

## Digital Identity Transformation: An Implementation Analysis of Mobile Outreach Services

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### ABSTRACT

The administrative population services are quite close to the legal identity of the citizens. Public services are nevertheless hampered by issues such as damaged, updated, lost identity cards (KTP) and limited access to electronic KTP blanks. To solve these problems, the government launched the Digital Population Identity initiative (*Identitas Kependudukan Digital/IKD*) as a part of the digital transformation agenda in the public administration. However, the number of IKD users in the City of Malang is still very low when compared to the number of residents who have registered electronic KTP. In response, the Population and Civil Registration Office of Malang City carried out the Mobile Outreach Program (Jemput Bola) to promote access and public engagement in digital identification services. This research seeks to analyse the execution of the Mobile Outreach Program on Digital Population Identity services at the Population and Civil Registration Office of Malang City. This is a descriptive study with a qualitative methodology. The data collection techniques used include observation, interview and documentation, while the data analysis technique used is the interactive model of Miles, Huberman and Saldana which consists of data condensation, data display and conclusion drawing. The findings indicate that the program implementation has been largely successful. Communication with the implementers and the community is well established. The attitude of the service officers is responsive and kind in service delivery. The bureaucratic framework and standard operating procedures have also aided in effective implementation. However, there are still certain obstacles such as insufficient human resources, inadequate supporting facilities, low smartphone specs of citizens and concerns about personal data protection. The study revealed that proactive outreach techniques can increase the adoption of digital services and narrow digital access gaps in local public services.

**Keywords:** Public service, Digital population identity, Mobile outreach program

### INTRODUCTION

Law Number 25 of 2009 respecting Public Services defines public service as a sequence of operations carried out to meet the service demands of every person about commodities, services and administrative matters offered by public service institutions. Public services are an embodiment of the government's responsibilities in responding to the demands of society and defending the fundamental rights of citizens, hence enhancing public welfare and community empowerment (Dewi & Suparno, 2022). Quality public services in the field of public administration are inherently connected with the application of good governance principles, including openness, accountability, effectiveness, efficiency and responsiveness to the requirements of the citizens. The execution of the principles is a vital factor in the ability of governments to govern resources and provide quality public services in order to strengthen public trust. The important markers of successful good governance implementation that fulfils public expectations for accountability and transparency are bureaucratic services that are efficient and effective (Andriani & Rulandari, 2024). However, Indonesia's public services still face

numerous fundamental issues. Empirical evidence of the implementation of public services at the local level shows that there are still obstacles, including low public participation due to limited understanding of government programs, inadequate supporting facilities such as computers and printers that hamper the efficiency of services, and less effective bureaucratic structures due to weak employee discipline and responsiveness (Andriani & Rulandari, 2024). Furthermore, the data from the Ombudsman of the Republic of Indonesia in the period of 2020-2023 shows that there are changing complaints linked to population administration, which indicates that the problem of the administration service delivery is still not solved (Ombudsman Republik Indonesia, 2024).

**Table 1.** Public Service Complaint Reports 2020–2023

<b>ANNUAL REPORT OF THE INDONESIAN OMBUDSMAN (Public Service Complaints)</b>		
<b>Year</b>	<b>Public Service Complaints</b>	<b>Population Administration Reports</b>
<b>2020</b>	7.204	274
<b>2021</b>	7.182	206
<b>2022</b>	8.292	776
<b>2023</b>	8.458	474

Source: Processed by the Researcher, 2024.

These conditions are symptomatic of structural challenges in governance of public service and underscore the urgency of improving service quality in a more adaptive, efficient and technology driven manner of governance including digital transformation, e-government reforms to ensure professional, timely and citizen-centric service delivery (Millensyah, 2024). To address these challenges, the government has accelerated digital transformation in public administration through the implementation of Digital Population Identity (IKD). Introduced by the Directorate General of Population and Civil Registration as a follow-up to Presidential Regulation Number 82 of 2023 concerning the Acceleration of Digital Transformation and Integration of National Digital Services, IKD is a smartphone-based digital identity application regulated under Minister of Home Affairs Regulation Number 72 of 2022. IKD is designed to represent population documents and demographic data digitally in order to improve service efficiency, reduce discrimination in public service delivery, and strengthen the accuracy of population data (Sihombing et al., 2025). As a national program, IKD is expected to support the government’s efforts in developing technology-based and high-quality public services (Sanjaya, 2023).

