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Program Studi Kependudukan dan Pencatatan Sipil

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THE EFFECTIVENESS OF DIGITAL POPULATION IDENTITY IMPLEMENTATION IN BANDUNG CITY

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ABSTRACT

The Ministry of Home Affairs of Indonesia has set up a 25% of Digital Population Identity (DPI) coverage by 2023, and 30 percent in 2024. Unfortunately, underachievement occurred in some areas. This research assessed the effectiveness of the DPI program in Bandung City using a quasi-qualitative method. The commitment of regional leaders and Civil Servants, as well as an organized division of tasks was found adequate. The program has covered key groups of society, including Civil Servants, students, and high school/vocational students. Bandung City has managed to achieve the predetermined target, with proper outreach and approach through online and offline modes. The underachievement of DPI program could be triggered by unclear measurement indicators and inadequate community outreach and education. This research concludes that DPI program in Bandung City has been relatively effective despite some challenges.

Keywords: Program Effectiveness, Digital Population Identity, Population Documents, Digitalization of Public Services.

ABSTRAK

Kementerian Dalam Negeri menetapkan program Identitas Kependudukan Digital, dengan capaian target sejumlah 25 persen dari total perekaman KTP di daerah yang telah melakukan perekaman di masing-masing Kabupaten/Kota, pada tahun 2023. Sedangkan capaian target pada tahun 2024 adalah sejumlah 30 persen dari total perekaman KTP di daerah. Namun penerapan program Identitas Kependudukan Digital di Kota Bandung belum mencapai target tersebut. Tujuan penelitian ini adalah untuk memperoleh gambaran umum dan menganalisis efektifitas penerapan program Identitas Kependudukan Digital di Kota Bandung. Metode penelitian adalah kuasi-kualitatif. Hasil penelitian menunjukkan bahwa pemahaman program didukung oleh komitmen pimpinan daerah dan ASN, serta strategi pembagian tugas yang terorganisir. Penerapan program Identitas Kependudukan Digital telah tepat sasaran karena berhasil menjangkau berbagai elemen masyarakat, termasuk ASN, mahasiswa, dan pelajar SMA/SMK di Kota Bandung. Penerapan program pun telah sesuai dengan tujuan yang ditetapkan oleh pemerintah pusat, dan telah dilakukan sosialisasi dan aktivasi Identitas Kependudukan Digital baik melalui jemput bola maupun *online*. Namun, capaian Identitas Kependudukan Digital belum memenuhi target nasional, yang kemungkinan disebabkan oleh ketidakjelasan indikator pengukuran dan minimnya sosialisasi di tingkat nasional. Perubahan

nyata dari program ini meliputi kemudahan pelayanan publik, pengurangan penggunaan dokumen fisik, dan masyarakat melek teknologi. Kesimpulannya, penerapan program Identitas Kependudukan Digital di Kota Bandung dapat dinilai cukup efektif meskipun belum sepenuhnya memenuhi target nasional akibat kendala tertentu.

Kata Kunci: Efektifitas Program, Identitas Kependudukan Digital, Dokumen Kependudukan, Digitalisasi Pelayanan Publik.

INTRODUCTION

Digitalized public services enables accessible and efficient services for the community through various online-based services, including the Digital Population Identity (Identitas Kependudukan Digital, DPI). This program is under the task of the Directorate General of Population and Civil Registration (*Dukcapil*) and Indonesia's Ministry of Home Affairs (*Kemendagri*). DPI is an advancement in the delivery of public services, providing a digital alternative to physical ID cards, thereby citizens no longer need to submit photocopies of their ID cards when accessing public services. Instead, all necessary documents are readily available online via smartphones, offering a more convenient, fast, and systematic approach to public service delivery.

Similar to other local governments in Indonesia, the Bandung City Government has embraced the DPI innovation as part of its public service framework. DPI is now available as a public service accessible to residents in Bandung. Since its initial rollout, the Directorate General of Dukcapil set ambitious targets for the adoption of DPI. In 2023, the goal was for 25% of the population to utilize electronic ID cards, with the target increasing to 30% in 2024 (Capil, 2024). Despite this national directive, the Bandung City Government has yet to meet these targets. The challenges associated with achieving these benchmarks are supported by empirical research data, as outlined below.

