



## Implementation Of The Digital Population Identity (IKD) Service Program Policy

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### Abstract:

Background. Population administration services in Cirebon Regency are carried out in accordance with Minister of Home Affairs Regulation Number 72 of 2022, including the Digital Population Identity policy. Based on a report from the Population and Civil Registration Office of Cirebon Regency as of July 2025, the Digital Population Identity activation rate has only reached 5.06% of the established national target of 30%. This low achievement is the main focus of the study. This study aims to analyze and explain the implementation of the Digital Population Identity (IKD) service program in Cirebon Regency using the theory of George C. Edward III. The method used is a descriptive qualitative approach, with data collected through interviews and document analysis. Data validity is tested using triangulation techniques. The results show that the implementation of the Digital Population Identity policy is supported by active communication through social media and direct outreach, as well as strong commitment from implementers, since Digital Population Identity is considered a solution to the limited availability of electronic ID card blanks. However, there are still obstacles in terms of resources, such as a lack of specialized personnel and disruptions in the central server network, as well as in the bureaucratic structure, which does not yet have technical standard operating procedures (SOPs) at the local level. The study concludes that the implementation of the IKD in Cirebon Regency has not been effective. The development of specific local SOPs, an increase in the number of specialized human resources, and the strengthening of network infrastructure are required to ensure the sustainability of digital transformation.

**Keywords:** Digital; Implementation; IKD; Policy; Population



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### INTRODUCTION

Advances in information technology have become a key driver of digital transformation across various fields, including the government sector. The government continues to innovate in digital-based public service systems. One of the government's initiatives is the transformation of government toward an electronic-based system to meet

the needs of the public in the digital age. The Electronic-Based Government System (SPBE) serves as a solution to create a government administration that is better, more responsive, and more transparent to the needs of the public through digital technology. Maintaining the relationship between the government and the public depends heavily on information transparency. (Rahmayanti & Khumayah, 2024)

One of the government's innovations in establishing an e-government system, implemented by the Ministry of Home Affairs through the Directorate General of Population and Civil Registration, is the Digital Population Identity (IKD) policy as a digital-based population administration system. This policy is regulated in Ministry of Home Affairs Regulation No. 72 of 2022 concerning Standards and Specifications for Hardware, Software, and Blank Electronic Identity Cards, as well as the Implementation of Digital Population Identity. (Kementerian Dalam Negeri, 2022). The hope behind this innovation is to facilitate public access, enhance data security, and minimize the practice of brokerage and misuse of population documents. (Sihombing et al., 2025)

The Digital Population Identity (IKD) serves as an alternative to the Electronic ID Card (e-KTP), enabling citizens to access their population identity information at any time, thereby reducing reliance on physical e-KTPs. In addition to the ID card, information regarding family cards and applications for population services can also be accessed through the IKD app. (Sihombing et al., 2025)

As stated by Dye in Widodo (2021), policy implementation is imperative as a fundamental stage in the public policy process. The IKD policy must be executed nationwide, encompassing both provincial and local government levels. Nationally, the activation target for IKD is established at 30% of the total population who have completed their Electronic ID (KTP-el) recording.

One of the agencies responsible for implementing the IKD policy is the Cirebon Regency Population and Civil Registration Office. With 40 subdistricts divided into 12 urban villages and 412 rural villages, and a population of 2,509,723 as of the first half of 2025, the Cirebon Regency government—particularly its population administration division—is focusing special attention on providing high-quality services. Accurate and updated population data are important aspects of population administration. The implementation of population administration is regulated by Cirebon Regent Regulation No. 12 of 2025 on Technical Guidelines for the Implementation of Population Administration, including digital identity services.