Previous studies, such as Sasongko (2023), have examined IKD implementation at the regional level and identified various technical and administrative challenges in digital identity adoption. One of the regions that implements IKD is Malang City. But the activation rate is still low, with just 10.61% of the people that should have an identity card activated (Wijaya, 2024). This circumstance shows a big difference between national digital policy aims and public adoption on the local level. The low engagement rate suggests that the constraints of digital transformation are not just technology but also communication, public trust and accessibility. To solve this problem, the Population and Civil Registration Office of Malang City conducted the Jemput Bola (Mobile Outreach/Jembol) Program which is intended to provide population administration services directly to the community and at the same time increase the awareness of IKD among citizens. The initiative is not only a technical service activity, but also a proactive public service innovation to eliminate the obstacles of digital access and improve public awareness of digital identification services.

Furthermore, the Jemput Bola (Jembol) Program also is in accordance with Article 2 paragraph (1) of the Regulation of the Minister of Home Affairs of the Republic of Indonesia Number 19 of 2018 concerning Improvement of the Quality of Population Administration Services, which states that the improvement of the quality of population administration services is carried out at Regency/City Population and Civil Registration Offices. The Jemput Bola (Jembol) Program also supports government policy through the Instruction of the Minister of Home Affairs of the Republic of Indonesia Number 470/837/SJ of 2018 concerning the Indonesian Population Administration Awareness Movement. The Population Administration Awareness Movement, or called GISA, has four programs which include: (1) the Awareness Program for Ownership of Population Documents, (2) the Awareness Program for Updating Population Data, (3) the Awareness Program for the Utilization of Population Data as the only data used for all purposes, and (4) the Awareness Program for serving population administration towards a happy society.

Although previous studies have discussed IKD implementation and digital public service innovation, research specifically examining the effectiveness of proactive outreach strategies in increasing digital identity adoption remains limited (Ramadhani et al., 2026). Most previous studies focus on administrative implementation within government offices, while the role of mobile outreach approaches in addressing technological limitations, accessibility barriers, and public concerns regarding data security has not been widely explored (Sugartini et al., 2024). Therefore, this study seeks to fill this research gap by analyzing the implementation of the Jemput Bola Program in Digital Population Identity services at the Population and Civil Registration Office of Malang City using George C. Edwards III's policy implementation model. This study is expected to contribute to public administration literature by explaining how communication, resources, disposition, and bureaucratic structure influence the success of local digital governance innovations (Melati et al., 2025).

## **LITERATURE REVIEW**

### **Public Service**

Law Number 25 of 2009 concerning Public Services emphasizes that public service is an activity or process designed to fulfill service needs in accordance with the law for every citizen and resident regarding goods, services, or administrative services provided by public service providers. Public service is not only the responsibility of the government but may also involve private institutions acting on behalf of the government or private parties providing services, whether paid or free of charge, to fulfill the needs or interests of society.

Public service is a form of conscious effort by state administrators toward society in the form of goods and/or services to fulfill community needs, because it is the right of every citizen guaranteed by law and it is the obligation of public servants to carry this out (Riani, 2021). According to Sinambela (2006), public service is the fulfillment of the desires and needs of society by state administrators. Public service is not only the responsibility of the government but may also involve private institutions acting on behalf of the government or private parties providing services, whether paid or free of charge, to fulfill the needs or interests of society (Rahmadana et al., 2020).

It can be concluded that public service is an activity oriented toward fulfilling community needs based on the rights of every citizen, which may take the form of goods or services through state administrators or private institutions on behalf of the government with the aim of achieving welfare.

### **Implementation Concept**

Implementation is a series of activities, or the realization of policies or programs directed to target groups in order to achieve results or objectives as outlined in policy decisions (Angow et al., 2018). Daniel A. Mazmanian and Paul A. Sabatier (1979) explain the meaning of implementation by

stating that understanding what actually happens after a program is enacted or formulated is the main focus of policy implementation, namely the events and activities that occur after the issuance of state policy directives, which include both efforts to administer them and to generate real effects or impacts on society and those events (Wahab, 2001). Based on the definitions above, it can be concluded that implementation is the execution of an activity carried out by individuals or groups to achieve predetermined objectives.

