

(Original Article)

Digitization of Population Administration Services Through the Dukcapil Go Digital Initiative in Makassar

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Abstract: Digital transformation in public services has become a necessity in improving efficiency, transparency, and accessibility for the community. This study aims to analyze the implementation of the Dukcapil Go Digital program in enhancing the quality of population administration services in Makassar City, focusing on target group behavior and interactions among policy actors. This research employs a qualitative approach with a descriptive method, where data are collected through observation, interviews, and documentation, and analyzed using data reduction, data display, and conclusion drawing techniques. The results indicate that the implementation of Dukcapil Go Digital has positively contributed to improving service quality, as reflected in the high level of public satisfaction index. However, there are dynamic patterns in target group behavior influenced by digital literacy and access to technology, resulting in unequal ability among citizens to optimally utilize digital services. Furthermore, interactions among policy actors are still dominated by one-way communication, leading to limited public understanding and minimal feedback as a basis for policy evaluation. The decline in the number of website service users in recent years also suggests challenges in maintaining the sustainability of digital service utilization. This study concludes that the success of digital policy implementation is not solely determined by technological aspects, but also by the government's ability to adopt inclusive, participatory, and adaptive approaches to community characteristics. Therefore, strengthening digital literacy, optimizing two-way communication, and fostering cross-sector collaboration are essential to ensure the effectiveness and sustainability of digital-based public services.

Keywords: policy implementation; digital public services; Dukcapil Go Digital; target group behavior; policy actor interaction

1. Introduction

Digital transformation in the public sector has become a global strategic priority in efforts to improve the quality of public services. Alharbi et al. (2016) state that the concept of e-government is no longer merely an administrative innovation, but has evolved into a key instrument in creating a system of government that is transparent, responsive, and efficient. The digitization of public services enables governments to reduce bureaucratic

complexity, accelerate service processes, and improve service accessibility for the general public (Mergel et al., 2019; Wirtz & Daiser, 2018). In this context, the successful implementation of digital technology serves as a key indicator in evaluating the performance of modern public services.

In Indonesia, the urgency of digital transformation in public services is increasing in line with public demands for services that are fast, easy, and technology-based. One sector of primary concern is civil registration services, which play a vital role in ensuring the legal identity and civil rights of citizens. However, the reality on the ground shows that population administration services still face various classic challenges, such as inefficient procedures, limited access to services, and bureaucratic practices that are not sufficiently adaptive to technological advancements (Ministry of Home Affairs, 2022; Andhika, 2017; Anthopoulos, (2017). These issues indicate the existence of the gap between the demands of modern public services and the available bureaucratic capacity.

In response to these challenges, local governments have begun developing various digital-based service innovations, one of which is the implementation of the Dukcapil Go Digital platform by the Makassar City Population and Civil Registration Office. This platform is designed to transform population administration services from a conventional system to a more efficient and integrated digital system. Through this system, the public can access various services online without having to be physically present, which is expected to improve the speed, convenience, and transparency of services (Pratama & Nugroho, 2021; Rusliadi et al., 2024).

However, the implementation of digital policies in public services is not a simple process. Various studies indicate that the success of e-government is determined not only by the availability of technology but also by organizational factors, human resources, and the public's readiness to adopt such technology (Sari et al., (2020). Limited digital literacy,

resistance to change, and suboptimal technological infrastructure often pose barriers to the implementation of digital policies at the local level (Ardiansyah & Rahayu, 2019; Cordella & Tempini, 2015). This indicates that digital transformation is not merely technical in nature but also involves social and institutional dimensions.

Previous research has tended to view the digitization of public services as a normative solution for improving service quality. Mergel et al. (2019) emphasize the importance of integrating digital systems to enhance the efficiency of public organizations, while Wirtz and Daiser (2018) highlight that the success of e-government depends heavily on institutional readiness. On the other hand, studies in the Indonesian context have largely focused on the general aspects of e-government implementation without conducting an in-depth examination of the implementation dynamics in specific sectors such as local-level civil registration (Indrajit, 2016; Yusriadi, 2018). Thus, there remains a lack of empirical studies that specifically examine the implementation of digital innovations in civil registration services at the local level.

Based on the above discussion, a research gap can be identified: there is a lack of studies that analyze the contextual implementation of digital policies at the regional level, particularly regarding digital-platform-based civil registration services such as Dukcapil Go Digital. Yet, local contexts vary significantly in terms of institutional capacity, resources, and the level of technology adoption by the public.

Therefore, this study aims to analyze the effectiveness of the implementation of the Dukcapil Go Digital initiative in providing civil registration services in the city of Makassar. The analysis focuses not only on the technical aspects of implementation but also on the factors that influence the success or failure of this policy in practice.

