



Implementation of Digital-Based Public Service Policies at The Metro Jaya Police Directorate of Intelligence and Security: A Study of Online Police Record Certificates

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ABSTRACT

This research aims to analyze the implementation of digital public service policy in issuing Police Record Certificates (SKCK) at the Directorate of Intelligence and Security (Ditintelkam) of the Jakarta Metropolitan Police (Polda Metro Jaya). The Online SKCK service is a digital innovation initiated by the Indonesian National Police to enhance public service quality by promoting faster, more transparent, and accountable processes through the *Super App Presisi POLRI* application. This study employs a qualitative descriptive approach using in-depth interviews, observations, and document analysis with relevant stakeholders. Data were analyzed based on George C. Edwards III's policy implementation theory, which consists of four variables: communication, resources, disposition, and bureaucratic structure. The findings reveal that the implementation of the Online SKCK policy at Polda Metro Jaya is not yet optimal. The main obstacles include insufficient public dissemination, limited human resource capacity in digital access, and weak inter-agency coordination. Nevertheless, there is a strong institutional commitment to improve the system through infrastructure enhancement, personnel capacity development, and information system integration. This study provides strategic recommendations to strengthen coordination, expand outreach, and improve the overall effectiveness of digital public service delivery within the police institution.

INTRODUCTION

Public services are related to a series of activities carried out by individuals, groups, or certain institutions to support and facilitate the community in achieving certain goals. With the various interests and needs of the community, public services are increasingly important. This obligation is not only borne by the government but can also be carried out by the private sector (Harsono, 2019). In Indonesia, Law Number 25 of 2009 concerning Public Services defines public services as activities to meet the needs of the community, which include the provision of goods, services, or administrative services. However, in reality, the implementation of public services by the government still faces various challenges, such as a lack of effectiveness and efficiency and low quality of human resources (Yayat, 2017). This can be seen from the many complaints from the community, both directly and through the mass media, which emphasize the need for improvements in the quality of public services (Putra, 2016; Yayat, 2017).

In line with increasing public demands for fast, transparent, and accountable services, the Indonesian National Police, through Baintelkam, periodically conducts Public Satisfaction Surveys (SKM) on SKCK services throughout Indonesia. However, in the last three years (2022–2024), based on the results of a national survey conducted by Baintelkam in collaboration with independent parties such as Syiah Kuala University, the Metro Jaya Regional Police, which is the largest regional police force with the highest service density, has never been ranked among the top SKCK service units nationally.

One way to overcome limitations in the quality of public services is to implement digitalization (Lestari et al., 2021). Digital-based public services will make it easier for the public to obtain information and services quickly, thereby supporting the creation of better service quality (Wiranti & Frinaldi, 2023). As a state institution responsible for serving the public, the police must provide quality public services. One of the problems with the quality of public services provided by the Police at Polda Metro Jaya in the application for the issuance of Police Clearance Certificates (SKCK) is that there have been complaints from the public regarding requests for duplicate files, which should not be necessary if the registration has been done online, as well as

server disruptions that prevent them from accessing the application and hinder the SKCK registration process (Observation, June 12, 2025). To strengthen the Online SKCK service, a policy supporting this program is needed. Therefore, the Metro Jaya Regional Police implemented National Police Chief Regulation No. 6 of 2023 concerning the Issuance of Police Clearance Certificates (Indonesian National Police, 2023). To ensure that digital based public service policies at the Jakarta Metropolitan Police can be implemented and enforced effectively, good socialization and coordination are needed, along with the strengthening of human resources and infrastructure.

This study aims to describe the implementation of the Online SKCK policy using George Edward III's theory as a tool to analyze the substance of the research problem because this theory is relevant to the substance of the problem. This study is expected to produce relevant strategic recommendations and contribute positively to the realization of adequate digital-based public services at the Metro Jaya Regional Police.

THEORETICAL REVIEW

Administration is a process that includes planning, organizing, directing, and supervising various activities to achieve certain goals efficiently and effectively. According to (The Liang Gie, 2000), administration is the entire process of cooperation between two or more people based on certain rationality to achieve predetermined goals. Administration is not limited to recording or administrative activities, but covers broader aspects, such as decision making, resource coordination, and policy implementation.

Public administration is a discipline that studies how public policies are designed, implemented, and evaluated in the context of effective, efficient, and accountable governance. The paradigm of public administration has undergone significant changes in line with socio political and technological developments. One of the latest paradigms is Digital Era Governance and Smart Governance, which rely on the use of technology to improve transparency, public engagement, and service effectiveness.