There are several factors that can influence the success of policy implementation. To describe the important factors affecting policy implementation, policy models are needed. There are many implementation models according to experts, including public policy implementation according to Van Meter and Van Horn (1975), George C. Edwards III (1980), Grindle (1980), and Mazmanian and Sabatier (1987). Edwards III (1980) states that there are four factors influencing the success or failure of policy implementation, namely communication, resources, disposition, and bureaucratic structure.

### **1. Communication**

According to Edwards III, the initial requirement for successful policy implementation is that implementers can understand the tasks they must perform. Policy communication has several dimensions, namely transmission, clarity, and consistency (Melati et al., 2025).

- a) The transmission dimension emphasizes that public policy should not only be conveyed to policy implementers but must also be delivered to policy targets and interested parties in order to avoid communication distortion.
- b) The clarity dimension requires that policies be articulated and understood clearly, thereby enabling all parties to understand the objectives, targets, and actions required for efficient and effective implementation.
- c) The consistency dimension is needed so that the policies adopted are not contradictory, which may confuse policy implementers, target groups, and interested parties.

### **2. Resources**

Edwards III explains that even when a policy is communicated properly, clearly, and consistently, it cannot be successfully implemented without adequate resources. This highlights the important role played by resources in the implementation process. Resources have several dimensions, namely.

#### **a. Human Resources (Staff)**

Human resources play an important role in determining the success or failure of policy implementation. No matter how clear and consistent the implementation instructions are, and no matter how accurate the method of delivery is, policy implementation will not run effectively if the personnel (staff) responsible do not have adequate resources to carry it out properly. In simple terms, human resources (staff) must be sufficient in number and competent in skills.

#### **b. Budgetary Resources**

Limited budgets can significantly restrict the quality of public services, thereby hindering the ability of public services to achieve the expected objectives. Limited budgetary resources may also cause policy actors to fail to perform their duties and functions optimally, resulting in the failure of program implementation (Edwards III, 1980).

#### **c. Equipment Resources**

Equipment resources are facilities used for the operational implementation of policies, which may include buildings, land, and supporting facilities, all of which can facilitate service

delivery in policy implementation.

d. Information and Authority Resources

Effective policy implementation also depends on the use of information resources, especially relevant data that guide policy execution. This information is important to prevent misunderstandings or misinterpretations by implementers regarding how to carry out the policy. Furthermore, sufficient authority to make independent decisions within an institution also affects the institution in implementing a policy. This authority is especially important when they face problems that must be resolved immediately through decision-making.

### 3. Dispositions

According to Edwards III (1980), the success of policy implementation is not only determined by the extent to which policy actors know what must be done and are capable of doing it, but is also determined by the willingness of policy actors to have a strong disposition toward the policy being implemented.

### 4. Bureaucratic Structure

Edwards III argues that in implementing policy, two important aspects must be considered:

a. SOP (Standard Operational Procedure)

According to Edwards III (1980), clear SOPs can be a supporting factor for implementation. However, SOPs can also become an inhibiting factor if the existing SOPs are not appropriate or are not evaluated, originating from within the organization.

b. Fragmentation

Fragmentation is the division of responsibility for a policy area among several organizational units. According to George Edwards III (1980), increasingly fragmented implementing organizations will require intensive coordination, which may lead to the failure of policy implementation, namely due to the division of responsibility among policy implementation units.

### Pick-Up Service Program

In Indonesia, several government institutions have established programs as innovations in providing excellent services to the community, one of which is the Pick-Up Service Program (Jemput Bola). This program is designed to bring services closer to the community by proactively reaching out to the public. Pick-Up Service Programs implemented by institutions have different names, and the substance of the services also varies. For example, at the Regional Revenue Agency (Bapenda) of Malang City, the pick-up service program is called “Bapenda Sambang Kelurahan.” In the field of population administration, the Population and Civil Registration Office (Dispendukcapil) of Malang City have a Pick-Up Service Program named “JEMBOL” (Jemput Bola).

The Pick-Up Service Program is included in the Regional Government Work Plan (RKPD) of Malang City for 2024, which aims to improve population registration services. The program provides administrative services by visiting or reaching communities through urban villages, hospitals, or other institutions. Jembol in population administration is implemented to reach people who do not yet have population documents and have difficulty accessing services due to several conditions. In its implementation, there are planning, organizing, division of staff duties, direction, coordination, reporting, budgeting, and evaluation. The Population and Civil Registration Office conducts coordination in implementing the pick-up service program. There are various administrative services

provided through the pick-up service program. Population administration services through the Pick-Up Service Program are expected to create active public participation regarding the importance of population administration records and population information.

