



Bureaucratic Delay in ID Card Service Delivery Through Lampung City Dukcapil's E-Government System

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ABSTRACT

Even though e-ID card services are available in Bandar Lampung, delays still often occur. According to Permendagri No. 19/2018, these services should be completed within 24 hours. This paper examines the factors behind the delays, including organizational, cultural, and human resource issues. From the organizational side, problems arise because the card-issuing units depend heavily on central units and lack backup support for local offices. There is no real-time tracking for recording, printing, and delivery processes, and the vertical structure of the organization slows down decision-making. Cultural factors also contribute, such as a top-down command style, lack of standard operating procedures, and low transparency, all of which make it harder to respond quickly. Human resource issues add another layer, including differences in digital literacy, lack of proper training, and uneven workloads, which reduce the effective use of SIAK-IKD systems. Using the “Three Delays” Model, the analysis shows that Delay 3 related to service delivery is the main problem, while Delays 1 and 2, linked to decision-making and access, also play a role in preventing services from reaching the expected delivery standard in Bandar Lampung.

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INTRODUCTION

Delays in civil registration services at the Dinas Kependudukan dan Pencatatan Sipil Kota Bandar Lampung remain a problem and show ongoing structural issues that slow down Indonesia's digital governance goals (Dinas Kependudukan dan Pencatatan Sipil Kota Bandar Lampung, 2025). Even though the national government has introduced the Digital Population Identity, the PLAVON online system, and the SIAK system, the services are still inconsistent. Residents face long waiting times, system breakdowns, and ID card processing that often takes 10 to 14 days longer than the 24-hour standard (Moucheraud et al., 2016). The problem is worsened when blank ID cards run out or printers fail, forcing people to return multiple times and leaving them frustrated (Ombudsman RI Perwakilan Provinsi Lampung, 2021a).

A big part of the issue comes from the reliance on centralized supply chains. Local offices cannot manage their own stock of blank cards or fix broken printers, which makes it hard to respond quickly to demand (Dinas Kependudukan dan Pencatatan Sipil Kota Bandar Lampung, 2025). The lack of real-time monitoring also makes it difficult for staff to foresee



delays or plan resources properly (Moucheraud et al., 2016). Human resources add another layer of challenge. Staff skills in digital systems vary widely, and training is limited, so the Digital Population Identity system is underused, reaching only 22 percent of its potential (Huntua, 2024). Citizens, especially in suburban areas with poor internet and little tech knowledge, struggle to use PLAVON and other online services (Ndou, 2004). Organizational culture makes things worse. Top-down communication, inconsistent procedures, and low transparency create confusion for residents. The Ombudsman reports show that even small changes, like vehicle pickup schedules, make citizens return to the office unnecessarily (Ombudsman RI Perwakilan Provinsi Lampung, 2021a).

Looking at it through the Three Delays Model, the main problem is at the service delivery stage, where structural, cultural, and human resource issues come together (Moucheraud et al., 2016). Fixing this requires changes like keeping stock buffers, improving technology, making the organization more flexible, and investing in staff training.

LITERATURE REVIEW

The introduction of e-government in public services is often framed as a solution to long-standing bureaucratic inefficiencies. Digital systems are expected to shorten procedures, reduce queues, and increase transparency by minimizing direct interaction between citizens and administrative staff (Ndou, 2004). In practice, however, the transition from conventional administration to digital governance is rarely straightforward. Many public institutions adopt digital platforms while continuing to operate under rigid bureaucratic routines, causing the expected efficiency gains to remain largely symbolic (Heeks, 2006).

In population administration, digital systems such as SIAK, Digital Population Identity, and online service platforms were designed to ensure faster processing and real-time data integration. Several studies on civil registration and vital statistics systems in Indonesia show that digitalization has improved data accuracy and coordination across agencies, but has not fully eliminated service delays (Mikkelsen et al., 2023; Musadad, 2023). Similar patterns are found in other developing countries, where digital identity programs increase coverage but continue to face operational bottlenecks caused by organizational and governance limitations (Mwaniki et al., 2023). These findings suggest that digital tools alone are insufficient when institutional practices remain unchanged.