Public policy is a set of decisions made by individuals or political groups in an effort to

determine the objectives and means to achieve certain goals (Budiardjo, 2013). Thomas R. Dye states that public policy is "whatever the government chooses to do or not to do," which means that policy is a choice for the government in carrying out or not carrying out an action (Abidin, 2012). Andreas Hoogerwerf explains that public policy is a directed effort to achieve certain goals in a certain way within a certain time.

The process of implementing public policy is explained through several implementation models. George C. Edwards III's (1980) model states that policy implementation is influenced by four main variables, namely: communication, resources, disposition, and bureaucratic structure. These four variables are interrelated and determine the success of public policy implementation. Communication is necessary so that the objectives of the policy are understood by the implementers; resources include personnel, funds, information, and facilities; disposition concerns the implementers' attitudes towards the policy; while bureaucratic structure includes the work system and operational standards applied. In addition, Merilee S. Grindle emphasizes that the success of policy implementation is influenced by two factors, namely the substance of policy and the context of implementation. Meanwhile, (Van Meter & Van Horn, 1975) adds six variables that influence implementation, namely policy standards and objectives, resources, interorganizational communication, characteristics of implementing agents, socio-economic and political conditions, and the disposition of implementers.

Policy evaluation aims to assess the effectiveness of public policy and whether the objectives set have been achieved (Dunn, 2003). Evaluation also serves as a form of public accountability and a basis for future policy improvements.

Digitalization is the process of converting information or data from physical form into a digital format that can be managed using information technology (Nugraha et al., 2020). The government can utilize online platforms such as websites, mobile applications, and social media to improve the quality of public services. Thus, digitalization plays an important role in improving public services and strengthening the

relationship between the government and the community (Mawarni, 2023).

A Police Clearance Certificate (SKCK) is an official letter issued by the Indonesian National Police to an applicant, stating that the person concerned has no criminal record or has never been involved in a criminal act (). Based on National Police Chief Regulation No. 18 of 2014, SKCK is an official certificate issued by the National Police through its Intelligence and Security function to explain whether or not an individual has a record of criminal activity or crime.

According to Law No. 25 of 2009, public services are activities to meet the needs of the community for goods, services, and administrative services provided by the government. Quality public services must prioritize the principles of transparency, accountability, effectiveness, efficiency, and ease of access. Minister of State Apparatus Empowerment Decree No. 63 of 2003 states that the basic principles of public services include simplicity, clarity, certainty of time, accuracy, responsibility, security, ease of access, discipline, and comfort.

Based on the above explanation, the theories of public administration, public policy, and policy implementation according to George C. Edwards III become an important conceptual basis in analyzing the implementation of digital-based public service policies at the Metro Jaya Regional Police Intelligence and Security Directorate, particularly in the implementation of the Online SKCK.

METHODS

This study applies a qualitative method that aims to analyze social aspects by describing social reality from the perspective or interpretation of informants. This method emphasizes efforts to understand how individuals view, interpret, or describe their social world. The essence of qualitative research is deep understanding (Sudaryono, 2019; Sugiyono, 2015). This research was conducted from July 2025 to November 2025 at the Directorate of Intelligence and Security (Ditintelkam) of the Metro Jaya Regional Police. This location was chosen based on the high demand for SKCK services in the Metro Jaya Regional Police jurisdiction, which is an important representation of the digital-based public service system within the police force.

The research informants were individuals who had information about the object being studied. Informants were determined using purposive sampling, which is selecting informants based on the research objectives. In this study, the informants consisted of eight people, namely: BOP Bidyanmas Baintelkam POLRI, Kasi Yanmin Ditintelkam Polda Metro Jaya, Pamin 1 Yanmin Polda Metro Jaya, two operators or Bamin Yanmin Polda Metro Jaya, and three members of the public who use the SKCK Online service. Primary data was obtained through observation, in-depth interviews, and questionnaires with the research informants. Secondary data was obtained through documentation and literature studies from books, journals, and regulations relevant to the research topic. Data collection techniques were carried out through observation, interviews, and documentation studies. The data in this study was analyzed using a model (Miles et al., 2014) which included data condensation, data presentation, and conclusion drawing and verification. Credibility testing was conducted to ensure data validity by extending the research period, triangulating sources and methods, and explaining researcher bias to improve the validity of the research results (Creswell, 2009; Hardani et al., 2020).

RESULTS AND DISCUSSION

RESULTS

The implementation of digital-based public service policies through the Online SKCK service at the Directorate of Intelligence and Security (Ditintelkam) of the Metro Jaya Regional Police is an effort by the Indonesian National Police to improve the quality of public services to be fast, transparent, and accountable. Based on the research results obtained through observation and interviews with a number of informants, it is known that the implementation of this policy has not been optimal. The results of the interview with Informant 1 (Baintelkam Polri) stated that:

"Baintelkam, as the supervisor of public services, particularly SKCK Online, issued a Telegram Letter (STR) or Directional Guidelines (Jukrah) to all regions, including the Metro Jaya Regional Police, to implement changes in services from manual to online."