### Digital Population Identity (IKD)

The identity system of Indonesian residents has undergone transformation in its development to create a system that is in accordance with the times. The transformation of population identity is currently realized through IKD (Digital Population Identity).



**Figure 1.** Transformation of Indonesian Citizen Identity from Manual to Digital

Source: Processed by the Researcher, 2024.

The population identity system in Indonesia has experienced significant transformation from a conventional system to digitalisation, as depicted in Figure 1. The process started with the manual recording of data (Phase 1) and the first computerisation of the demographic database (Phase 2). Subsequently, system integration was enhanced by the deployment of the Enhanced Computer System based on the Population Administration Information System or SIAK (Phase 3) and further paved the way for the launch of the Electronic Identity Card or KTP-el (Phase 4). The last phase is the merging of all identity documents into the Digital ID platform or Digital Population Identity (IKD), which may be accessed immediately through the smart devices of residents.

IKD (Digital Population Identity) is one of the government's innovations through the Directorate General of Population and Civil Registration of the Ministry of Home Affairs, which aims to provide electronic information that can be accessed through smartphones in the form of an application containing citizens' population information. The legal basis of IKD is Law Number 24 of 2013 concerning amendments to Law Number 23 of 2006 concerning Population Administration and Regulation of the Minister of Home Affairs Number 72 of 2022 concerning Standards and Specifications of Hardware, Software, and Electronic Identity Card Forms as well as the Implementation of Digital Population Identity. IKD is one form of government breakthrough in the field of population administration in order to create a single data system. The establishment of IKD (Digital Population Identity) was determined by public authorities as an innovation in population data

management aimed at overcoming the constraints of physical identity card blank availability, creating orderly population administration, and guaranteeing citizens' rights to public services related to population identity (Sasongko, 2023).

### **Objectives and Functions of Digital Population Identity (IKD)**

According to Regulation of the Minister of Home Affairs Number 72 of 2022 concerning Standards and Specifications of Hardware, Software, and Electronic Identity Card Forms as well as the Implementation of Digital Population Identity, the objectives of Digital Population Identity are to follow the implementation of information and communication technology regarding population digitalization, increase the utilization of population digitalization for residents, facilitate and accelerate public or private service transactions in digital form, and secure ownership of Digital Population Identity through an authentication system in order to prevent forgery and data leakage.

Meanwhile, the functions of IKD are proof of identity and proof of ownership of digital population identity through verification, identity authentication through biometric verification, identity data, verification codes, and QR codes to prove the owner of IKD (Digital Population Identity). Identity authorization is the right of authorization for IKD owners regarding their digital population identity data.

### **METHOD**

This study uses a descriptive type with a qualitative approach. According to Sugiyono, descriptive research is a method used to describe or analyze a research result, but it is not used to make broad conclusions (Sugiyono, 2013). Qualitative research is a research method based on the philosophy of post-positivism, used to examine natural object conditions (not manipulated as opposed to experiments), where the researcher acts as the key instrument, data collection techniques are carried out through triangulation, analysis is inductive/qualitative in nature, and research results emphasize meaning rather than generalization in the findings. Descriptive qualitative research aims to systematically and factually describe and analyze the implementation of the Pick-Up Service Program in Digital Population Identity services at the Population and Civil Registration Office of Malang City.

The data collection techniques used by the researcher were interviews, observation, and documentation. Interviews were conducted directly with officials of the Population and Civil Registration Office of Malang City, staff implementing the pick-up service, and residents receiving IKD Pick-Up Service services. Furthermore, the researcher conducted observations regarding the implementation of the pick-up service program and identified the IKD Pick-Up Service from several aspects such as communication and facilities provided by the Population and Civil Registration Office of Malang City. Documentation in this study consisted of photographs of program implementation and other documents related to the pick-up service program in IKD services.

### **RESULT AND DISCUSSION**

The discussion in this study was analyzed based on Edwards III's theory, which consists of the dimensions of communication, resources, disposition, and bureaucratic structure.

