

# Implementation of the Digital Civil Registration Application Program (IKD) in Pungging District, Mojokerto

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DOI : <https://doi.org/10.61796/icossh.v2i2.301>



## Sections Info

### Article history:

Submitted: April 15, 2025

Final Revised: May 01, 2025

Accepted: May 11, 2025

Published: May 24, 2025

### Keywords:

Digital Civil Registration

Policy Implementation

Public Services

E-Government

Information Technology

## ABSTRACT

**Objective:** The purpose of this study is to describe and analyze the implementation of the IKD (Digital Population Identity) application program in Pungging District, Mojokerto Regency. The main focus of this study is to explore the challenges faced in the implementation of the IKD application and its impact on the quality of public services in Pungging District. **Method:** This study uses a qualitative descriptive research method with data sources obtained from interviews, observations, and documentation. This study focuses on the implementation of the IKD application in Pungging District, Mojokerto Regency, and uses Edward III's theory on policy implementation which covers four indicators; communication, resources, disposition (implementer attitude), and bureaucratic structure. **Results:** The results of the study show that the IKD application program in Pungging District can be summarized with 4 indicators: Communication, the implementation of the program has been socialized to convey information in a clear and structured manner. Resources, still constrained by human resources and no budget. Disposition, the implementer is capable of overcoming and explaining matters related to the IKD application program. Bureaucratic structure, the bureaucratic structure in implementation has been carried out according to SOPs that are not convoluted. **Novelty:** This research makes a new contribution by highlighting the implementation of the IKD application at the sub-district level. The novelty centers on a comprehensive comprehension of local determinants that affect the successful implementation of technology in public services, along with strategies to address current challenges to enhance the future effectiveness of the IKD application program.

## INTRODUCTION

The scope of government has begun to be affected by the current advancement of information technology. In numerous instances, the push for bureaucratic reform drives the integration of information technology into governmental processes [1]. Particularly in the development of public service programs grounded in the principles of good governance. Public administration reform itself is currently directed towards the implementation of all functions of government management based on the need for acceleration, effectiveness and quality of service in accordance with the dynamics of community progress and development challenges. Public administration reform is crucial to ensure optimal efficiency and quality service to the community [2]. In Indonesia today, the government has launched many initiatives, starting from the civil registry system to various other public services available online. E-government is the utilization of information technology by government institutions to provide public services and share information [3]. According to Presidential Decree Number 20 of 2006, E-

government involves the use of information and communication technology in governmental processes to enhance the efficiency, effectiveness, transparency, and accountability of public administration. [4]. To run e-government, a level of readiness is needed in terms of human resources, regulations, and budgets, as well as facilities and infrastructure [5]. One of the primary objectives of implementing e-government is to enable government institutions to deliver improved public services. Establishing a new bureaucratic system requires strong governmental commitment. The adoption of e-government in the bureaucracy is anticipated to raise the quality of public services, empower communities by expanding access to information, foster stronger interactions between the government and the private sector, and enhance governance management to be more effective, efficient, and transparent in delivering public services. According to the United Nations (UN) e-Government Survey, Indonesia holds the 64th position in terms of e-government development and implementation of electronic-based governance (SPBE) [6]. The results for 2024 released in September by the UN Department show an improvement in ranking compared to previous years, such as 2022, which ranked 77th, to 64th in 2024 out of 193 countries [7]. However, the government must continue to strengthen telecommunications infrastructure and strengthen governance, services, and human resources, the value of which is still only slightly above average. Therefore, this is a task that needs to be pursued by the central government to motivate local governments to optimally utilize and further develop e-government.

The Indonesian government has consistently enacted various laws and regulations to form the legal basis for the implementation of e-government in delivering public services. These include: (1) Article 28 of the 1945 Constitution of the Republic of Indonesia; (2) Law No. 11 of 2008; (3) Law No. 14 of 2008 on Public Information Disclosure; (4) Government Regulation No. 82 of 2012 on the Implementation of Electronic Systems and Transactions; and (5) Presidential Instruction No. 3 of 2003 on the National Policy and Strategy for e-Government Development. To further encourage the effective adoption of e-government, the government in 2003 issued several guidelines, which covered the development of regional portal infrastructure, management of electronic document systems, preparation of institutional e-government plans, implementation of ICT education and training programs to support e-government, and the creation of official websites for local governments. In 2004, these were expanded with additional directives, covering service quality standards, application development (e-services), institutional policies, authority and authorization frameworks, involvement of the private sector in governance, change management, project execution procedures, and budgeting for e-government. A centralized and regional e-government application blueprint was also included. Further progress occurred in 2006 when the government formed the National Information and Communication Technology Council (Detiknas) through Presidential Decree No. 20 of 2006. This council was assigned, among other duties, to accelerate the nationwide implementation of e-government initiatives.