This was reinforced by the statement from Informant 2 (Yanmin Ditintelkam Polda Metro Jaya), who explained that:

"With the online system, the SKCK issuance process has become faster, more practical, and able to meet the demands of the public who require public services based on information technology."

However, there are still obstacles that prevent the service process from always running optimally. According to the statement from Informant 3 (Yanmin Ditintelkam Polda Metro Jaya), he explained that:

"So, the obstacle with the online SKCK is the network in the application. Sometimes the application has errors, sometimes because there are so many people accessing it, so when we want to input data, sometimes it cannot be read. This application is actually fully controlled by the National Police Headquarters in relation to the SKCK, so the Provincial Police also still has limitations in accessing data. If there are obstacles, we still have to wait for the National Police Headquarters."

Additionally, Informant 4 (Operator) added the following:

"For the app itself, it's user-friendly for me personally, but since it's managed directly by the National Police Headquarters, if there are issues or maintenance, we have to wait."

Based on field observations and in-depth interviews with implementing officers, it was found that policy dissemination has not been fully effective. Information regarding procedures, requirements, and how to use the SKCK Online application has not been conveyed evenly to the public. Dissemination is still predominantly carried out through the official social media of the Metro Jaya Regional Police and has not reached all levels of society, especially those who are less familiar with digital technology. This condition has resulted in some applicants still choosing to come directly to conventional service counters.

Informant 5 (Operator) stated that:

"Socialization to the public can be done through social media such as Instagram and through physical means such as banners or flyers or billboards posted at service counters and in places frequented by the public. However, since the public is not entirely internet-savvy or tech-savvy, and especially since few people pay attention to banners, when someone at the

counter has not registered online, we direct them to the helpdesk."

The results of the interview with Informant 6 (service user) stated that:

"I have never seen any socialization on social media because I rarely use social media, mostly on TikTok, but I also don't know if there is an online SKCK. Maybe besides Instagram, it can also be shared on TikTok."

In addition to challenges in outreach and public understanding, some service user informants faced difficulties in using the application. The results of the interview with Informant 7 (service user) stated that:

"Online services still face challenges, particularly with the Supper Apps application when entering data and refreshing the application, so improvements to the application's performance are needed."

Similarly, Informant 8 (service user) stated: *"During the process, they encountered difficulties when uploading a photo of their face and filling in personal data, requiring multiple attempts."*

In general, the research results show that the implementation of digital-based public service policies at the Metro Jaya Regional Police's Intelligence and Security Directorate has not been fully effective. The main obstacles found include: (1) There are still obstacles related to internet network stability and application errors that hinder the service process; (2) The level of public ability to use the SKCK Online application is still uneven across various groups; (3) Authority in system management is still centralized, limiting flexibility at the implementation level; (4) Coordination between relevant institutions is not yet optimal; (5) The service structure is still a combination of digital and manual systems; (6) Information about the procedures, mechanisms, and benefits of using SKCK Online has not been disseminated evenly through various communication channels; (7) The system integration process still requires a considerable amount of time due to the lack of effective synergy between agencies.

DISCUSSION

The implementation of digital-based public service policies at the Intelligence and Security Directorate (Ditintelkam) of the Metro Jaya Regional Police was analyzed using George C.

Edwards III's policy implementation theory, which includes four main variables, namely communication, resources, disposition, and bureaucratic structure. These four variables are interrelated and determine the success of the implementation of digital-based public service policies.

1. Communication

Communication plays an important role in ensuring that the digital-based public service policy through SKCK Online can be understood and implemented by all relevant parties, both implementers and service users. Based on the results of interviews with Informant 1 (Baintelkam Polri), the policy has been disseminated to all ranks through Telegram Letters (STR) or Directives (Jukrah). This shows that vertical communication from the center to the regions has been carried out formally. However, at the implementer and community levels, policy communication has not been optimal. Information about the procedures and methods for using the SKCK Online application has not been fully conveyed to the wider community. Socialization is still limited to certain social media (Instagram) and physical media (banners, billboards, flyers), while not all members of the public are digitally literate. Therefore, it is necessary to expand the reach of socialization to the public through various communication media. This aims to ensure that applicants from various social backgrounds have an adequate understanding of the procedures, mechanisms, and benefits of the SKCK Online service.