In 2022, the Cirebon Regency Population and Civil Registration Office implemented the IKD policy. Of the national target of 30%, only 92,324 people—or approximately 5.06%—had adopted the IKD system out of the 1,824,039 people who had registered for the electronic ID card (as of July 2025). This indicates that the implementation of the IKD service program in Cirebon Regency has not been optimal, even though the IKD policy has been in effect for three years. (Dinas Kependudukan dan Pencatatan Sipil Kabupaten Cirebon, 2025)

The implementation of the IKD policy is not without challenges and obstacles. Research conducted by Nurdiana I & Ayumi K (2024) in Tanjungpinang City indicates that the implementation of the IKD app faces challenges, particularly due to the public's lack of understanding of the technology and the absence of a dedicated team to manage the IKD app. The results of the research conducted Madaul et al. (2025) In West Bandung Regency, a similar situation is evident, where the quality of human resources remains insufficient in terms of digital identity services, thereby posing an obstacle to the implementation of digital identity policies.

Based on the findings of previous researchers, it can be concluded that most studies tend to prioritize technical aspects. Meanwhile, research on the administrative and technical implementation of IKD service program policies remains limited, so a deep understanding of the implementation of these policies has not yet been achieved. Therefore, there is a research gap regarding a comprehensive analysis that incorporates George C. Edward III's policy implementation model. Policy implementation, according to George C. Edward III, is carried out through Widodo (2021) is influenced by four factors that can determine the success or failure of a policy. These four factors are communication, resources, disposition, and bureaucratic structure. There is an interdependent relationship among these four factors, which have both direct and indirect impacts. (Kasmad, 2013)

Referring to the above discussion, this study was conducted to examine the implementation of the IKD service program policy at the Cirebon Regency Population and Civil Registration Office from the perspective of George C. Edward III's theory. This theory is considered suitable for the characteristics of the policy, which is a national policy established through a top-down approach. In addition to theoretical objectives, strategic recommendations can also be derived from this study as an effort to develop and advance the IKD policy so that its implementation can be carried out optimally and benefit the community. The results of this study are expected to provide an overview of the driving and

inhibiting factors in the implementation of the IKD policy so that the Cirebon Regency Population and Civil Registration Office can consider the research results as material for developing future policies.

## **LITERATURE REVIEW**

### **Public Policy**

According to Thomas R. Dye, as cited in Widodo (2021), public policy refers to any decision made by the government, whether it is implemented or not. The goals and objectives of government programs constitute a series of public policies and are related to certain obstacles that impact society.

Public policy consists of regulations that serve as guidelines for social life and must be followed by all citizens. Penalties for violations are imposed according to the severity of the offense and are enforced in public by the appropriate authorities. (Madaul et al., 2025)

### **Policy Implementation**

The implementation of a policy, according to Madaul et al. (2025) is the process of distributing the outcomes of policies issued by implementing agencies to the targets identified during the policy formulation process in order to achieve policy objectives. Widodo (2021) emphasizes that policy implementation is a crucial stage in the policy process. Policy objectives cannot be achieved even if the policy itself is sound; if its implementation is not properly prepared and planned, it will not align with the policy's objectives. Policy implementation is a critical stage in the policy framework. Through this process, the entire policy process can determine whether its objectives are achieved or not. (Wulandari et al., 2023)

According to George C. Edward III in Widodo (2021), There are four factors that influence the success or failure of policy implementation. These four factors interact with one another to either facilitate or hinder policy implementation, namely: 1) Communication—the process of conveying policy information from policymakers to policy implementers must ensure that stakeholders are able to clearly understand the policy in a consistent manner that is appropriate for the policy's target group; 2) Resources—a key determinant of policy implementation. No matter how good a policy is, if the policy implementers responsible for carrying it out lack the resources needed to perform their work effectively, policy implementation will be ineffective. The resources in question include human resources, budgetary resources, equipment resources, and authority resources; 3)

Disposition: The attitude of policy implementers—whether they accept, reject, or remain neutral. The attitude of these policy implementers determines the direction and outcome of the policy; 4) Bureaucratic structure, including aspects such as organizational structure, distribution of authority, relationships between departments within the organization, and relationships with external organizations, and so on. The bureaucratic structure encompasses dimensions of fragmentation and standard operating procedures (SOPs) that will facilitate and standardize the actions of policy implementers in carrying out their assigned duties.