The Digital Civil Registration Identity (IKD) application program has been implemented in Pungging District, Mojokerto Regency, since March 2023. IKD is an

electronic ID card that contains civil registration information and personal data in an application that can be accessed via a mobile device [8]. In their efforts to implement the IKD application program, service providers provide assistance to the community, both to young people and the elderly. Initially, the IKD application was only intended for and introduced and piloted only to employees of the Regency/City Civil Registry Office in mid-2022, to determine the advantages and limitations of the IKD application being developed. And in early 2023, the IKD application began to be applied to the general public. By conducting socialization or counseling related to the IKD application program, the Mojokerto Regency Population and Civil Registration Office first made a proactive move by providing guidance to Pungging District employees and inviting villages by bringing in village operators who handle population administration services, namely the service section head and village secretary, to introduce the IKD program, which is later expected to be disseminated to the wider community. To introduce the IKD to the community, the Pungging Sub-district Office enforces the obligation to activate the IKD application to the people of Pungging Sub-district who request a reprint of their electronic ID card because the ID card is damaged or lost, as well as requiring beginners such as children who have just turned 17 years old to apply for an ID card. This obligation applies to all people living in both urban and rural areas. The only exception is for people who really do not have a device, so they are not required to activate the IKD. The following is the result of the recapitulation of the activation of the IKD (Digital Population Identity) application program from 2023 to 2024.

**Table 1.** Recapitulation of Digital Civil Registration Activation Data in Pungging District

No	Year	Aktivation IKD	
1	April-June 2023	946	
2	July-September 2023	211	1.758
3	October-December 2023	601	
4	January-March 2024	222	
5	April-June 2024	52	
6	July-September 2024	92	409
7	October-December 2024	43	
		Amount	2.166

Source: Processed from the Pungging District Government

Based on the data results in Table 1 from Pungging District per quarter, it shows that the population or community of Pungging District who have activated their Digital Identity is 2,166. Meanwhile, the total population of Pungging District is 80,800 as of December 2023. However, the number of residents who have activated their ID cards in Pungging District is 2,166. The results of the data show that it is still very far from the expected target. This is also because many people have activated their cards in their respective villages, so people who already have a physical ID card do not need to come

to the Pungging District office to activate it. Also, many people are still unaware of the procedures and benefits of the IKD application.

Some previous studies that have examined the implementation of the IKD application program are titled "Analysis of the Implementation of Digital Governance in the Use of the IKD (Digital Population Identity) Application at the Padang City Civil Registry Office" [9]. The study findings indicate that the program's implementation can streamline all bureaucratic processes in Padang City, making some services more effective and efficient, and the level of acceptance of the IKD application program varies depending on the level of education, age, and access to technology. However, there are still some obstacles, such as internal obstacles, namely network problems that go down when performing activation services, while external obstacles are due to limitations in the use of technology by residents, due to a lack of understanding regarding the IKD, as well as limitations in accessibility and devices, especially in remote areas. However, the civil registry office is still making efforts to overcome these obstacles by coordinating directly with the center and conducting socialization to the community. In addition, there is also previous research entitled "Effectiveness of the Implementation of Digital Identity Card Migration at the Population and Civil Registry Office of East Oku Regency, South Sumatra" [10]. The findings of the research indicate that the execution of IKD in East Oku Regency is a step towards the modernization of population administration services. IKD provides advantages over physical ID cards, such as convenience, security, and efficiency. However, in its implementation, it still faces various problems such as negative perceptions from the community regarding data security due to the fact that there has been a data leak in East Oku Regency, lack of awareness and understanding of the community itself, as well as limitations such as older people who are less able to understand technology, resulting in difficulties in using the IKD application and smartphone compatibility. Failures in implementation are also caused by employees who are insufficiently competent in their fields.