The novelty of this study lies in its analytical approach, which integrates the perspective of policy implementation with the context of

digital transformation in public services at the local level. Specifically, this study examines how the Dukcapil Go Digital initiative is implemented within the reality of local bureaucracy and identifies the determining factors that influence its effectiveness. Thus, this study is expected not only to provide theoretical contributions to the development of e-government studies and public policy implementation but also to offer practical recommendations for local governments in optimizing digital-based civil registration services.

2. Methods

The author of this study employs a qualitative approach using a descriptive research design. This approach was chosen because the study aims to gain an in-depth understanding of the process of implementing digital policies through the Dukcapil Go Digital platform in the delivery of civil registration services. Qualitative methods allow the researcher to explore the phenomenon comprehensively based on the perspectives of the actors involved and the empirical conditions on the ground (Creswell, 2016; Sugiono, 2019).

The research site was selected at the Makassar City Population and Civil Registration Office. This site was chosen because the agency is the primary implementer of the Dukcapil Go Digital policy at the local level and is one of the regions that has implemented digital-based innovations in population administration services. Additionally, Makassar City is considered representative in illustrating the dynamics of digital policy implementation in urban areas with a relatively high level of service complexity.

The data sources for this study consist of primary and secondary data. Primary data was obtained through in-depth interviews with informants selected through purposive sampling specifically, parties directly involved in the implementation of Dukcapil Go Digital, such as employees of the Population and Civil Registration Office and members of

the public who use the services. Meanwhile, secondary data was obtained through a literature review, including agency reports, relevant regulations, and scientific literature pertaining to the research topic.

Data collection was conducted through three methods: observation, interviews, and documentation. Observations were conducted to directly observe the digital-based civil registration service process. In-depth interviews were conducted to gather information regarding experiences, perceptions, and challenges in the implementation of the Dukcapil Go Digital program. Documentation was used to supplement the data by collecting official documents related to policy and program implementation.

The data analysis technique used in this study employs the interactive analysis model proposed by Miles, Huberman, and Saldaña (2014), which comprises three main stages: data reduction, data presentation, and Drawing conclusions. Data reduction involves simplifying and focusing on the data relevant to the research objectives. The data is presented in the form of a descriptive narrative to facilitate understanding of the research findings. Subsequently, conclusions are drawn in stages, taking into account the interrelationships among the data collected in the field.

To ensure the validity of the data, this study employed source triangulation and methodological triangulation. Source triangulation was conducted by comparing information obtained from various informants, while methodological triangulation was conducted by comparing the results of observations, interviews, and documentation. In this way, data validity is ensured and the research findings become more credible.

3. Results and Discussion

The research findings indicate that the implementation of the Dukcapil Go Digital initiative at the Makassar City Population and Civil Registration Office has driven significant changes in the population administration service system. These changes are not only evident in technical aspects such as the digitization of services but also reflect a paradigm shift in

public service toward a system that is more adaptive, efficient, and focused on community needs. Through this platform, the public can access services online without having to visit the service office in person, thereby reducing wait times and increasing flexibility in managing population documents.

However, the implementation has not yet been fully optimized. In practice, various challenges persist, indicating a mismatch between the readiness of the system and that of the stakeholders involved. Technical glitches in the system and users' limited ability to operate digital services are factors affecting service quality. This situation underscores that digital transformation depends not only on the availability of technology but also on the readiness of human resources and the public as service users.

Behavior of the Implementing Organization

The behavior of implementing organizations in the implementation of the Dukcapil Go Digital initiative cannot be understood merely as a form of administrative adaptation to the demands of digitization, but rather as a process of institutional transformation that requires changes at the levels of structure, culture, and the individual capacities of civil servants Osborne, (2018; Kumar et al., (2017). Formally, the Makassar City Population and Civil Registration Office has demonstrated a commitment to integrating digital systems into its service mechanisms, as evidenced by the existence of an online service platform and adjustments to work procedures that accommodate the system. However, this structural-level transformation has not been fully accompanied by transformations at the cultural level and in human resource capacity.

In practice, there remains a gap between the demands of digital systems and the technical capabilities of staff to operate them optimally. Staff are not only required to be able to use the systems, but also to understand the logic behind digital systems, troubleshoot when disruptions occur, and maintain service quality amid changes in work processes. When these capabilities are not yet fully developed, the result is a high level of

dependence on the system without being balanced by the adaptability of the staff. Consequently, when the system experiences disruptions or there is an increase in service volume, the organization's response becomes less agile and tends to revert to conventional service patterns.

Furthermore, this situation indicates that the ongoing digital transformation remains technology-driven and has not yet become fully human-centered. This means that the changes are primarily focused on providing systems, but have not been optimally accompanied by investments in strengthening the capacity of civil servants as the primary actors in implementation. From a policy implementation perspective, this is crucial because civil servants are not merely technical implementers but also interpreters of policy at the field level. Thus, the behavior of implementing organizations not only determines how policies are executed but also how those policies are interpreted and translated into daily service practices.

