



Implementation of the Child Identity Card (KIA) Policy in Kutai Barat Regency

Fadhil Rahman, and Lintang Arifin

^{1&2}Public Administration Study Program, Postgraduate Program, Universitas Kutai Kartanegara,
Tenggarong, Indonesia

Abstract

The Indonesian government has enacted policies through various regulations on population administration, including the Child Identity Card (KIA) policy. Regulations concerning population administration for children under seventeen are stipulated in the Minister of Home Affairs Regulation Number 2 of 2016 concerning Child Identity Cards. KIA aims to improve data collection, child protection, and public services, as well as ensure citizens' constitutional rights are upheld. This study analyzes the implementation of the Child Identity Card (KIA) Program Policy in Kutai Barat Regency and identifies obstacles in its execution. A qualitative descriptive approach was employed, involving 15 key informants. Research was conducted in Kutai Barat Regency, East Kalimantan Province, Indonesia, from June to July 2023. Results indicate: (1) successful aspects of KIA implementation include communication transmission, available resources, and bureaucratic structure; (2) less effective aspects include clarity of information, consistency, and implementer disposition. Obstacles include communication clarity, consistency, and implementer enthusiasm. Recommendations include enhancing KIA community achievements, optimizing communication and disposition, and conducting in-depth studies on information clarity, consistency, and implementer enthusiasm.

Keywords: Bureaucratic Structure, Child Identity Card, Communication, Disposition, Resources

I. Introduction

Population administration is a critical component of governance, providing the foundation for effective planning, policymaking, and the protection of citizens' rights. In Indonesia, sustainable population policies are essential to achieving social development, equitable public service access, and safeguarding legal identities. Among the significant initiatives of the Indonesian government is the Child Identity Card (KIA) program, which provides official identity documentation for children under 17 years old who are unmarried (Apriliani, 2020; Arista & Suderana, 2019).

Despite existing regulations, a significant number of children remain unregistered or lack official identification, which poses challenges in accessing education, healthcare, and other public services (Faujiah & Arifin, 2021; Fernandes & Wulandari, 2020). A missing legal identity can also limit children's ability to exercise constitutional rights and participate fully in society. In response to this issue, the government issued Regulation of the Minister of Home Affairs Number 2 of 2016 concerning Child Identity Cards, formalizing KIA as an instrument for both identification and child protection (Subarsono, 2022). This regulation emphasizes accurate population data collection, child protection, and public service facilitation, making KIA a cornerstone of Indonesia's population administration strategy (Firnanda & Prabawati, 2023).

Kutai Barat Regency, located in East Kalimantan Province, has a growing and diverse population across rural and semi-urban areas. Data from the West Kutai Central Statistics Agency (2022) indicate that the population of children aged 0–17 has increased steadily, highlighting the importance of

effective KIA implementation. However, pre-surveys show that only 45.3% of children in the regency possess KIA, reflecting suboptimal policy implementation (Kutai Barat Regency Population and Civil Registration Service, 2023). These statistics suggest challenges in policy dissemination, resource allocation, and implementer readiness.

Given the critical role of KIA in child protection and population data management, this study seeks to examine the implementation of the KIA program in Kutai Barat Regency, identify obstacles faced by implementers, and provide practical recommendations to enhance policy effectiveness. By analyzing communication, resources, disposition, and bureaucratic structure, this research contributes to a better understanding of public policy implementation in Indonesia and provides evidence to guide future initiatives in population administration (Hardjanto, 2019; Krisnawati, Wahid, & Anhar, 2019; Siregar, 2022).

II. Literature Review

2.1 Concept of Policy Implementation

Policy implementation refers to the process through which government decisions are executed to achieve the intended objectives. According to Wahab (2016), implementation involves a set of activities by government agencies, private organizations, or individuals designed to translate policy choices into action. Edward III (as cited in Subarsono, 2022) emphasizes that successful policy implementation depends on four key variables: communication, resources, disposition, and bureaucratic structure.

Communication ensures that implementers clearly understand policy objectives, methods, and procedures. Effective communication also extends to the public, ensuring that the target population comprehends the purpose of the policy (Apriliani, 2020). Resources include human, financial, equipment, and authority resources that are necessary to operationalize the policy (Faujiah & Arifin, 2021). Disposition reflects the attitude, enthusiasm, and commitment of implementers toward the policy, which can significantly influence the quality and effectiveness of implementation (Firnanda & Prabawati, 2023). Finally, bureaucratic structure concerns the organizational arrangements, including Standard Operating Procedures (SOPs) and coordination mechanisms, that facilitate orderly policy execution (Fernandes & Wulandari, 2020).