2. Resource

The success of policy implementation is highly dependent on the availability of human resources, finances, infrastructure, and technological support. From the interviews, it was found that the implementing human resources (operators and service officers) already understand how the application works and are responsive to the community's obstacles (Informants 4 and 5). However, technological resources remain a major obstacle. Informants 3 and 4 revealed that errors, network disruptions, and data access limitations often occur because the system is managed entirely by the National Police Headquarters. On the public side, user capacity (digital literacy) is also uneven. Some users (Informants 7 and 8) still

have difficulty uploading data and using the application.

3. Disposition (Attitude of Implementers)

Disposition refers to the commitment, motivation, and attitude of implementing officials in carrying out policies. Based on the interview results, the implementers showed positive commitment to digital services. They understood the purpose of SKCK Online to accelerate and simplify services (Informant 2). However, because the authority to manage the system is still fully held by the National Police Headquarters, when technical disruptions occur, they can only wait for instructions from the center without being able to take immediate corrective action.

4. Bureaucratic Structure

The bureaucratic structure affects coordination, division of authority, and the effectiveness of policy implementation. The implementation of SKCK Online is carried out in a hierarchical structure, in which the entire system and application are managed by the National Police Headquarters, while the Metro Jaya Regional Police only acts as a technical implementer in the field. This condition causes high dependence on the center, so that every technical obstacle in the field must wait for handling from the Headquarters. In addition, coordination between agencies and related units has not been optimal, so that the process of data and system integration takes a long time. The service structure is also still hybrid (manual and online), which shows that the transition process has not been fully completed.

Overall, the four factors in George C. Edwards III's theory indicate that the implementation of digital-based public service policies at the Metro Jaya Regional Police's Directorate of Intelligence and Security has not been optimal. Communication and resources are the main obstacles affecting policy implementation, while disposition and bureaucratic structure still need improvement. The implementation of digital-based public service policies is expected to improve the efficiency, transparency, and accountability of public services. To that end, there needs to be improved coordination between units and updated technological infrastructure so that digital policies can run effectively in accordance with the objectives that have been set.

Discussions regarding the effectiveness of a policy cannot be separated from the process of evaluating the organization's progress in achieving its objectives. The internal evaluation process is carried out as a form of mitigation against various obstacles and barriers that arise in the implementation of the online SKCK program at Polda Metro Jaya. The results of this evaluation are then submitted to the relevant units that are directly related to the issuance of SKCK, so that any problems can be immediately followed up. In addition to internal evaluation, an external evaluation mechanism is also carried out through public satisfaction surveys. The Metro Jaya Regional Police conducts surveys on a daily basis, but the results are compiled and reported every three months in accordance with the provisions of the Minister of Administrative and Bureaucratic Reform Regulation. In this way, an overview of the public's perception of the quality of services provided can be obtained.

The evaluation of online SKCK services is not only carried out through routine reporting and public satisfaction surveys, but also through capacity building training activities for service officers. The Yanmin Dirintelkam Section of the Metro Jaya Regional Police regularly refers personnel to participate in established training programs. This is intended to ensure that all personnel have adequate certification and competence in carrying out their service functions, as well as to serve as a form of internal supervision (control function) of the quality of police services, particularly in the SKCK issuance control function (). However, there are still several weaknesses in the implementation of the online SKCK, including: (1) the validity of the data cannot be fully accounted for. Although the SKCK issuance process has become easier and simpler, officers cannot be certain who inputs the data online, which could potentially affect the validity of the SKCK issued by the National Police; and (2) the procedures for filling out fingerprint forms, taking fingerprints, formulating fingerprints, and filling out Tik cards as part of the profiling and identification process must still be done face-to-face.

CONCLUSION

The implementation of digital-based public service policies at the Intelligence and Security Directorate (Ditintelkam) of the Metro Jaya Regional Police has not been optimal. Based on the results of the study analyzed using George C. Edwards III's policy implementation theory, it is known that the four main variables, namely communication, resources, disposition, and bureaucratic structure, have not been implemented optimally. Communication has not been effective due to uneven dissemination of information and weak coordination between departments. Human resources and technological infrastructure do not yet fully support the implementation of digital services. The disposition of the implementers shows commitment, but is not yet accompanied by full awareness of the importance of digitization. The bureaucratic structure is still hierarchical and not yet fully digitized, which hinders the speed of service. Nevertheless, the Online SKCK policy is a positive step towards realizing fast, transparent, and accountable public service transformation. To achieve the successful implementation of this policy, it is necessary to strengthen coordination between units, improve human resource competencies, update technological infrastructure, and conduct continuous monitoring so that digital-based public services within the police force can run effectively and provide satisfaction to the community.

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