Table 1. DPI Target in Bandung City Government

Year	ID Holders (people)	Target (people)	DPI Achievement	Percentage
2023	1,896,336	474,084 people	46,843	2.47 %
2024	1,903,725	579,531 people By May 2024	65,288 By May 2024	3.43% By May 2024

Source: *Disdukcapil of Bandung City*, 2024

Table 1 highlights that the target population for the implementation of

Digital Population Identity (DPI) in Bandung City ranges from 474,084 to

579,531 individuals for 2023 and 2024, respectively. However, as of May 2024, only approximately 65,288 residents have activated DPI, resulting in an achievement rate of just 3.43%. This figure falls significantly short of the national targets, which require 25% adoption in 2023 and 30% in 2024. The activation process prioritizes local residents but is also available to immigrants, utilizing facial recognition technology for data verification and security (Aurellia, 2024). The urgency of DPI activation lies in its role as a cornerstone for the implementation of Single Sign-On (SSO) systems, as mandated by Law No. 1 of 2024 (*Disdukcapil*, 2024).

The implementation challenges of DPI in Bandung City echo findings from previous studies. Tukan & Rahmadanita (2023) emphasize the critical role of information dissemination in promoting DPI adoption, while Sasongko (2023) underscores the need for public education alongside information dissemination efforts. Nuraeni & Syahrudin (2024) and Pasmuriza (2024) found community engagement important to successful DPI implementation. Whereas, Rene et al. (2024) identified technological literacy gaps significant obstacles that can be addressed through the combination of digital and conventional service as suggested by Suhawa (2024).

Rosadi (2024) further found the low DPI activation in Bandung could be due to low community engagement. In this present research, Sutrisno's (2007) five-dimensional framework was used, including program understanding, targeting accuracy, goal achievement, timeliness, and measurable impact in order to provide a comprehensive information regarding the DPI implementation in Bandung City.

THEORETICAL REVIEW

Effectiveness

Program effectiveness is measured through five key aspects: program understanding, accuracy in targeting, goal achievement, timeliness, and measurable impacts (Sutrisno (2007). Program understanding relates to the comprehension of the program's objectives and mechanisms. Targeting Accuracy measures the extent to which a program reaches its intended beneficiaries within the community. Goal achievement shows how the program fulfills the expected outcomes, while timeliness shows if the program has been performed within the specified timeframe. Lastly, measurable impacts are the tangible outcomes of the program.

RESEARCH METHOD

This quasi-qualitative research was conducted in October 2024 at the Bandung City Population and Civil Registry Office

Figure 2 highlights the DPI program as a central government initiative aimed at facilitating secure and efficient access to various public and private services. To establish a shared understanding of the program, the Bandung City Population and Civil Registry Office (*Disdukcapil*) has provided robust human resource support by assigning specific roles to relevant employees. This is reflected in an interview with the Head of the Service Innovation Section of the Bandung City *Disdukcapil*, who stated:

“We are supported by human resources. There are 30 operators in the sub-district and some at the outlets. During activation, there is also a information dissemination section and others. Everyone is involved. In fact, other agencies also participate in socializing for the sake of standardizing perceptions of this DPI. Because it is something new, it certainly needs information dissemination, especially for the community.”

This effort is further reinforced by the issuance of the Decree of the Head of the Bandung City *Disdukcapil* Number TU.01.03/2829-*Disdukcapil*/VII/2023, which formalizes the appointment of operators responsible for implementing DPI in Bandung’s urban villages.

The research reveals that implementing the DPI program represents an additional main task and function (*Tupoksi*) for *Disdukcapil* staff, beyond their regular duties. Despite the lack of additional incentives, the *Disdukcapil* team

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has adapted effectively by dividing responsibilities and forming dedicated DPI teams within the office and at the regional level. This adaptation has enabled the program to progress smoothly, from planning and execution to evaluation. Strong internal collaboration between all Regional Apparatus Organizations (OPDs) is important (Zafira & Reviandani 2024). Supports from each element optimizes the DPI program implementation in Bandung City.

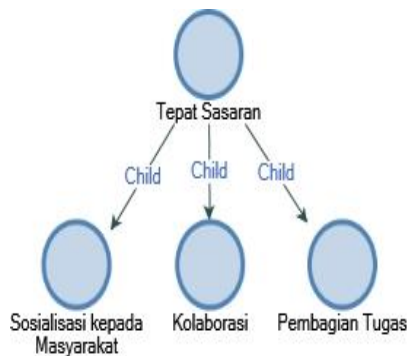


Source: Instagram halobandung
Figure 3. Mayor of Bandung Receiving an Award for Organizing DPI

An official Instagram account @halobandung published the event where the Mayor of Bandung received an award from the Director General of Dukcapil, Ministry of Home Affairs. In *Dukcapil Goes to Campus* event at Universitas Pendidikan Indonesia, 10,000 students were targetted to be registered in DPI. Collaborations with state universities reach broader community. A DPI team has been formed to work on this project despite the unavailability of additional incentives..

b) On Target

DPI program targets the population of Bandung City using systematic strategies as illustrated in the following Figure.