Target Group Behavior

The behavior of the target group in the implementation of Dukcapil Go Digital reveals complex dynamics that cannot be reduced solely to acceptance or rejection of technology. Public response to digital services is strongly influenced by a combination of digital literacy, access to technological infrastructure, and prior experience interacting with public services Sa et al., (2016). In this context, the public is not on an equal footing in responding to policies, resulting in diverse patterns of adaptation.

Community groups with adequate digital literacy tend to be able to adapt to changes in service systems more quickly Yidiz, (2016). They do not merely use digital services as an alternative but as their primary choice, as they are considered more efficient, transparent, and time-saving. For this group, Dukcapil Go Digital represents modern public services that are responsive to the needs of the community.

Conversely, for communities with limited digital literacy or access to devices and the internet, the implementation of this policy actually creates a new form of exclusion in public services. When services are shifted to digital systems without adequate support mechanisms, these groups tend to face difficulties in accessing services and may even be marginalized from the service system itself. This situation demonstrates that digitization is not always synonymous with improved accessibility; rather, it can widen the gap if not managed inclusively.

More fundamentally, this phenomenon demonstrates that the behavior of target groups is influenced not only by individual factors but also by the structural context that shapes their ability to access services. Therefore, from a policy implementation perspective, the target group must be positioned as an actor playing an active role in determining the success of the policy, not merely as an object receiving the policy's outputs (Moon, 2020; Dunleavy & Mergetts). Thus, understanding the characteristics and capacities of the target group is key to designing more adaptive and inclusive implementation strategies.

To strengthen the analysis of the target group's behavior in response to the implementation of Dukcapil Go Digital, an empirical overview of public satisfaction with the services provided is needed. The Public Satisfaction Index (PSI) serves as a key indicator for assessing the extent to which digital-based services meet user expectations, while also reflecting the public's level of acceptance of the ongoing transformation of public services.

Tabel 1. Public Satisfaction Index

| No | Element | NRR | Quality of Service | Kinerja Layanan |
|------------------------------------|---|-------|---------------------|-----------------|
| U1 | Requirements | 3.854 | A | Excellent |
| U2 | Systems, Mechanisms, and Procedures | 3.915 | A | Excellent |
| U3 | Timelines | 3.944 | A | Excellent |
| U4 | Fees/Charges | 4.096 | A | Excellent |
| U5 | Product Specifications and Service Types | 3.941 | A | Excellent |
| U6 | Service Competencies | 3.941 | A | Excellent |
| U7 | Staff Conduct | 3.938 | A | Excellent |
| U8 | Facilities and Infrastructure | 3.865 | A | Excellent |
| U9 | Handling of Complaints, Suggestions, and Feedback | 3.935 | A | Excellent |
| Weighted Average Score | | | 3.94: A (Excellent) | |
| Community Satisfaction Index Score | | | 98: A (Excellent) | |

Source: Makassar City Population and Civil Registration Office (data compiled in 2024)

Based on the 2024 Public Satisfaction Index (PSI) data, it is evident that all service components received a “Grade A” rating classified as “excellent” along with high average scores. These findings indicate that, in general, the public has responded positively to the services provided, including those delivered through the digitalization initiative Dukcapil Go Digital.

However, this high level of satisfaction needs to be understood more critically, as it does not necessarily reflect the conditions of all segments of society equally. The persistence of digital literacy and access gaps indicates that these achievements tend to better represent segments of the population that have been able to adapt to digital systems. Therefore, although service performance is classified as “very good” in aggregate,

efforts to ensure service inclusivity remain a critical aspect for the sustainable implementation of policies.

Interactions Among Policy Actors

Interactions among policy actors in the implementation of the Dukcapil Go Digital initiative demonstrate that the success of a policy is determined not only by the system design or the individual readiness of each actor, but also by the quality of the relationships established among them (Napitupulu et al., 2018; Sorensen & Torfing). In this context, the relationship between the government as the policy implementer and the public as service users is a determining factor in ensuring that the policy is understood, accepted, and utilized optimally.

Although the government has conducted various forms of outreach, the communication approaches used still tend to be one-sided and have not fully managed to address the diversity of the public's characteristics. The information conveyed is often not followed by efforts to ensure that the public truly understands how the system works, resulting in a gap between the available information and the public's level of understanding. Consequently, some members of the public remain confused about how to use the services, which ultimately leads to low utilization rates of the digital system.