Field observations on the implementation of the Digital Civil Registration (IKD) application program reveal several issues in Pungging District, Mojokerto. Firstly, there is a lack of readiness among community members in terms of human resources. A significant portion of the population remains unaware of the advantages and usage of the IKD application, including the steps during activation, which causes a knowledge gap in adopting e-government technology. Second, the limited number of operational personnel in Pungging District is a crucial problem. There is only one operator responsible for serving the entire IKD activation process until completion. This is far from adequate, considering the large number of people who need the service. In addition, the operator of the IKD service section also takes care of other administrative services. These limitations result in long queues, slow service, and a drop in the effectiveness of public services. Third, the community does not have supporting devices. Many people cannot access or install the IKD application because they do not have supporting devices such as smartphones with certain specifications.

Based on these issues, The researcher aims to examine how extensively the program has been carried out, identify the obstacles encountered during its implementation, and assess its influence on the quality of public services in Pungging District, Mojokerto Regency with the title Implementation of the “Digital Civil Registration Application Program” in Pungging District, Mojokerto using Edward III's (1980) the theory states that four key indicators can affect the success of public policy implementation: communication, resources, disposition (attitude of implementers), and bureaucratic structure. First, communication, which has a role in shaping understanding among policy makers, information dissemination, openness and consistency. Second, resources, which means that policies can only succeed if they are supported by adequate resources, such as human resources, infrastructure and budget. Third, bureaucratic structure pertains to the allocation of tasks and responsibilities, playing a crucial role in achieving the goals of a policy program, including standard operating procedures and its implementation [11]. This research is expected to provide strategic recommendations to improve the long-term sustainability and effectiveness of the Digital Civil Registration (IKD) program in the future.

## RESEARCH METHOD

This study employs a descriptive qualitative approach, focusing primarily on the implementation of the Digital Population Identity (IKD) application in Pungging District, Mojokerto. As stated by Sugiyono, qualitative research is a method utilized to explore natural settings, in which the researcher serves as the principal instrument [12]. Denzin and Lincoln assert that qualitative methods prioritize understanding processes and meanings that are not easily captured or evaluated through quantitative measures such as numbers, frequency, or intensity [13]. According to Moleong, descriptive research entails examining collected data presented as words and images, instead of using quantitative figures [14]. This research was conducted at the Pungging District Office, Mojokerto Regency. This location was chosen because it is one of the areas that implements the IKD application program as an innovation in population administration services. Informant selection was conducted through a purposive sampling method, a technique used to choose sources or informants who are considered relevant to the research theme and are believed to possess the necessary information [15]. This purposive sampling technique is used to direct data collection according to needs by selecting informants who have in-depth knowledge of the problem and can be trusted as data sources data [16]. The informant includes the head of the service division in Pungging District, the operator in charge of managing the Digital Civil Registration (IKD) application program, and the people of Pungging District who receive IKD services. This study is based on George C. Edward III's policy implementation theory, which emphasizes four main components: communication, resources, disposition (implementers' attitudes), and bureaucratic structure. Edward pointed out that one of the core issues in public administration is the insufficient emphasis placed on the implementation phase. It is argued that “without effective implementation the decision

of policy makers will be carried out successfully” [17]. These indicators are utilized to explore the various factors that affect the effective implementation of programs, including the IKD initiative at the sub-district level. The data gathered comprises both primary and secondary sources, with data collection conducted through semi-structured interviews (interviews that started from the research issue), observation, and documentation [18]. Semi-structured interviews with sub-district employees directly involved in the IKD program and service user communities, observations of the program implementation process at the Pungging sub-district office, and documentation including implementation guidelines, activity reports, and related regulations. The data analysis in this study utilized the Miles and Huberman (1984) model, which consists of data reduction, data display, and conclusion drawing. Data reduction involves selecting, focusing on, simplifying, abstracting, and transforming raw data from written field notes. Meanwhile, data display refers to organizing a collection of information in a way that facilitates the process of drawing conclusions and making decisions. And furthermore, drawing conclusions is an attempt by researchers to draw conclusions continuously while in the field to obtain a copy of a finding in another set of data [19].