2.2 Population Administration and Child Identity Cards (KIA)

Population data collection is vital for planning, governance, and service delivery. Children under 17 years old, who are often dependent and vulnerable, require special attention in population administration (Nurdin, 1981). The KIA program aims to provide legal recognition to children, protect their rights, and improve access to essential services. According to Subarsono (2022), KIA serves as both an official identity and a tool for child protection, ensuring that children can access education, healthcare, and other public services.

Several studies across Indonesia provide insights into KIA implementation. In Denpasar, Apriliani (2020) found that while KIA policies are well-conceived, challenges remain in communication and public awareness, limiting program uptake. Similarly, Arista and Suderana (2019) reported that KIA implementation in Badung Regency faces constraints in human resources and bureaucratic coordination. In Samarinda, Faujiah and Arifin (2021) highlighted that resource limitations and lack of implementer motivation affected the effectiveness of KIA service delivery. Fernandes and Wulandari (2020) found that in Depok, structured SOPs and coordinated organizational practices improved policy consistency but gaps remained in public understanding.

Empirical research also underscores the challenges of policy execution in diverse regional contexts. Firnanda and Prabawati (2023) noted that in Sidoarjo Regency, despite sufficient resources, the enthusiasm and disposition of implementers varied, affecting policy outcomes. Similarly, Siregar

(2022) found that in Labuhanbatu Selatan, communication and coordination inconsistencies led to delays and limited KIA issuance. These studies suggest that while the legal framework for KIA is clear, implementation effectiveness depends on local administrative capacity, communication strategies, and the commitment of public servants.

2.3 Theoretical Framework

This study draws on Van Meter and Van Horn's model of policy implementation (as cited in Wahab, 2016) and the Edward III framework (Subarsono, 2022), which emphasize the interrelation between policy design, implementer behavior, and organizational factors. The model highlights that even well-designed policies may fail if implementers lack clarity, resources, or commitment. It also stresses the importance of bureaucratic support, standardized procedures, and communication channels. In the context of Kutai Barat Regency, this theoretical lens helps analyze why only 45.3% of children currently possess KIA (Kutai Barat Regency Population and Civil Registration Service, 2023).

III. Research Methodology

3.1 Research Design

This study employs a descriptive qualitative research design (Sugiyono, 2012) aimed at understanding the implementation of the Child Identity Card (KIA) Program Policy in Kutai Barat Regency. The descriptive qualitative approach allows for an in-depth exploration of processes, behaviors, and contextual factors affecting policy implementation. This approach is appropriate because the study seeks to describe the phenomenon as it occurs naturally without manipulating variables, providing rich insights into the administrative practices, challenges, and responses of policy implementers and stakeholders.

The study also integrates theoretical frameworks from Van Meter and Van Horn (as cited in Wahab, 2016) and Edward III (Subarsono, 2022), focusing on key dimensions such as communication, resources, disposition, and bureaucratic structure. By applying this framework, the study systematically analyzes both the enablers and obstacles in the implementation of the KIA program in the local government context of Kutai Barat Regency.

3.2 Population and Sample

The research population comprised all stakeholders involved in the implementation of KIA policy in Kutai Barat Regency, including officials from the Population and Civil Registration Service (Dinas Kependudukan dan Pencatatan Sipil) and community leaders from various sub-districts.

A purposive sampling technique was used to select 15 key informants who have direct involvement or significant knowledge of KIA policy implementation. The inclusion criteria were:

Officials responsible for KIA issuance and public services.

Community leaders who interact with citizens regarding KIA registration.

Individuals with knowledge of administrative challenges in policy execution.

This sampling approach ensures that data are collected from those most knowledgeable about the phenomenon, providing reliable and contextually relevant insights (Sugiyono, 2012).

3.3 Data Collection Techniques

Data collection involved multiple complementary techniques to ensure triangulation and robustness of findings:

In-depth Interviews – Semi-structured interviews were conducted with the 15 key informants to gather detailed insights on policy implementation, obstacles, and strategies to improve KIA services.

Observation – Researchers observed administrative processes at the Population and Civil Registration Service offices to examine resource availability, SOP adherence, and staff behavior.

Document Analysis – Official documents, statistical reports, and previous research studies were reviewed to provide secondary data and contextual background, including population statistics and KIA ownership rates.

These techniques allowed the research to capture both subjective experiences of implementers and objective administrative data, providing a holistic understanding of KIA policy implementation.

3.4 Data Analysis

The collected data were analyzed through a qualitative thematic analysis process, which involved:

Data Reduction – Summarizing and selecting relevant information to focus on key aspects of KIA policy implementation.

Data Display – Presenting data using narrative descriptions, tables, and visualizations to illustrate findings clearly.

Inference and Verification – Drawing conclusions through cross-checking information from interviews, observations, and documents. The validity of the data was ensured through triangulation across multiple sources and perspectives (Sugiyono, 2012).

This analytical framework allows the study to identify patterns, relationships, and discrepancies in policy implementation, as well as to assess the impact of communication, resources, disposition, and bureaucratic structures on the success of the KIA program in Kutai Barat Regency.