### **Digital Population Identity (IKD)**

According to Regulation of the Minister of Home Affairs of the Republic of Indonesia No. 72 of 2022, the Digital Population Identity (IKD) is electronic information used to represent civil registration documents and associated data in digital applications via mobile devices, displaying personal data as the relevant identity. Registration for the Electronic Identity Card (KTP) can be done via each individual's device by downloading the IKD app from the Play Store or App Store. Although registration can be done independently, activation must still be performed at the Population and Civil Registration Office. The benefits of the Digital Population Identity (IKD) are: 1) it allows the public to access various public services online without carrying physical documents; 2) it saves time in handling documents and public services; 3) it secures ownership of the Digital Identity through an authentication system to prevent forgery and data leaks.

You can activate your Digital Identity if you have already registered for an electronic ID card, have an active email address and phone number, and own an Android or iOS smartphone. The steps to activate the Digital Identity are as follows: 1) download the IKD app from the Play Store or App Store; 2) open the app, then enter your personal information as per your ID card, email, and active phone number; 3) perform facial verification (take a selfie as instructed); 4) scan the QR code provided by the Population and Civil Registration Office or sub-district officials; 5) check the registration status in the registered email; 6) enter the OTP code sent via SMS or email, then reactivate the account in the IKD app by entering the OTP code received via email.

### **Previous Research**

A study conducted by Sihombing et al. (2025) in Dairi Regency specifically focused on analyzing the implementation of digital identity systems to improve the quality of public services in accordance with Ministry of Home Affairs Regulation No. 72 of 2022. The study found that the implementation of digital identity still faces various challenges in improving

the quality of public services, including limited technological infrastructure support, a lack of public readiness, and technical issues such as forgotten PINs or passwords in the implementation of digital identity policies. However, the implementation of digital identity has had a positive impact on improving the efficiency of population administration services. (Sihombing et al., 2025)

Meanwhile, the study by Romawati et al. emphasizes the importance of expanding the reach of the digital identity application by implementing a program in which students serve as assistants for civil registration services; the problem-solving methods employed in this program also serve as a form of evaluation of the program's implementation in Wonorejo Subdistrict, Surabaya. The study revealed challenges faced, namely a lack of public awareness regarding the digital identity application and a lack of action from certain stakeholders in optimizing the coverage of the digital identity application. (Romawati et al., 2024)

The main differences between this study and previous studies lie in several aspects. First, this study was conducted in Cirebon Regency, which has one of the largest populations in West Java and faces different challenges in implementing digital identity policies compared to Dairi Regency and Wonorejo Subdistrict. This local context is important because geographical factors and regional conditions, including the capacity of local governments, the state of the community, and the complexity of policy issues in the region influence policy implementation.

Second, the primary analytical framework specifically employed in this study is George C. Edward III's (1980) theory of policy implementation. Unlike the studies conducted by Sihombing et al. (2025) and Romawati et al. (2024), which did not explicitly mention a theory and focused more on the program coverage level, this study employs a theoretical framework for public policy implementation. A comprehensive and structured analysis is derived from Edward III's framework, which consists of four dimensions (communication, resources, disposition, and bureaucratic structure).

This study will make a significant contribution in several respects. First, a systematic and in-depth analysis of the factors influencing the implementation of the digital identity service program policy in Cirebon Regency can be conducted using George C. Edward III's (1980) theoretical framework, which encompasses four dimensions: communication, resources, dispositions, and bureaucratic structure. Second, in addition to identifying existing barriers, this study makes a further contribution by formulating practical strategies to optimize the

quality of digital identity services. This makes the study applicable to the Cirebon Regency Government.

## **METHOD**

This study employs a descriptive qualitative approach to provide an in-depth analysis of the phenomena observed in the field and to identify various challenges and potential solutions in the implementation of the policy. (Sugiyono, 2022). This approach was chosen to provide a comprehensive and in-depth overview of policy implementation.