## **RESULTS AND DISCUSSION**

### ***Results***

The implementation of the Digital Civil Registration (IKD) application program in Pungging District, Mojokerto Regency, is examined through George C. Edward III’s implementation theory. To evaluate the execution of the IKD program in the district, the researcher utilized Edward’s framework, which outlines four essential elements in program implementation: communication, resources, implementers’ disposition (attitudes), and bureaucratic structure.

#### **1. Communication**

Communication, according to J.A Devito, means that communication is the behavior of one or more that occurs in a certain context through a distorted message, which has a certain influence and can provide feedback [20]. Communication is very important and inseparable in all aspects, including in the implementation of policy programs. The role of communication is important as access to realizing success in the implementation of a policy program. The following is information from an interview with Mrs. Endang Fatmawati, S.E as the Head of Services for Pungging District, Mojokerto Regency. "Regarding the socialization related to the delivery of information on the IKD application program, since it was launched and introduced, we from the sub-district have started to conduct socialization with the assistance of the Population and Civil Registration Office and directly presenting all the Heads of Sub-Districts in Pungging and the Village Heads and Village Secretaries of Pungging District, the first socialization related to the implementation of the IKD application program was held in March 2023." (Interview March 7, 2025). The explanation of the statement related to the communication of IKD information delivery from Mrs. Endang Fatmawati, S.E. was emphasized further by the interview statement from Mrs. Eka Dian Susilawati as the IKD application operator

for Pungging District, Mojokerto Regency, who made the following statement. "So the socialization was done by us and from the Mojokerto Regency Population and Civil Registration Office, we invited village officials, namely the village heads and village secretaries, as well as village operators from a total of 19 villages in Pungging District, Mojokerto Regency. Regarding the explanation of information and special training for Pungging District operators and village officials including village operators in this case the service section head and village secretary, all went well, thank God, and there were no obstacles either from Pungging District or from the village itself." (Interview March 13, 2025). From the above statement, it can be seen that the government of Pungging District, Mojokerto Regency has carried out a socialization program that has been attended by all representatives of village officials in the Pungging District, Mojokerto Regency area. The image below depicts the socialization process for implementing the IKD (Digital Population Identity) application in Pungging District, Mojokerto Regency.



**Figure 1.** Socialization of the implementation of Digital Population Identity in Pungging District, Mojokerto Regency 2023

Source: Instagram of the Pungging District Government, Mojokerto Regency (2025)

When connected to Edward III's implementation theory, the phenomenon above suggests that communication is a key factor in the success of policy implementation. Effective communication ensures that the designed program policy can be understood and implemented by those responsible for its implementation. Within the framework of implementing the Digital Population Identity (IKD) application program in Pungging District, Mojokerto Regency, communication is an important aspect in the delivery of information to all village officials and related parties. According to the information obtained through interviews, the Pungging District has conducted socialization by inviting the village head, village secretary, and village operator. The delivery of this information was done directly and in a structured manner, which shows that the

communication aspect of policy implementation has been carried out well. In addition, there were no obstacles in the socialization and guidance for village operators, which indicated that the message conveyed was clearly understood by all parties involved. Thus, one of the communication indicators of Edward III's theory in this case can be said to be successful, because the information related to the IKD application program has been well conveyed by the implementing party, thus supporting the smooth implementation of the program.

## 2. Resources

The program's implementation is strongly tied to the availability and optimal deployment of its resources. These resources encompass human resources, financial resources, and infrastructure (facilities and utilities), all of which play a vital role in determining the success of policy programs [21]. According to the information obtained from an interview with Mrs. Eka Dian Susilawati, who serves as the IKD application operator in Pungging District, Mojokerto Regency, she made the following statement. "In terms of Human Resources or the Human Resources themselves related to services in Pungging District, they are still not adequate, because the implementer who has the responsibility of managing the IKD service is myself. Sometimes I also experience obstacles and feel overwhelmed when many people start to arrive, because I am not only responsible for the implementation of IKD but also for other services. Regarding the obstacles from the community itself, sometimes there are still many who do not understand technological advances, as well as people who do not have smartphones that support IKD applications." (Interview March 13, 2025).