Source: Data Analysis using Nvivo 12 (2024)

Figure 4. Targeted Project Map of DPI Program in Bandung City

A detailed and measurable division of tasks has been implemented to clearly delineate responsibilities both at the agency and sub-district levels. Second, collaborative efforts are undertaken with various actors, fostering partnerships to enhance the program's reach and effectiveness. Information dissemination process and community outreach have been performed to educate the community about the importance of DPI program.

Task distribution provides a clear direction for the implementation of the DPI program across different settings. Tukan & Rahmadanita (2023) highlight the importance of clarity in task division. Various community outreach and information disseminations have been

conducted and extended to all Civil Servants in Bandung City as presented in the following Figure.



Source: Instagram bps_kota_bandung

Figure 5. DPI Information Dissemination to Civil Servants in Bandung City in 2023

Bandung City Population and Civil Registry Office has conducted various information dissemination programs attended by both officials and employees of the agency. This program educates users on the use of QR code-based digital identity system.



Source: (Admin, 2023a)

Figure 6. DPI Information Dissemination to the Community of Bandung City

The DPI activation process has been extensively implemented, targeting various community groups, including civil servants, academics, and military personnel. As of November 6, 2023, approximately 39,704 individuals in Bandung City have activated their DPI. The primary advantage of DPI lies in its convenience, particularly when the physical e-ID is not available, as it provides seamless access to public services. Data security is assured, as the information is stored on the Ministry of Home Affairs' server. DPI activation can be carried out at various locations, including Geulis, district offices, and the *Disdukcapil* office (Admin, 2023a).

However, the findings of this research suggest that while sub-district and district offices have conducted information dissemination activities for the DPI program, the outreach should not solely rely on regional efforts. It is crucial that these initiatives are complemented by strengthened campaigns from the central government. An illustrative example is the successful campaign to transition from analog to digital TV, which was facilitated through a coordinated information dissemination effort at the national level. Given that the DPI program is a national policy, it is anticipated that similar large-scale information dissemination efforts, including the use of national television, Jurnal Registratie 6 (2), Agustus 2024: 123-139

would significantly expedite the program's acceptance and widespread utilization across all segments of society.

Furthermore, the Bandung City Government has collaborated with universities to ensure the successful implementation of DPI, reinforcing the importance of such partnerships. As emphasized in an interview with the Head of the Service Innovation Section of the Bandung City Population and Civil Registry Office:

"Collaboration has been established with several universities and regional government organizations (OPDs). Initially, the strategy focused on Civil Servants, the military (TNI), and the police (Polri), then expanded to universities, private companies, and banks. The approach is proactive; even IPDN and UPI have been involved in the socialization process. The most recent collaboration took place with BJB Syariah Bank, which invited us to help activate DPI on the smartphones of their employees. The bank is aware that Dukcapil manages DPI, and they also recognize the importance of DPI for their customers."

Bandung City Government has made significant efforts to achieve the right target by dividing tasks, conducting information dissemination, and fostering collaboration. However, the implementation of these initiatives reveals a need for support from the central government, particularly in terms of executing a nationally coordinated

information dissemination campaign. Such centralization is expected to optimize the achievement of targets that align with national objectives, ensuring broader and more effective outreach.

c) Punctuality

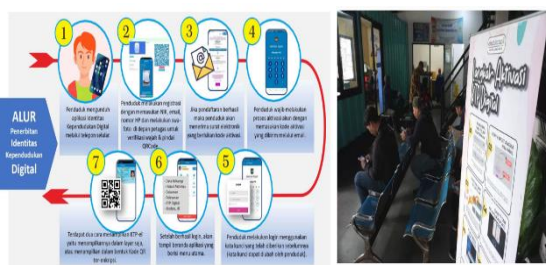
The next measure of DPI program effectiveness pertains to punctuality. This aspect is further illustrated by research data, which is visually represented in the following project map.