One of the most frequently discussed causes of delay in public services is organizational structure. Bureaucratic institutions that rely on hierarchical decision-making and centralized control tend to respond slowly to operational disruptions, particularly when demand suddenly increases (Wilson, 1989). In Indonesia, studies on bureaucratic reform indicate that centralized management of logistics, staffing, and budgeting often prevents local offices from adapting to service pressures in a timely manner (Susanto, 2020). In civil registration services, dependence on centrally distributed blank ID cards and limited local autonomy restrict the ability of offices to anticipate shortages and manage workloads effectively (Dinas Kependudukan dan Pencatatan Sipil Kota Bandar Lampung, 2025). As a result, digital systems designed to operate in real time are constrained by organizational arrangements that remain highly rigid.



Organizational culture further shapes how these structures function in daily practice. In many public institutions, communication flows predominantly from top to bottom, leaving little room for feedback from frontline staff who deal directly with service users (Samion & Chasanah, n.d.). Weak transparency and inconsistent implementation of standard operating procedures often lead to confusion, both internally and among citizens (Ombudsman RI Perwakilan Provinsi Lampung, 2021a). In the context of civil registration, unclear information regarding schedules, document availability, or system disruptions frequently forces citizens to return multiple times, increasing dissatisfaction and eroding trust in public institutions (Pratama & Sari, 2023).

Digital government reforms also demand changes in governance culture, not merely technological upgrades. Without stronger horizontal coordination and openness to public feedback, digital platforms risk functioning as formal requirements rather than practical solutions (Lee & Kim, 2022). Research on population administration in Indonesia consistently highlights a gap between formal service standards and actual implementation, indicating that cultural and governance issues remain deeply embedded despite ongoing digital reforms (Wijaya et al., 2024).

Human resource capacity is another critical element influencing service delivery outcomes. Uneven digital literacy among civil servants limits the effective use of information systems, particularly in processes that require technical competence such as biometric registration and data verification (Huntua, 2024). Although training programs are regularly conducted, their limited frequency often fails to keep pace with increasing service demands and system complexity (Wijaya et al., 2024). High workloads combined with limited technical support further reduce staff effectiveness, especially when only a small number of IT personnel are available to handle system maintenance and troubleshooting (Drechsler & Anttiroiko, 2020).

Comparative experiences from more advanced digital identity systems show that sustained investment in human capital is essential for maintaining service efficiency. Continuous training, clear performance incentives, and institutional support mechanisms are necessary to prevent digital systems from becoming underutilized or mismanaged (Krimmer et al., 2018). Without such support, digitalization risks increasing pressure on staff rather than alleviating it.

To better understand how these various factors interact, the Three Delays Model offers a useful analytical framework. The model identifies delays at three critical stages: the decision to seek services, access to service facilities, and the delivery of timely and adequate services (Thaddeus & Maine, 1994). When applied to civil registration services in Indonesia, the model shows that delays most frequently occur at the service delivery stage, where organizational rigidity, limited resources, and weak coordination converge (Moucheraud et al., 2016). Delays related to decision-making and access also persist, particularly among populations with low digital literacy or limited access to online platforms, further preventing services from meeting official standards (Ndou, 2004).

Viewed through this lens, bureaucratic delays in ID card services are not isolated technical failures, but systemic outcomes shaped by organizational structure, institutional culture, and human resource capacity. This perspective provides a foundation for analyzing



why e-government initiatives in population administration often fall short of their intended performance targets despite significant technological investment.

RESEARCH METHODS

This study uses a qualitative narrative literature review with a descriptive approach to understand why bureaucratic delays continue to occur in ID card service delivery at the Dinas Kependudukan dan Pencatatan Sipil Kota Bandar Lampung, despite the adoption of e-government systems. A qualitative approach is considered appropriate because the problem examined in this research is not merely technical, but institutional and behavioral in nature, involving organizational structure, work culture, and human resource capacity. Rather than measuring service performance statistically, this study focuses on explaining how and why delays happen in everyday administrative practice.

The research relies on document-based analysis as its main data source. Official regulations, institutional reports, performance documents, and Ombudsman findings related to ID card services in Bandar Lampung are used to capture how service standards are formally defined and how they are implemented in practice (Dinas Kependudukan dan Pencatatan Sipil Kota Bandar Lampung, 2025; Ombudsman RI Perwakilan Provinsi Lampung, 2021a). These documents provide insight into service targets, organizational arrangements, workload distribution, and recurring public complaints. Academic literature on e-government, bureaucratic reform, and civil registration systems is also reviewed to situate the case of Bandar Lampung within broader discussions on public administration and digital governance (Ndou, 2004; Heeks, 2006; Wijaya et al., 2024).