#### **1. Description of the Pick-Up Service Program for Digital Population Identity Services**

The implementation of the Pick-Up Service (JEMBOL) conducted by the Population and Civil Registration Office of Malang City is one manifestation of Regulation of the Minister of Home Affairs Number 19 of 2018 concerning service quality improvement, particularly Article 2 paragraph (2): "Improvement of the quality of population administration services is carried out

through integrated services and/or pick-up services.” The pick-up service conducted by the Population and Civil Registration Office of Malang City is also a manifestation of the Instruction of the Minister of Home Affairs Number 470/837/SJ of 2018 concerning the Population Administration Awareness Movement, which is included in the program of awareness in serving population administration toward a happy society.

The Strategic Plan of the Population and Civil Registration Office of Malang City for 2024–2026 states that one of the existing problems is that the public does not understand laws and regulations concerning population administration, one of which is related to IKD. Therefore, the Pick-Up Service Program becomes one of the strategies in addressing the low willingness of residents to manage population documents.

The Pick-Up Service Program of the Population and Civil Registration Office of Malang City has been implemented since 2017 with priorities directed to hospitals, nursing homes, and locations requiring e-KTP recording services. In its development, the pick-up service has been implemented with broader location coverage such as urban villages, schools, churches, malls, communities with special needs, and events in Malang City. The implementation of the pick-up service in various places aims to reach a wider community, increase awareness regarding population administration, and serve as a medium for socialization regarding government innovations. IKD is a form of digital transformation in the ownership of population identity. To support this government innovation, the Population and Civil Registration Office of Malang City provides IKD activation services through the pick-up service program.

## **2. Implementation of the Pick-Up Service Program in Digital Population Identity (IKD) Services (Study at the Population and Civil Registration Office of Malang City)**

### **a. Communication**

Communication is related to the delivery of information to the community, which can determine the success or failure of the objectives of the Pick-Up Service Program in Digital Population Identity (IKD) services. Communication has sub-dimensions, namely the transmission dimension, clarity dimension, and consistency dimension.

In the transmission dimension, the Population and Civil Registration Office of Malang City as the implementer of the Pick-Up Service Program has conveyed the program to the target groups so that it can be understood by the community. Before implementing the pick-up service, the Population and Civil Registration Office of Malang City first conducts coordination with related parties such as urban villages, neighborhood associations (RW), and schools.

In the clarity dimension, the Pick-Up Service Program of the Population and Civil Registration Office of Malang City has a well-planned flow. Before implementation, site surveys and observations are conducted to determine location coverage, time, and other conditions. Information about this program is disseminated through social media so that the community can clearly know the service locations. The dissemination of information regarding the Pick-Up Service Program in Digital Population Identity (IKD) services through social media is in accordance with the principle of public service, namely transparency, based on Law Number 25 of 2009 concerning Public Services. These results are consistent with the research of Sasongko (2023) which revealed that public communication and socialisation have an important role to play in increasing the public's knowledge of services of Digital Resident Identity. Direct outreach and communication via social media can help mitigate disinformation and foster community participation in digital public services. These results further validate Edwards III's notion that the success of policy implementation is contingent upon the clarity and consistency of the information disseminated to the target groups.

The consistency dimension is needed so that the policies taken are not contradictory, which may confuse policy implementers, target groups, and interested parties. The Pick-Up Service Program has been implemented quite consistently. The program has been carried out since 2017, which initially focused on people with special needs. In addition, the Pick-Up Service Program has become one of the priority programs implemented every year, with guidance originating from the Regional Development Planning Agency (Bappeda). The inclusion of the Pick-Up Service Program in regional development planning certainly supports public services. The consistency of program implementation is also shown through several social media (Instagram) posts of the Population and Civil Registration Office of Malang City. The Pick-Up Service Program is implemented in various locations, ranging from urban villages, neighborhood associations (RW), schools, and other organizations. The consistency of program implementation is also shown through several social media (Instagram) posts of the Population and Civil Registration Office of Malang City. The Pick-Up Service Program is implemented in various locations, ranging from urban villages, neighborhood associations (RW), schools, and other organizations.

## **b. Resources**

Resources have four sub-foci, namely human resources (staff), budgetary resources, equipment resources (facilities), information resources, and authority.