Source: Data Analysis using Nvivo 12 (2024)

Figure 7. Project Map of Bandung City DPI Program Punctuality

The timeframe of the program implementation is linked to the establishment of clear procedures in the implementation of the DPI program. The *Disdukcapil* has outlined a well-defined procedure for activating the DPI, which is accessible to all residents of Bandung City.



Source: *Disdukcapil* of Bandung City (2024) (left) and Faritsi (2024) (right)

Figure 8. DPI Issuance Flow (left) and Digital ID Card (DPI) Activation Steps Banner distributed to the Community (right)

Punctuality has been a priority for the Bandung City Population and Civil Registry Office, particularly in activating the DPI requests made by the community. This commitment aligns with the statement from the informant, the Head of the Service Innovation Section, who noted that:

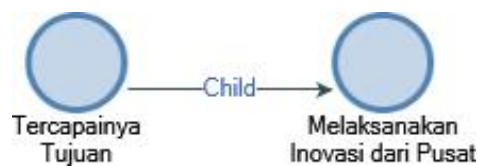
"If this is the case, first, we are given a target for the issuance of DPI from the Directorate General of Population and Civil Registration. Second, this addresses the shortage of forms, as DPI also includes an ID card. Third, it aims to integrate public services in Indonesia through DPI. Fourth, in terms of document data security, when the data is shared, there is a QR code that is authorized by the data owner."

The implementation of the Digital Population Identity (DPI) aims to integrate the elements of the ID into a digital format. QR Code provides stronger data security as data owners are the only parties that can allow access to their information. The process of DPI implementation has adhered to the technical, administrative, and security standards predetermined in the SOPs.

d) Target Achievement

DPI program supports the application of information technology for greater benefits for residents while streamlining the public and private service transactions through digital forms. DPI also secures the access of population data

through an authentication system to avoid data leakage.



Source: Data Analysis using Nvivo 12
(2024)

Figure 9. Project Map of DPI Program Goal Achievement in Bandung City

Figure 9 illustrates that the implementation of the Digital Population Identity (DPI) in Bandung City aims to achieve the goals outlined in the initial objectives of the DPI innovation established by the central government. According to Regulation of the Minister of Home Affairs Number 72 of 2022, four objectives were defined for the program. The efforts to achieve these objectives have been pursued diligently in Bandung City. This is corroborated by an interview with the Head of the Service Innovation Section, who stated: "The goal has been achieved. There are over a thousand activations daily due to the influx of newcomers in Bandung. The central government determines whether we have met the target or not. According to them, Bandung has not yet achieved the target." The interview results suggest that, overall, the objectives of implementing the DPI in Bandung City have been consistent with the goals of supporting the application of information

technology in the digitalization of population administration, enhancing its benefits for residents, and facilitating and expediting public and personal service transactions in digital form.

Despite the Bandung City Population and Civil Registry Office's consistent efforts to activate the DPI daily, the set target has not yet been met. The central government has established a target for DPI activation at the local government level. The research findings indicate that, as of 2024, the Bandung City Government has not achieved the target set by the central government. Additionally, research data reveals that the Head of the Population Administration Information Management Division (PIAK) at the Bandung City Population and Civil Registry Office, Moh Arif Budiman, explained that DPI activation is optional and can be completed at any time. The DPI serves as proof of identity, authentication, and authorization for public services, complementing the electronic ID in digital form. Since its launch, approximately 47,570 residents of Bandung City have activated their DPI, with local residents given priority, although immigrants are also eligible for activation. The activation process is conducted through facial recognition verification to ensure data security (Aurellia, 2024).

Table 2. Residents Required to Have an ID Card in Bandung City in 2023 and 2024

Year	ID Holders (people)	Target (people)	DPI Achievement
2023	1,896,336	474,084 people	46,843
2024	1,903,725	579,531 people By May 2024	65,288 By May 2024

Source: *Disdukcapil* of Bandung City (2024)

When comparing the research data (Table 1 and Table 2) with the DPI achievement data reported by the Bandung City Government, it is evident that the Bandung City Population and Civil Registry Office (*Disdukcapil*) has not met the national DPI achievement target of 30 percent. Several factors explaining this gap have been identified, including the lack of clarity regarding the criteria or indicators used to measure DPI achievement. It was unclear if the program aimed at only residents of Bandung City or included immigrants who have their DPI activated in Bandung City, since the community outreach program also included both groups. Moreover, the reluctance from the community could be due to concerns about data security. This situation is worsened by non-aligning actions taken by different organizations.