This study was conducted at the Cirebon Regency Population and Civil Registration Office. The Population and Civil Registration Office was selected because it is the agency responsible for implementing digital population identity policies. The study was conducted in Cirebon Regency because, despite having one of the largest populations in West Java, the rate of digital population identity (IKD) activation and the use of digital population identity programs remain low. These low achievements make Cirebon Regency a relevant area for illustrating the dynamics of the implementation of the digital identity service program policy.

Research data were collected through interviews and document analysis. The purposive sampling technique was used to select informants based on their involvement and relevance to the implementation of the IKD service program. The Head of the Cirebon Regency Population and Civil Registration Office served as the key informant, while IKD operators and members of the public who use IKD services served as supporting informants in this study. The selection of informants aims to capture diverse and comprehensive perspectives from both policymakers and the public, who serve as both policy actors and beneficiaries. (Sari & Magriasti, 2025)

Data triangulation was used to test the validity of the data. Bias was reduced by combining data from various sources. Cross-checking between data sources was conducted to ensure the validity of the research findings. Primary data was collected through interviews, while official documents, reports, and other written sources were used as secondary data.

## **RESEARCH RESULTS**

The digital transformation of public services in Cirebon Regency is being implemented through the Digital Population Identity (IKD) policy. The digitization of population data is crucial for improving the convenience and efficiency of public services, in accordance with the provisions of Ministry of Home Affairs Regulation No. 72 of 2022. The IKD application can be used as an alternative to a physical ID card when accessing government and private services in digital form. Population documents can also be stored using the IKD application, such as the Family Card. Additionally, other population services can be requested through the online services available in the IKD, such as changes to educational background, requests to print a Family Card, changes to blood type, splitting or separating a Family Card, and other services.

Several challenges in implementing the IKD policy in Cirebon Regency have arisen in practice. Interviews were conducted with three informants to obtain the research findings: the Head of the Population Registration Division at the Cirebon Regency Population and Civil Registration Office, a Digital Identity Operator at the Cirebon Regency Population and Civil Registration Office, and one user of the IKD service.

### **Communication**

The Director General of Population and Civil Registration has been providing guidance to local governments regarding the implementation of the IKD since 2022. This digital transformation is a follow-up to the enforcement of Ministry of Home Affairs Regulation No. 72 of 2022. Based on an interview with Mr. Kuswandi Beta, S.STP, Head of the Population Registration Division at the Cirebon Regency Population and Civil Registration Office (Disdukcapil), the implementation of the IKD policy in Cirebon Regency began as soon as the regulation took effect. Preparations for implementing the IKD policy included providing technical guidance on the IKD to staff to ensure they understand the policy and to facilitate their implementation of the IKD policy.

The IKD policy was also communicated to the residents of Cirebon Regency. This information was disseminated through various activities, including outreach initiatives, direct community outreach, and outreach via social media. The first outreach effort involved encouraging Cirebon Regency civil servants to activate their IKD accounts. As stated by the Head of the Cirebon Regency Population and Civil Registration Office (Disdukcapil) in his interview with [pojokjabar.com](http://pojokjabar.com), the Cirebon Regency Cirebon Regency Population and Civil Registration Office provided guidance on activating the IKD application for civil servants

within the Cirebon Regency Secretariat, followed by implementation at the sub-district level. Outreach is also conducted by service staff directly to the public while providing population services at the office. According to an interview with the Head of the Population Registration Division and the IKD Operator at the Cirebon Regency Population and Civil Registration Office, outreach is conducted when the public visits the Cirebon Regency Population and Civil Registration Office office to handle population administration matters. After providing population services, the service staff will ask the public about their use of the IKD application. If the public has not yet activated the IKD, the staff will provide instructions to activate the IKD on the spot. Based on the interview results, the number of people applying for population services at the office is high, and one person may submit more than one population document; therefore, to minimize queues, staff immediately complete the service process without having time to provide information regarding the IKD.