**Table 2.** Implementers of Activities in the Execution of the Digital Population Identity Application

No.	Name	Implementor
1.	Endang Fatmawati, S.E	Service Section (Coordinator)
2.	Eka Dian Susilawati	IKD application operator

Source: Processed from the Pungging District Government (2025)

Regarding financial resources, which are also needed to support implementation so that it is right on target. Based on an interview with Mrs. Endang Fatmawati, S.E as the Head of Services for Pungging District, Mojokerto Regency. "In the implementation of the Digital Civil Registration application program, there is no budget at all or no specific budget for the implementation of the IKD application program in Pungging District." (Interview March 7, 2025). Furthermore, in the aspect of infrastructure resources (facilities and infrastructure) which includes the readiness of technology and facilities used in supporting the implementation of the IKD program. This is different from the human resource aspect which still has obstacles. In terms of infrastructure, Pungging District already has sufficient supporting facilities. There are computers, wifi, and air conditioning, as well as a service waiting area. According to the information shared by

Mr. Imron Rosad, a resident of Pungging District, during the interview. "The facilities provided are very adequate, the service area is comfortable with waiting seats provided, and the service is very good." (Interview March 13, 2025).

From the above statement, if it is related to the implementation theory according to Edward III for resource indicators, it is still not optimal. The reason lies in human resources and financial resources, where human resources are only one operator of population administration services. This limited number has an impact on the effectiveness of services, especially when handling increased community requests. With limited manpower, services have the potential to experience obstacles, both in terms of processing speed and in providing assistance to people who do not yet fully understand the Civil Registration system. Regarding financial resources, there is no budget at all or no specific budget available for this Civil Registration application program, even though financial resources are one of the indicators that influence the success of implementation, so that the program can continue to run. If the necessary resources are lacking, the implementation of a policy will not be carried out effectively [22]. Every resource must always be managed, both in terms of human and financial resources [23].

### **3. Disposition**

Disposition is the quality or character of the implementer, the person directly implementing the IKD service program [24]. In implementing a policy, It is heavily shaped by the commitment and behavior of the individuals executing the policy, namely the employees who carry it out. This is demonstrated by the understanding and steps taken and the ability to work in the implementation of the policy program. Based on an interview with Mrs. Endang Fatmawati, S.E, Head of Services for Pungging District, Mojokerto Regency, she made the following statement. "In terms of the division of tasks and authority, everything is in accordance with their respective job descriptions. We are also very supportive and committed to the implementation of the IKD application program, where we encourage every resident who visits the Pungging District government to create an IKD for those who do not have one. The Pungging District government itself is also the highest district with the largest number of people activating the IKD application. "(Interview March 7, 2025). From this statement, in terms of the division of duties and functions, each person is responsible for their respective duties, including Mrs. Eka Dian Susilawati as the IKD application operator for Pungging District, Mojokerto Regency, who is responsible for the IKD application service.

From the above statement, if it is related to the implementation theory according to Edward III for the disposition indicator, it has been implemented as optimally as possible, it can be seen that the Pungging District apparatus officers are very supportive in the implementation of the DNI application program. The target audience for the DNI service program is the entire community of Pungging District who have a supporting smartphone. This Digital Population Identity (IKD) is a new thing where population documents are not in physical form, this is what allows people to still feel unfamiliar and not understand how to use it. Even though they all have smartphones based on android or ios and can access the internet, it does not mean that they are all the same because

people have different levels of ability in using and understanding the available application, namely the Digital Population Identity application. This is when service officers in Pungging District are required to be able to cope and explain matters related to Digital Population Identity, starting from the most basic things such as how to download the application on the playstore, the registration steps, to the process of using the application. So far, the only obstacle has been people who do not have smartphones that support the IKD application, which is not required for activation of the Digital Population Identity.

#### 4. Bureaucratic structure

A key structural element in every organization and agency is the Standard Operating Procedure (SOP). This SOP serves as a guideline for each practitioner or employee in carrying out their duties and dividing tasks, which often results in a complex administrative system [25]. In this context, effective and accurate coordination is essential among the employees tasked with implementing the IKD application program. From the results of an interview with Mrs. Endang Fatmawati, S.E as the Head of Services for Pungging District, Mojokerto Regency, she made the following statement. "The procedures related to the IKD application service have actually been determined by the center, we follow the directions provided by the Dispendukcapil. So that all the information we have obtained, we implement it according to the procedures that were conveyed during the socialization and technical guidance with the Dispendukcapil." (Interview March 7, 2025).