IV. Results and Discussion

4.1 Analysis of the Implementation of the Child Identity Card (KIA) Policy in Kutai Barat Regency

The implementation of the Child Identity Card (KIA) policy in Kutai Barat Regency was analyzed through four dimensions: communication, resources, disposition, and bureaucratic structure, following the framework of Edward III (Subarsono, 2022).

4.1.1 Communication

a) Transmission

Effective policy transmission involves delivering clear instructions and information from policymakers to implementers and the public (Subarsono, 2022). In Kutai Barat Regency, the results of interviews indicated that communication between the Population and Civil Registration Service and local communities regarding KIA registration was generally effective. Implementers actively disseminated information through direct interactions, socialization events, and digital announcements, ensuring that the objectives of the policy were communicated to the target population. This finding aligns with Fernandes and Wulandari (2020), who emphasized the importance of structured communication in KIA implementation.

b) Clarity of Information

Despite effective transmission, clarity of information to the community was suboptimal. Several key informants reported that parents and guardians were sometimes confused about the requirements and procedures for obtaining KIA. This lack of clarity reflects similar findings in Apriliani (2020) and Arista and Suderana (2019), who highlighted that unclear instructions hindered citizens' understanding and uptake of KIA services.

c) Consistency

Consistency in communication ensures that instructions remain uniform over time. The research revealed occasional inconsistencies in KIA registration announcements, causing confusion among both implementers and the public. Such inconsistencies impacted the rate of KIA uptake, mirroring findings in Siregar (2022) and Faujiah and Arifin (2021). Continuous, uniform messaging is critical to achieving effective implementation outcomes.

4.1.2 Resources

Resources are essential for policy implementation, including human resources, budget, equipment, and authority (Subarsono, 2022). In Kutai Barat Regency, the Population and Civil Registration Service was adequately staffed, with personnel trained in KIA procedures and sufficient budgetary and technological resources to support implementation. Key informants noted that the availability of KIA printing equipment and standardized forms contributed to efficient service delivery.

These findings differ from Krisnawati, Wahid, and Anhar (2019), who reported that resource limitations in Banjarmasin City hindered KIA service quality. The positive resource conditions in Kutai Barat Regency suggest that resource constraints were not a significant obstacle to policy implementation in this study context.

4.1.3 Disposition

Disposition reflects the attitudes and enthusiasm of policy implementers (Subarsono, 2022). Interviews revealed that while most implementers supported the KIA policy, their enthusiasm varied. Implementers who were motivated and engaged facilitated smoother service delivery, while less enthusiastic personnel occasionally delayed procedures. This finding aligns with Apriliani (2020), who observed that the implementers' commitment significantly affects policy outcomes. Specifically: Implementation Support: Implementers generally supported the KIA program, ensuring continuity of services (Firnanda & Prabawati, 2023).

Enthusiasm: Although support was present, enthusiasm levels were inconsistent, particularly during high-demand periods, affecting service responsiveness.

4.1.4 Bureaucratic Structure

A functional bureaucratic structure ensures that policies are executed systematically. The study found that Kutai Barat Regency had well-defined SOPs for KIA services, providing step-by-step guidance for staff (Subarsono, 2022). SOPs standardized service delivery and minimized procedural errors, consistent with Fernandes and Wulandari (2020).

Fragmentation the division of responsibilities among different units—was also implemented effectively. Each sub-unit had clearly defined roles, reducing overlap and confusion. Coordination between units facilitated smooth operations and timely service delivery. This aligns with findings in Firnanda and Prabawati (2023), who emphasized the importance of structured coordination in bureaucracies implementing KIA policies.

4.2 Analysis of Obstacles in Implementing KIA Policy

Despite overall effective implementation, several obstacles were identified:

Communication challenges – Lack of clarity and inconsistent messaging led to confusion among the public.

Disposition limitations – While support existed, low enthusiasm among some implementers reduced efficiency.

Community uptake – Only 45.3% of eligible children in Kutai Barat Regency had obtained KIA by 2022, indicating gaps in both awareness and procedural compliance (Kutai Barat Population and Civil Registration Service, 2023).

These obstacles echo findings in Prabangkara, Wijaya, and Suryani (2022) and Zubaedah, Hajar, and Aulia (2022), who highlighted similar challenges in other Indonesian regions. Addressing these factors is critical to improving KIA coverage and ensuring that the policy fulfills its objectives of child protection and civil documentation.

V. Conclusion and Recommendations

5.1 Conclusion

Based on the findings of this study on the implementation of the Child Identity Card (KIA) policy in Kutai Barat Regency, several key conclusions can be drawn:

Communication: The transmission of KIA policy information between policymakers, implementers, and the public is generally effective. However, clarity and consistency remain suboptimal. Many parents and guardians are still unclear about the procedures, leading to a lower uptake of KIA services. This aligns with previous findings that communication clarity is a critical factor in policy effectiveness (Apriliani, 2020; Arista & Suderana, 2019).