Source : Cirebon Regency Population and Civil Registration Office Instagram account, 2025  
**Figure 1. Information dissemination on social media by the Cirebon Regency Population and Civil Registration Office**

Observations by researchers of the Cirebon Regency Population and Civil Registration Office’s social media accounts indicate that outreach regarding the IKD is also conducted through social media platforms such as Instagram. Explanations on how to activate the IKD are provided in the form of video tutorials to make it easier for the public to understand.

According to an interview with a user of the Digital Population Identity (IKD), the IKD app is viewed as merely supplementary and considered unimportant, given that the physical e-ID card remains the primary document for accessing public services.

### **Resources**

The Cirebon Regency Population and Civil Registration Office has staff who are competent in activating the Digital Population Identity (IKD). Based on an interview with the Head of the Population Registration Division at the Cirebon Regency Population and Civil Registration Office, operators can access the IKD service because they have received technical guidance on the IKD. However, the number of staff handling the Digital Identity Service is not matched by their level of competence. Digital Identity services are still handled by staff who are not specialized in this area, which poses a significant challenge. Not all operators can provide Digital Identity services even though they have been trained on the application, as many citizens are requesting other civil registration services. In an interview with Aas Muyasaroh, S. Kom, an IKD operator, it was noted that operators have additional tasks beyond providing Digital Identity services, so these services are not routinely performed. The Cirebon Regency Population and Civil Registration Office is still working to assign dedicated staff to handle Digital Identity services.

Budgetary resources are closely linked to efforts to support the Digital Population Identity (IKD) policy. According to an interview with the Head of the Population Registration Division at the Cirebon Regency Population and Civil Registration Office, the Digital Identity Service is not allocated a specific budget by the office. Instead, the budget for the Digital Identity Service is combined with the budgets for other activities. Social media also serves as an alternative channel for promoting the Digital Identity Service because it does not require significant costs.

Facility resources to support the IKD policy, such as computers and networks, are already available. Computer specifications meet the standards, and technical issues are rare. However, challenges in the IKD activation process stem from frequent network disruptions. This aligns with statements from IKD operators, who noted that during the IKD activation process, network disruptions originating from the Directorate General of Population and Civil Registration prevent the delivery of emails containing the OTP code required for IKD activation. Facility resource constraints also arise due to the limited ownership of smartphones among the public, as well as the fact that not everyone possesses a phone compatible with the IKD application. The IKD application requires a specific Android

operating system; therefore, if the phone is running an older version, it will be unable to download the IKD app.

### **Disposition**

The attitude of the staff at the Cirebon Regency Population and Civil Registration Office indicates a positive stance, as the IKD can serve as an alternative and solution in the case of a shortage of blank e-ID cards. An interview with the Head of the Population Registration Division at the Cirebon Regency Population and Civil Registration Office indicated that Cirebon Regency Population and Civil Registration Office staff must fully support the IKD policy because they are a key part of it. The public's right to access digital population services must be fulfilled by those implementing the policy.

Efforts to accelerate the activation of the Digital Identity are being carried out through the implementation of additional policies. This aligns with a statement from the Head of the Population Registration Division, who noted that a new policy will take force in early 2025 requiring citizens to activate their Digital Identity before printing a physical e-ID card. According to the Clean Population Data (DKB) report from the Cirebon Regency Population and Civil Registration Office, data shows that as of February 2025, 30,944 people had activated their Digital Identity. Following the new policy requiring activation prior to printing the e-ID, the number of residents activating their Digital Identity has increased. According to the report, the total number of IKD activations by the end of 2025 reached 154,581 people.