DPI is a relatively new innovation, thereby achieving the national target would require time. Tukan & Rahmadanita (2023) argue that achieving optimal DPI implementation in the regions is a gradual process. Therefore, the researcher suggests that the implementation of DPI requires

careful planning and ongoing monitoring to ensure that the set targets are met.

Based on the above discussion, the objectives of the DPI program have been carried out in accordance with the mandate of Minister of Home Affairs Regulation Number 72 of 2022. However, the implementation of DPI in 2023 has not yet met the national target established by the Director General of Population and Civil Registration of the Ministry of Home Affairs. The cooperation between the central and local governments should be enhanced, particularly in terms of clarifying the indicators used to measure DPI achievement and addressing concerns related to data security.

e) Measurable Impact

The positive impacts of DPI implementation include increasing broader accessibility for the community, promoting inclusivity by ensuring equitable access to services for all societal groups, fostering new opportunities in the development of the digital economy, prioritizing the protection of data security and privacy in the use of DPI and emphasizing that DPI creates greater equality in access to public services.

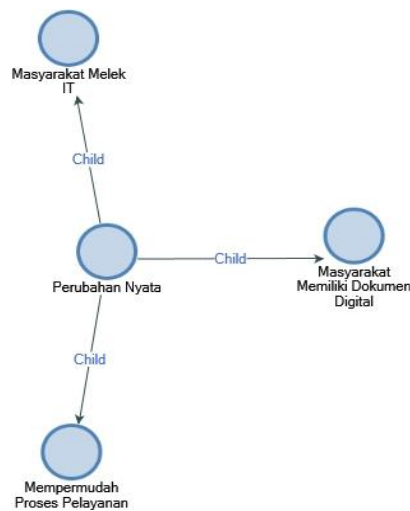


Figure 10. Project Map of Empirical Changes from DPI Program

The target audience for the implementation of the Digital Population Identity (DPI) program is the residents of Bandung City, including Bandung City's civil servants. Referring to the research data presented in Figure 10, three significant changes have been observed among those who have activated their DPI. First, the community now possesses digital documents, fulfilling their expectations and enabling them to take responsibility for maintaining their digital identities. Second, the community has become more IT literate. Although Bandung City is a metropolitan area, not all of its residents are familiar with technology. The implementation of DPI has fostered a shift towards greater digital engagement, with the community now accustomed to managing and holding digital documents. Third, DPI has facilitated greater convenience in accessing services,

particularly by eliminating the need for residents to pay for photocopies of their ID or other population documents.

The research findings indicate that public acceptance of DPI implementation remains variable. One contributing factor is the insufficient information dissemination at the central level. For broader acceptance, better coordination between the central and regional governments is essential, focusing on creating a shared understanding of the benefits and responsibilities associated with DPI use. This is reminiscent of previous experiences in Bandung City, such as the introduction of the queue SMS innovation in population services, which demonstrated that the community tends to embrace public service changes perceived as practical. It is hoped that, similar to previous innovations, the DPI implementation will standardize perceptions and foster a common understanding nationwide, thereby ensuring its widespread acceptance.

Currently, some residents of Bandung City are willing to accept and activate their DPI, though there remain concerns—such as issues related to device memory usage and questions about whether DPI activation is mandatory. Despite these reservations, acceptance of DPI is gradually increasing, particularly after the recognition of digital documents by various institutions, including airports, banks, PT KAI, and Samsat. However, concerns related to data

security and privacy continue to be significant barriers. Although DPI activation remains optional, convincing the public to download and use the application remains a challenge for the Bandung City Population and Civil Registry Office. In line with this, the findings of this research align with the views of Putra & Roso (2024), who assert that not all individuals feel a pressing need to own a DPI.

Research Discussion

The effectiveness of the DPI program implementation has been analyzed using the effectiveness measures outlined by Sutrisno (2007) as illustrated in the following Figure.

