Co-production of Public Services lead to Social Trust? In Search for Empirical Evidence"*, XVI IRSPM Conference, Rome 11-13 April 2012.

Fukuda-Parr, Sakiko, (2003), "The Human Development Paradim: Operationalizing Sen's Ideason Capabilities". *Feminist Economics*, 9 (2–3): 301–317

Fung, Archon, (2004), *Empowered Participation*. *Reinventing Urban Democracy*. Princeton: Princeton University Press.

Fung, Archon, and Wright, Erik Olin, (2001), "Deepening Democracy: Innovations in Empowered Participatory Governance", *Politic & Society*, Vol. 29 No. 1: 5-41

Gannon, Zoe, and Lawson, Neal, (2009), *Co-Production: The Modernisation of Public Services by Staff and Users*, London: Compass.

Gaulė, Eglė, (2010), "Public Governance Decentralization Modelling in the Context of Reforms", *Public Policy and Administration*, No. 32:47–60.

Ismail Noor dan Elisa Noor. 2004. *Empowerment: The Role of the Citizens*. Kuala Lumpur : Fukuda Printing & Office Supplies. SDN. Benhard.

Lely Indah Mindarti. 2007, *Revolusi Administrasi Publik : Aneka Pendekatan dan Teori*. *Malang* : Bayumedia Publising.

Moleong, Lexy. 2000. *Metode Penelitian Kualitatif*. Bandung: Remaja Morgan.