### **Bureaucratic Structure**

Ministry of Home Affairs Regulation No. 72 of 2022 remains the guiding document for employees in implementing the Digital Population Identity (IKD) policy in Cirebon Regency, as there are currently no local standard operating procedures (SOPs) governing the implementation of IKD. Coordination among departments related to the DCI also follows this regulation. This was confirmed by the Head of the Population Registration Division at the Cirebon Regency Population and Civil Registration Office, who stated that the implementation of the DCI has been proceeding smoothly across all departments. There are three departments: population registration, civil registration, and population administration information management (PIAK). Digital Population Identity (IKD) falls under the purview of the Population Registration Division, but it includes services from the Civil Registration Division. The network is managed by the PIAK Division. The IKD application is accessible to all employees of the Cirebon Regency Population and Civil Registration Office, including

those in various departments, thereby preventing the passing of responsibility between departments. The conclusion that can be drawn is that the IKD policy remains in effect even though there are no specific standard operating procedures (SOPs) governing IKD at the local level, and all departments are working to ensure that IKD services are implemented.

## **DISCUSSION**

### **Communication**

The theory of Edward III claims that the implementation of policies is determined by crucial factors, one of which is communication. Transmission (the conveyance of information), clarity, and consistency are the three key indicators for achieving effective communication. (Sari & Magriasti, 2025)

Based on the research findings, various information dissemination strategies have been implemented in the communication dimension. The Cirebon Regency Population and Civil Registration Office has carried out both vertical and horizontal information dissemination, ranging from technical guidance on the IKD application for employees to public outreach through direct assistance at service counters, outreach visits, and social media posts featuring video tutorials. Video tutorials were used as a medium for conveying information to achieve the clarity indicator. The clarity of the policy message was conveyed through video tutorials explaining the procedure for activating the Digital Identity so that the public would have a clear picture and easily understand the policy.

Communication barriers were identified when examining the indicators of message clarity and effectiveness. Messages regarding the urgency and strategic benefits of the IKD have not been fully accepted by the public, even though information on how to activate the IKD has already been conveyed. This is seen from the assumption among IKD service users that the physical electronic ID card is more important and that the IKD service is merely a supplementary service. Edward III's theory states that ensuring the policy's target audience understands the intent and objectives of the policy to foster compliance and awareness constitutes successful communication—not merely conveying information. The lack of clarity regarding the legal status of e-ID use in public service agencies other than the Population and Civil Registration Office has led to inconsistent policy communication messages in the eyes of the public, as the physical ID card remains the primary requirement.

This study exhibits both similarities and specific differences compared to previous research. A study on the effectiveness of the IKD by Syamsir et al. (2025) indicates that

efforts to raise technical awareness through social media outreach are quite effective, but are often hindered by the public's digital literacy gap. This aligns with findings in Cirebon Regency, as residents still require assistance from officials to ensure the IKD is successfully activated. On the other hand, research by Sari & Magriasti (2025) states that the public does not perceive the benefits of the IKD outside the Civil Registration and Population Administration Office due to inconsistent use of the system. Findings in this study also indicate that residents of Cirebon Regency still rely on physical ID cards as their primary form of identification. This demonstrates that the communication aspect of the IKD policy has not yet succeeded in changing public perception regarding digital population transformation and remains sector-specific.

### **Resources**

According to Edward III's theory in Widodo (2021), the success of policy implementation depends on the availability of adequate resources, including human resources, infrastructure, funding, and authority.

Research findings at the Cirebon Regency Population and Civil Registration Office indicate improvements in human resource quality due to technical guidance provided to staff. However, in terms of quantity, there is a disparity because Digital Identity services are not handled by dedicated staff. Operators cannot provide Digital Identity services routinely and optimally because they must handle routine population administration alongside Digital Identity services. Providing Digital Identity services is an additional task that must be carried out. Regarding budgetary resources, departments are forced to combine budgets due to the lack of a specific allocation for Digital Identity services, and they utilize social media as an alternative for promoting these services. This indicates that the local government level has not yet fully supported the Digital Identity policy. In terms of facility resources, although the computer equipment at the Cirebon Regency Population and Civil Registration Office meets the specifications, technical issues with the central network often cause IKD activation failures. This highlights a significant disparity between the hardware and the network infrastructure. Even though the computer equipment meets the standards, the central network is often the cause of IKD activation failures. Additionally, limited access to mobile devices poses a barrier to the success of the policy. Based on this, viewed from the perspective of Edward III's theory, limitations in technical facilities and resources within the community will act as barriers to policy objectives, even if implementation has the necessary authority and information.