### **1. Human Resources**

The implementation of the Pick-Up Service Program in Digital Population Identity (IKD) services at the Population and Civil Registration Office of Malang City is supported by adequate human resources in terms of both quantity and quality. The implementing staff are sufficiently adequate. The number of employees is adjusted to the needs of each activity and to the assigned division of duties, and is supported by three divisions, namely the Population Registration Service Division, the Population Administration Information Management Division, and the Civil Registration Service Division. The staff already possess competence, as they previously attended training courses (Bimtek) at the central level. The results reveal that the capacity of human resources is a key factor to support the implementation of digital governance. Similar results were also found by Rahmawati et al. (n.d.) who emphasised that digital public services require qualified implementers who can adapt to technical developments and help citizens utilise digital systems. Through such training, employees are able to provide good services regarding IKD and create effective services, such as ensuring that applicants can receive a physical identity card while simultaneously activating IKD in less than five minutes, if the network supports it.

In implementing the Pick-Up Service Program, the Population and Civil Registration Office of Malang City issues assignment letters. These assignment letters contain the names of responsible officers, implementation schedules, activity locations, and types of services. The division of duties and the number of officers involved provide convenience in field coordination. In addition, the existence of assignment letters is a manifestation of Law Number 25 of 2009 concerning Public Services related to the principle of legal certainty for officers involved in the Pick-Up Service Program. The principle of legal certainty guarantees the realization of rights and obligations in public service implementation.

### **2. Budgetary Resources**

The budgetary resources for the implementation of the Pick-Up Service Program originate from the Regional Revenue and Expenditure Budget (APBD) of Malang City. The

budget is also included in the assignment letter issued by the Head of the Office. The budget in the context of fulfilling service duties to be closer to the community is sufficient; however, if the program is intended to be packaged more attractively or promotively in order to increase outreach and community participation, the budget is insufficient and requires additional budget allocation.

Budgetary resources are related to implementer incentives. According to Edwards III (1980), incentives given to implementers are related to program implementation, and if the budget is limited, it will cause low disposition among actors. However, there are regulations prohibiting the provision of direct incentives for civil servants, which are replaced by performance allowances (Tukin). In Malang City, this is referred to as income allowances, which may be given monthly either together with salary or after salary payment. The budget provided to program implementers is sufficient to maintain the motivation and disposition of implementers in carrying out their duties.

### 3. Equipment Resources (Facilities)

Facilities play a very important role in Digital Population Identity activation services, because the availability of facilities can influence how satisfied users are with the services provided to them. Several facilities are provided, including network systems, recording devices, PCs, printers, operational vehicles, and other physical needs such as stationery and consumption. The number of facilities deployed in the Pick-Up Service Program is adjusted to the type of service and its coverage. However, the constraints in the network infrastructure and the compatibility of devices imply that the technological readiness still limits the digital transformation of the public services. These findings are consistent with earlier research that have shown that unequal infrastructure and inadequate digital access remain important impediments to the adoption of e-government in underdeveloped areas (Lusa, 2024).

### 4. Information and Authority Resources

Information resources for the Pick-Up Service Program in Digital Population Identity services already exist. Information related to implementation is distributed to officers, and information regarding SOPs is also conveyed so that they know how to provide services to the community, especially in Digital Population Identity (IKD) services.

Authority resources are based on Article 2 paragraph (1) of Malang Mayor Regulation Number 40 of 2021 concerning Position, Organizational Structure, Duties and Functions, and Work Procedures of the Population and Civil Registration Office, which states that the Population and Civil Registration Office of Malang City is a regional apparatus implementing government affairs in the field of population administration and civil registration. In Article 4 paragraph (2), the Population and Civil Registration Office of Malang City have the function of carrying out other functions assigned by the Mayor in the field of population and civil registration. Based on this legal basis, the Population and Civil Registration Office have the authority to establish programs related to population administration. The implementation of the Pick-Up Service Program also requires a strategy, namely encouraging the community to activate IKD before receiving other services.

### c. Disposition

The attitude of the implementers in the Pick-Up Service Program, especially in Digital Population Identity services, is highly supportive. This support is not only encouraged by the existence of assignment letters that must be carried out as a form of loyalty, but there is also the

implementation of a system that requires the community to possess IKD (Digital Population Identity) first before accessing other population administration services. There are good characteristics shown by the implementers, namely communication, a good service attitude, and competence in the field, so that the community feels satisfied. The implementers' positive attitude underscores the importance of bureaucratic responsiveness in public service innovation. These findings lend support to the thesis made by Edwards III that the dedication and willingness of implementers are key to the success of policy implementation. Also, direct interactions between officers and residents through the Pickup Service Program help to enhance public trust in digital identity services.