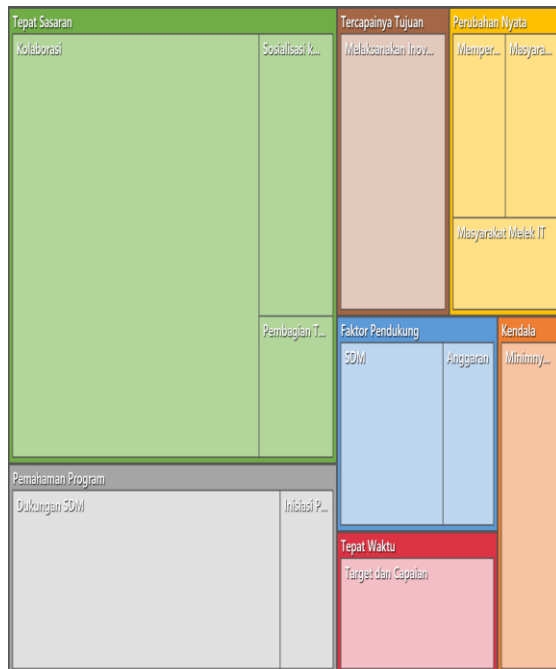



Figure 11. Hierarchical Tree Map Diagram of the Effectiveness of DPI Program Implementation

Collaboration and human resources (HR) are the most dominant factors influencing the effectiveness of the DPI program's implementation in Bandung City. Bandung City Government has successfully encouraged all civil servants in Bandung City to activate their DPI. Previous researchers also emphasized the importance of adequate HR in ensuring the success of public service programs (Aprilia et al., 2024; Fajar Yudistira, 2024; Nurdiana & Ayumi, 2024). HR that is not adaptive to technological developments hinders the successful implementation of public services (Prayoga & Eldo, 2024).

Bandung City Population and Civil Registry Office also collaborates with various parties to extend the coverage of DPI activation among the community, such as in a government-university collaboration program "Goes to Campus" program.

Table 3. Bandung City Population and Civil Registry Office Goes to Campus Regarding DPI Activation

No.	University	Data and Place	Documentation
(1)	(2)	(3)	(4)
1.	UIN Sunan Gunung Djati Bandung	May 20 – May 21 2024	 <p>Source: Nurfauziah (2024)</p>
2.	Politeknik STIA LAN Kota Bandung	May 6 2024	 <p>Source: H. P. S. L. Bandung (2024)</p>
3.	IPDN Jatinangor	January 21 2023	 <p>Source: Admin (2023b)</p>

(1)	(2)	(3)	(4)
4.	Universitas Pendidikan Indonesia	March 29 2023	 <p>Source: UPI (2023)</p>
5.	Universitas Padjadjaran	2023	-
6.	Universitas Islam Bandung	2023	-

Source: *Disdukcapil of Bandung City* (2024)

Collaboration with external parties included the Bank BJB Syariah on October 15-16, 2024, PT. Kereta Api Indonesia and through an event "Providing Mobile Services for Population Document Recording Services " (Mapeling Kadoku Jempol) at highschoools in Bandung City.

The full support for information dissemination and education provided by the Bandung City Population and Civil Registry Office aligns with findings from previous studies, which emphasize the importance of intensive and engaging information dissemination about electronic-based government services using conventional advertising such as using billboards (Oktavya, 2015). Despite the succesfull efforts that reached wider society through collaborations with various partners, the achievement of DPI activation has not yet met the national target (30

percent of the population required to have an e-ID). As previously discussed, this research recommends that the central government also engage in information dissemination through National Television. This approach could potentially have a broader impact on regional communities, particularly in Bandung. This method draws from past experiences, such as the successful migration from analog to digital TV, which was effectively communicated through National Television (Cahyani, 2024). Public acceptance of the DPI program is expected to grow and national targets will be immediately acheived.

CONCLUSION

The effectiveness of the DPI program implementation in Bandung City has been well-established. The strong commitment from regional leaders with clear task division to the DPI HR team

within the office and regional branches has effectively reached the intended target groups, including civil servants, students, and high school students. The Population and Civil Registry Office of Bandung City held numerous comprehensive information dissemination and community outreach programs on social media, and offline events in collaboration with external parties, including universities, schools, banks, and private entities. Despite these concerted efforts, the Bandung City Government has not yet met the national DPI target. This shortfall may be attributed to ambiguities regarding the indicators used by the central government to measure DPI achievements, particularly whether the target includes only Bandung City's residents or also immigrants who have activated their DPI. Furthermore, the lack of coordinated national-level information dissemination through channels such as National Television may be limiting the broader engagement of the community. Regarding the real change aspect, positive impacts have been observed: the community now possesses digital documents, has become more technology literate, and enjoys greater ease in public service processes, as the need for physical IDs and other documents has been significantly reduced.

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