Furthermore, interactions that are not yet dialogic also limit the opportunities for the public to provide feedback on the services they receive. In fact, Gil-Garcia et al. (2018) state that, in the context of modern policy implementation, user feedback is a crucial source of information in the process of policy evaluation and improvement. When interactions are one sided, the potential for improvements based on user experience is not fully realized.

Furthermore, weak interactions among policy actors also reflect the lack of a participatory digital service ecosystem. Ideally, the implementation of digital policies should not only involve the government

and the public but also open avenues for collaboration with various other actors, such as local communities or the private sector, to expand the reach and effectiveness of services (Heeks, 2018). Thus, interactions among policy actors serve not only as a means of conveying information but also as a collaborative mechanism that enables policies to evolve adaptively in response to on the ground needs.

To strengthen the analysis of interactions among policy actors, empirical data is needed to demonstrate the level of public utilization of digital services. The number of users of the Dukcapil website serves as a key indicator in assessing to what extent policy communication and outreach efforts can drive public participation in using digital-based services.

Table 2: Number of Users of the Dukcapil Website from 2022–2025

| No | Year | Number of Service Users |
|----|------|-------------------------|
| 1 | 2022 | 58.049 |
| 2 | 2023 | 86.496 |
| 3 | 2024 | 18.415 |
| 4 | 2025 | 13.358 |

Source: Makassar City Population and Civil Registration Office

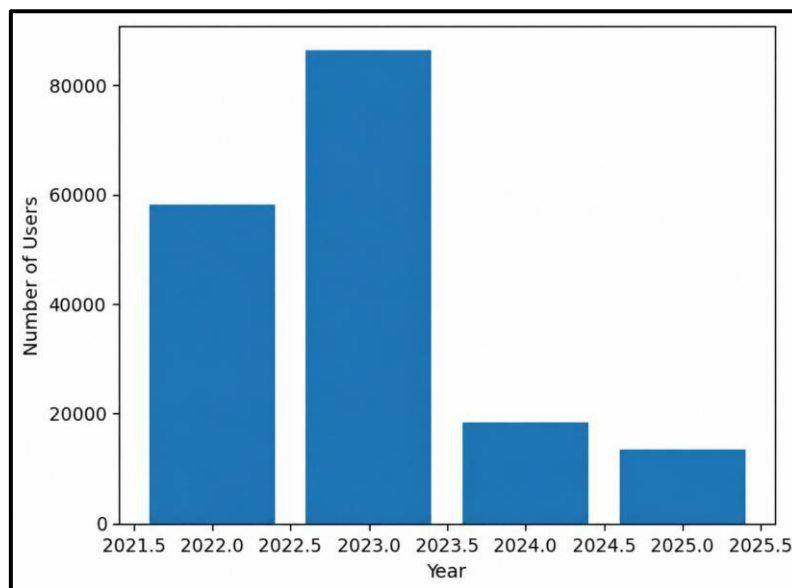


Figure 1. Number of Website Users, 2022–2025

Based on data on the number of users of the Dukcapil website from 2022 to 2025, there was a significant increase in 2023, but this was followed by a fairly sharp decline in subsequent years. This pattern indicates that while there was an initial positive response from the public, the sustainability of digital service usage has not been fully maintained. The decline in the number of users may reflect challenges in communication, user understanding, or a suboptimal user experience with the service.

In the context of interactions among policy actors, this phenomenon underscores that communication that is not yet dialogic and participatory affects the level of service utilization. When the public needs not only information but also guidance and opportunities for more active engagement, the success of digital policy implementation is largely determined by the government's ability to build more responsive and sustainable relationships with service users.

4. Conclusion

Based on the research findings and discussion, it can be concluded that the implementation of the Dukcapil Go Digital initiative at the Makassar City Population and Civil Registration Office has demonstrated a shift in public service toward a more efficient, flexible, and technology-based system. The digitization of services has reduced reliance on in-person interactions and made it easier for the public to handle population administration matters.

However, the success of this policy's implementation has not yet been fully optimized, as it remains influenced by various interrelated factors. From the perspective of implementing organizations' behavior, digital transformation has not been fully accompanied by adequate capacity among civil servants; consequently, under certain conditions, limitations in responding to the dynamics of digital-based services still persist. From the perspective of the target group's behavior, there is a gap in digital

literacy and access levels, preventing all members of the public from utilizing the services optimally. Meanwhile, regarding interactions among policy actors, communication that is not yet fully effective and participatory has resulted in an uneven understanding among the public regarding the use of digital services.

Thus, the implementation of Dukcapil Go Digital is not merely a matter of technology adoption, but also reflects the complexity of the interplay between institutional readiness, community characteristics, and the quality of policy communication. The success of this policy is largely determined by the government's ability to integrate technical aspects with a more inclusive and adaptive approach, so that the digital transformation undertaken not only improves service efficiency but also ensures accessibility and equity for all segments of society.

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