#### **d. Bureaucratic Structure**

The Pick-Up Service Program for Digital Population Identity services at the Population and Civil Registration Office of Malang City already has Standard Operating Procedures (SOPs). The SOP for the Pick-Up Service of Digital Population Identity (IKD) is carried out gradually, namely first through staff, then from staff to operators, operators must first be verified, followed by verification through the Database Administration and SIAK. For IKD services, the SOP follows that established by the Directorate General of Population and Civil Registration.

The SOP established by the Population and Civil Registration Office of Malang City has undergone 108 changes. Initially, there was no IKD, but currently SOPs related to IKD have been included. IKD activation has also been included in the stages of SOPs for lost or damaged identity cards and identity card recording SOPs. This certainly becomes one form of strategy in providing information and increasing IKD ownership coverage in Malang City. The incorporation of IKD activation into numerous service operations shows the bureaucracy's adaption to digital governance. Differently from prior research mainly focusing on the technological implementation of IKD, this study reveals that procedural integration through SOP adjustments can be a strategic strategy to promote the adoption of digital identification at local level.

### **Supporting and Inhibiting Factors of the Pick-Up Service Program in Digital Population Identity Services at the Population and Civil Registration Office of Malang City**

#### **1. Supporting Factors**

There are three supporting factors of the Pick-Up Service Program in Digital Population Identity (IKD) services implemented by the Population and Civil Registration Office of Malang City. First, there is support from digital technology and social media so that information dissemination can be carried out more widely and easily. The usage of social media and digital communication platforms is indicative of the increasing significance of digital interaction in the delivery of public service. Existing research suggests that technology-based communication can improve accessibility and increase citizen engagement in the public administration process (Supriyanto & Noegroho, 2024). Second, there is concern and initiative from various institutions and organizations, such as hospitals, hotels, and the Pertuni organization. This shows that there is collaboration across sectors to participate in broader program implementation and to reach various groups. Third, there is technical guidance related to Digital Population Identity through Zoom, where several available features are explained. The existing technical guidance can ensure uniform understanding and implementation of SOPs related to IKD services.

## 2. Inhibiting Factors

There are four inhibiting factors of the Pick-Up Service Program in Digital Population Identity services. First are network constraints. The Population and Civil Registration Office of Malang City once experienced network problems during an activity held in RW 4 of Dinoyo Urban Village, so the activity was canceled and rescheduled for another time. Second, related to smartphone types, there are smartphones that do not support the IKD application, and smartphones with high specifications can also become obstacles. Third, there are still people who fear that their personal document data will be leaked. Worries about the protection of personal data demonstrate that the problems of digital transformation are not simply technological, but also psychological and sociological. These results are consistent with earlier studies on e-government adoption which imply that public trust and security perception are key factors in the citizens' willingness to use digital services (Yuliana & Anita, 2026). Fourth is the lack of public concern regarding IKD, where people often refuse because they feel they do not need the service, along with other reasons, even though officers are ready to assist if the public is unable to use digital devices.

## CONCLUSION

Based on the results and analysis, the implementation of the Data Collection Service Program (JEMBOL) on Digital Population Identity (IKD) services at the Malang City Population and Civil Registration Office is effectively in general to support the growth of digital population administration services. This project demonstrates that proactive outreach methods can promote contact between people and the government, improve access to services, and raise public awareness regarding the importance of digital identification. In the light of the Edwards III implementation model, the success of this program is supported by relatively effective communication, adequate human and institutional resources, a positive disposition of implementers and an adaptive bureaucratic structure, as reflected in the adjustment of service SOPs to accommodate the activation of digital identity.

However, the report also presents various challenges that influence the optimum of digital identity acceptability, like network instability, limited compatibility of smartphones, low public digital expertise and concerns of personal data protection. The results show that the obstacles of digital transformation in public services are not only technological, but also concerning public trust and digital maturity of society. Therefore, there is a need for the development of digital infrastructure, expansion of public education on digital security and enhancement of inclusive outreach techniques in support of the implementation of sustainable digital governance. Theoretically, this study emphasises the importance of the Edwards III implementation model for the analysis of local digital governance policy, and practically, it demonstrates the importance of a mobile outreach approach as an innovation to fill the digital access gap in public services.

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