**Table 3.** Standard Operating Procedure for the Digital Civil Registration Application Program

Steps	Standard Operating Procedure for the Digital Civil Registration Application Program
<b>First</b>	Residents download the Digital Civil Registration application via cell phone.
<b>Second</b>	Residents register by entering their ID number, email, cellphone number, and taking a selfie in front of an officer for face verification and <i>QRCode</i> .
<b>Third</b>	If the registration is successful, the resident will receive an email containing an activation code.
<b>Fourth</b>	Residents are required to activate their account by entering the activation code sent via email.
<b>Fifth</b>	Residents log in using a previously assigned password (residents can change the password).
<b>Six</b>	After successfully logging in, the application homepage containing the main menu will appear.
<b>Seventh</b>	There are two ways to display electronic ID cards, namely displaying them on the screen only or displaying them in the form of encrypted QR codes.

Source: Processed from the Pungging District Government (2025)

From the above statement, if it is related to the implementation theory according to Edward III, for the bureaucratic structure indicator, it has been implemented in accordance with the standard operating procedures (SOP) that have been set by the center, namely the Mojokerto Regency Population and Civil Registration Office. The requirements for making a digital identity card are having an electronic ID card, an email address, and a smartphone with Android support. The simplicity of this procedure shows that the procedure for making a digital identity card is not complicated. And the condition of the bureaucratic structure in Pungging District has no overlapping problems, both in terms of duties and coordination between the serving and the served parties. The execution of the Digital Population Identity application program calls for active community involvement, rather than merely waiting for services. All procedures, from creation and registration to the finalization of the Digital Population Identity application, have been clearly outlined and communicated to the public.

### *Discussion*

The implementation of the Digital Civil Registration (IKD) application program in Pungging District highlights both achievements and persistent challenges in adopting e-government at the local level. Based on Edward III's implementation theory, the communication aspect has been relatively successful, as structured socialization was conducted by involving village officials, ensuring that the program was disseminated clearly and systematically. However, the resource dimension reveals significant limitations, particularly in human resources, with only one operator managing the entire service, and the absence of a dedicated budget, which hampers efficiency and sustainability. The disposition of implementers demonstrates strong commitment and adaptability, as officers actively assist residents in navigating digital identity services despite limited resources. Meanwhile, the bureaucratic structure appears supportive, as procedures follow established SOPs, with simple and transparent processes that minimize administrative complexity. These findings suggest that while the IKD program has potential to improve service quality and strengthen administrative modernization, its success depends on addressing structural resource gaps, expanding socialization to less digitally literate communities, and ensuring continuous policy support at both district and central levels.

## CONCLUSION

**Fundamental Finding :** From the discussion on the implementation of the Digital Population Identity (IKD) application program in Pungging District, Mojokerto Regency, four key indicators can be identified. First, program communication has been carried out through structured socialization by inviting village heads and secretaries from 19 villages in the Pungging District area. The IKD service policy has been delivered clearly and systematically. Second, in terms of resources, there are still limitations in the number of human resources, with only one operator, which hampers the service process, and the absence of a dedicated budget allocation. However, supporting infrastructure such as computer devices, Wi-Fi, air conditioning, and waiting areas are already adequate. Third,

the disposition or attitude of the implementers demonstrates full support for the program, as well as the ability to address and explain related issues. Fourth, the bureaucratic structure operates in accordance with the centrally established SOPs, with straightforward and clear procedures. **Implication** : The findings suggest that implementing the IKD program at the sub-district level can be an effective approach to enhancing the efficiency of population administration services. This model could be adopted by other regions, as long as it is supported by strengthened human resources, sufficient budget allocation, and effective communication strategies to ensure digital services are accessible to all segments of the community. **Limitation** : Although the results are positive, the implementation of the IKD program in Pungging District is still constrained by a shortage of human resources, the lack of a dedicated budget allocation, and insufficient widespread socialization. These factors have resulted in limited understanding among some segments of the community, particularly the elderly, in accessing digital services. **Future Research** : Future research is recommended to examine more innovative and targeted socialization strategies, particularly for communities less familiar with digital technology. In addition, comparative studies with other regions are needed to assess the effectiveness of IKD implementation under various social and geographical conditions, as well as to develop sustainable resource management and funding models.

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