Resources: The Kutai Barat Regency Population and Civil Registration Service has adequate human, financial, and material resources to implement KIA services effectively. Staff are trained, and necessary equipment and authority are available, reducing the risk of resource-related implementation barriers. This contrasts with other regions where limited resources hinder service delivery (Krisnawati et al., 2019).

Disposition: While implementers generally support the KIA program, their enthusiasm varies. Some staff show high commitment, which facilitates smooth service delivery, whereas low enthusiasm among others occasionally slows processes. This indicates that implementer disposition is crucial to achieving policy objectives (Subarsono, 2022).

Bureaucratic Structure: The policy is supported by well-defined SOPs and effective fragmentation of responsibilities across units, ensuring structured and coordinated implementation. Coordination among sub-units minimizes confusion and improves service efficiency, consistent with previous studies (Fernandes & Wulandari, 2020; Firnanda & Prabawati, 2023).

Obstacles: The main challenges include communication clarity, inconsistent messaging, and variable implementer enthusiasm. Consequently, only 45.3% of eligible children had obtained KIA by 2022, suggesting that while the policy framework is strong, implementation gaps remain, especially in public awareness and engagement (Kutai Barat Population and Civil Registration Service, 2023).

5.2 Recommendations

Based on the study findings, the following recommendations are proposed to improve the implementation of the KIA policy in Kutai Barat Regency:

Enhance Communication: Develop clear, consistent, and accessible information campaigns targeting parents, guardians, and community leaders.

Utilize multiple channels (social media, community meetings, schools, and health centers) to ensure comprehensive coverage.

Increase Implementer Engagement: Conduct training and motivational workshops to improve the enthusiasm and commitment of staff.

Introduce performance monitoring systems that recognize high-performing implementers and encourage continuous improvement.

Optimize Service Accessibility: Implement mobile KIA registration units in remote sub-districts to improve coverage.

Simplify procedural requirements where possible without compromising policy standards.

Strengthen Public Awareness: Collaborate with schools and local community organizations to educate parents on the benefits and necessity of KIA registration.

Promote the importance of KIA for child protection, public service access, and legal documentation.

Conduct Further Research: Future studies should examine additional factors influencing KIA uptake, including socio-cultural barriers, community trust, and implementer workload.

Comparative studies across different regencies could provide insights into best practices and implementation models.

References

- Apriliani, K. (2020). Implementasi Kebijakan Peraturan Menteri Dalam Negeri No 2 Tahun 2016 Tentang Kartu Identitas Anak (KIA) di Dinas Kependudukan dan Catatan Sipil Denpasar. *WIDYA ACCARYA: Jurnal Kajian Pendidikan FKIP Universitas Dwijendra*, 11(1), 1–9.
- Arista, W. D., & Suderana, W. (2019). Implementasi Kebijakan Program Kartu Identitas Anak (KIA) di Dinas Kependudukan dan Catatan Sipil Kabupaten Badung. *Jurnal Ilmiah Dinamika Sosial*, 3(1), 57–66.
- Faujiah, N., & Arifin, M. Z. (2021). Implementasi Kebijakan Kartu Identitas Anak (KIA) Pada Dinas Kependudukan dan Pencatatan Sipil Kota Samarinda. *JPBM (Journal of Policy & Bureaucracy Management)*, 2(2), 88–102.
- Fernandes, S., & Wulandari, S. (2020). Implementasi Kebijakan Kartu Identitas Anak pada Dinas Kependudukan dan Pencatatan Sipil Kota Depok. *Jurnal Media Birokrasi*, 2(2), 145–167.
- Firnanda, M. R. H. E., & Prabawati, I. (2023). Implementasi Kebijakan Kartu Identitas Anak di Dinas Kependudukan dan Pencatatan Sipil Kabupaten Sidoarjo. *PUBLIKA: Jurnal Ilmu Administrasi Negara*, 12(1), 2707–2720.
- Krisnawati, M., Wahid, A., & Anhar, D. (2019). Implementasi Kebijakan Program Kartu Identitas Anak (KIA) di Dinas Kependudukan dan Pencatatan Sipil Kota Banjarmasin. *Jurnal Ilmu Administrasi Publik*, 1–7.
- Subarsono, A. (2022). *Analisis Kebijakan Publik: Konsep, Teori, dan Aplikasi: Vol. XI*. Yogyakarta: Pustaka Pelajar.
- Sugiyono. (2012). *Metode Penelitian Kuantitatif, Kualitatif dan R&D*. Bandung: Penerbit Alfabeta.
- Kutai Barat Regency Population and Civil Registration Service. (2023). Statistical data on KIA ownership.