The findings of this study both reinforce and update previous research. Research by Sari & Magriasti (2025) which states that the limited availability of devices compatible with the IKD app remains a challenge for the public. This is consistent with research conducted in Cirebon Regency, which found that the public has limited access to mobile devices. The research conducted by Sari & Magriasti (2025) It also indicates that there are limitations in the technical competencies of staff, which still need to be improved. However, this study shows that technical skills are not a barrier; rather, the shortage of human resources is the main obstacle to the implementation of the IKD policy.

### **Disposition**

George C. Edward III's theory explains that disposition is one of the key factors determining the success of implementation. The attitudes of policy implementers—whether supportive or opposed—fall within the scope of this disposition. (Widodo, 2021)

Research findings from the Cirebon Regency Population and Civil Registration Office a very positive and strong trend in the disposition dimension. Staff members understand that the IKD is not merely an added workload, but rather a solution to the technical challenge of the scarcity of physical electronic ID card blanks. Awareness of the need to succeed in digital transformation stems from the attitude of implementers who support the policy. This attitude will be realized by 2025 through local policies supporting the IKD, specifically by requiring the public to activate their IKD before applying for a physical e-ID card. Policy implementers are not merely passive but take the initiative to ensure the policy is achieved in accordance with its targets. The significant impact on policy effectiveness is evident in the proactive stance of policy implementers in Cirebon Regency. A significant increase is seen in the activation data, which went from only 30,944 users in February 2025 to 154,581 users by the end of 2025. According to Edward III, alignment between central policy objectives and the motivation of local implementers is a key driver of policy success. The motivation to address the shortage of forms spurred implementers in Cirebon Regency to implement the policy with high intensity, which ultimately succeeded in massively shifting public behavior toward digital services.

The findings of the study in Cirebon Regency offer new insights compared to previous studies. Nurdiana I & Ayumi K (2024) It was previously mentioned that IKD policy implementers are given specific targets to ensure the success of the IKD policy. Findings in Cirebon Regency indicate a very strong commitment, as a sense of ownership regarding the issues serves as a motivator for officials in the successful implementation of the policy.

## **Bureaucratic Structure**

Standard Operating Procedures (SOPs) and fragmentation (division of responsibilities) are two aspects of the bureaucratic structure dimension (Widodo, 2021). Based on the results of research at the Cirebon Regency Population and Civil Registration Office, regarding SOPs, there are currently no specific SOPs that detail the technical implementation of the Integrated Population and Civil Registration System (IKD) at the local level. Ministry of Home Affairs Regulation No. 72 of 2022 remains the sole reference for employees. From Edward III's perspective, the risk of inconsistent service arises from the absence of specific standard operating procedures (SOPs); however, this is not a major obstacle in Cirebon Regency because ministerial-level regulations are considered sufficient to provide operational guidance that is understood by implementers.

In terms of fragmentation, the bureaucratic structure is indicated by strong inter-departmental coordination and minimal sectoral egos at the Cirebon Regency Population and Civil Registration Office. There is clear role integration with the Civil Registration Division regarding service content and the Population Administration Information Management Division (PIAK) regarding network governance, although administratively the Population Information Center (IKD) falls under the Population Registration Division. The organizational structure in this agency exhibits effective horizontal coordination, evidenced by the absence of the "passing the buck" phenomenon between divisions. This study concludes that there are indications of flexibility in the bureaucratic structure, driven by a spirit of collaboration between divisions and the ability to fill gaps in technical regulations (SOPs), ensuring that the implementation of digital transformation in population administration can continue to proceed.

Bureaucratic structures pose an obstacle to policy implementation due to overlapping responsibilities, as identified by previous researchers Nurdiana I & Ayumi K (2024). Opposite findings in Cirebon Regency indicate that effective coordination among three different sectors can compensate for shortcomings in policy implementation.

## **Factors Supporting and Hindering the Successful Implementation of Policies**

Based on the results of research using Edward III's theory, communication, resources, dispositions, and bureaucratic structure are the four dimensions that can identify factors supporting and hindering the successful implementation of policies. There are indications of policy-supporting factors in the communication dimension, in the form of diverse outreach efforts—ranging from direct outreach to outreach via social media—aimed at ensuring that

information regarding the IKD policy is effectively communicated. Clarity of information is a key indicator for the public to understand and implement policies. However, the communication dimension also often acts as a barrier because the information received by the public in Cirebon Regency has not been fully conveyed. The lack of clarity regarding the benefits of the IKD policy has contributed to low public participation in the IKD policy.

The factors contributing to the success of the IKD in the resource dimension lie in the availability of facilities and infrastructure that support the IKD, as well as technical competence in operating the system. Meanwhile, the constraints in the resource dimension are evident in the limited number of human resources, the lack of a dedicated budget for the IKD, and frequent disruptions to the central server. In addition, public access to the IKD application remains limited because many people do not own smartphones compatible with the IKD application.

A very strong supporting factor comes from the disposition or attitude of policy implementers. The strong commitment of the leadership and staff of the Cirebon District Population and Civil Registration Office to provide the best service by implementing the new policy is an effort to accelerate the achievement of IKD activation. Lastly, the bureaucratic structure dimension indicates the presence of a supporting factor in the form of strong inter-departmental coordination, ensuring that the IKD policy continues to run smoothly. The absence of specific SOPs at the local level that could facilitate the implementation of the IKD policy constitutes a distinct barrier within the bureaucratic structure dimension.

## CONCLUSION

Based on the results of the analysis and interviews, it was concluded that the implementation of the digital population identity service program has been ineffective because Cirebon Regency faces several challenges. Low public awareness and limited public outreach are the main obstacles in the communication dimension. The resource dimension reveals obstacles stemming from a limited number of staff. Another obstacle is the frequent server network issues, and the fact that many members of the public do not yet have devices compatible with the IKD application, making the resource dimension less effective in policy implementation. The effectiveness of policy implementation is indicated by the disposition dimension. The commitment and highly supportive attitude of officials toward the IKD policy make this dimension effective. This added effectiveness is shown by the new policy requiring the public to activate their IKD first before printing their ID cards. This effort indicates effectiveness in the policy implementation process. In the bureaucratic structure dimension, effectiveness is seen in the good coordination between departments, though there are still challenges that need to be solved in the IKD service procedures.

Supporting factors for the implementation of the IKD policy across the four dimensions—communication, disposition, and bureaucratic structure—are reflected in the socialization efforts that have been carried out, the competence of staff members, the positive attitude of policy implementers in their efforts to improve IKD outcomes, and effective coordination among departments. On the other hand, the fact that not all members of the public have received clear information about the strategic benefits of IKD serves as a barrier within the communication dimension. In the resource dimension, barriers to the IKD policy include a shortage of staff, central server disruptions, and the failure of local governments to allocate a dedicated IKD budget. The absence of local standard operating procedures (SOPs) further acts as an additional barrier to the implementation of the IKD policy within the bureaucratic structure dimension.

To enhance the success of implementing the Digital Population Identity (IKD) service policy, particularly in Cirebon Regency, the Cirebon Regency Population and Civil Registration Office needs to develop technical Standard Operating Procedures (SOPs) to serve as a guide for IKD services, thereby simplifying and standardizing staff procedures. The addition of dedicated staff to handle IKD should be considered to ensure it is not integrated with other population services. To maintain IKD support facilities, a dedicated budget is needed to maximize policy outreach. The strategic role of IKD must be emphasized

in outreach efforts so that the public understands that IKD is a digital identity that facilitates access to various public services, not merely an add-on. Network stability must be communicated to the central government, and the relevance of public service needs requiring identity verification must be coordinated with third parties to ensure broader adoption of the IKD.

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