To structure the analysis, this study applies the Three Delays Model as an analytical framework. Originally developed to explain barriers in maternal health services, the model has been adapted to examine obstacles in civil registration and population administration (Thaddeus & Maine, 1994; Moucheraud et al., 2016). The model divides delays into three stages: delays in decision-making to seek services, delays in accessing services, and delays in receiving timely and adequate services. This framework is used not as a rigid classification tool, but as a way to trace where delays emerge and how different factors interact across stages.

Data analysis is conducted through thematic interpretation. Information from documents and reports is categorized according to organizational factors, cultural practices, and human resource conditions that influence service delivery. These themes are then mapped onto the stages of the Three Delays Model to identify which types of delay are most dominant in the Bandar Lampung case. Particular attention is given to Delay 3, which relates to service delivery processes such as recording, printing, and distribution, as this stage appears most affected by structural bottlenecks, resource shortages, and coordination problems (Moucheraud et al., 2016).

This qualitative and document-based approach allows the study to capture inconsistencies between formal service standards, such as the 24-hour completion requirement, and the realities faced by both staff and citizens. By focusing on institutional practices rather than individual behavior alone, the method helps explain bureaucratic delay as a systemic issue



shaped by governance arrangements, organizational culture, and capacity constraints, rather than as isolated administrative failure.

ANALYSIS RESULTS

The findings show that delays in ID card services in Bandar Lampung are not caused by a single technical problem, but by a combination of organizational arrangements, work culture, and human resource limitations that interact throughout the service process. Although digital systems such as SIAK, Digital Population Identity, and PLAVON are already in place, their presence has not translated into consistent compliance with the 24-hour service standard. In practice, processing times often extend to 10–14 days, indicating a significant gap between formal policy and everyday implementation (Dinas Kependudukan dan Pencatatan Sipil Kota Bandar Lampung, 2025).

When viewed through the Three Delays Model, the most visible problems appear at the service delivery stage. Delay 3 emerges as the dominant form of delay, particularly during printing and distribution. Recording and data verification are generally completed without major obstacles, as biometric enrollment is already widespread. However, once the process reaches printing, services frequently stall due to shortages of blank ID cards and recurring printer breakdowns. Because local offices do not maintain independent stock buffers and depend on centralized supply, even minor disruptions can halt the entire process (Moucheraud et al., 2016).

Delay 1, related to the decision to seek services, is less prominent but still present. Some residents postpone applying for ID cards or digital identity activation due to uncertainty about processing time and lack of clear information. Reports indicate that inconsistent service schedules and unclear announcements about system disruptions reduce public confidence and discourage timely applications (Ombudsman RI Perwakilan Provinsi Lampung, 2021a). This hesitation indirectly increases workload peaks when residents eventually apply in large numbers, placing additional pressure on already limited resources.

Delay 2, which concerns access to services, appears mainly in relation to digital platforms. While online systems such as PLAVON are intended to simplify access, they are not equally usable for all citizens. Individuals with low digital literacy or limited internet access often struggle to complete online submissions and must rely on in-person assistance. This creates congestion at service counters and undermines the intended function of digital access channels (Ndou, 2004). As a result, digital systems reduce barriers for some users while unintentionally creating new ones for others.

Organizational structure strongly shapes how these delays unfold. The vertical hierarchy within Disdukcapil Kota Bandar Lampung limits the ability of frontline staff to respond quickly to operational problems. Decisions related to resource allocation, printer repair, or changes in service flow must pass through multiple administrative levels, slowing response time. Centralized management of supplies and staffing further constrains local flexibility, making it difficult to anticipate or absorb sudden increases in demand (Wilson, 1989; Susanto, 2020).



Work culture also plays a significant role in reinforcing delays. Communication within the organization remains largely top-down, with limited horizontal coordination between units responsible for recording, verification, and printing. Standard operating procedures are applied unevenly, particularly when technical problems arise. This often results in schedule changes that are not communicated clearly to the public, forcing citizens to return multiple times and increasing dissatisfaction (Samion & Chasanah, n.d.; Ombudsman RI Perwakilan Provinsi Lampung, 2021a).

Human resource capacity further compounds these challenges. Although staff receive regular training, differences in digital skills remain evident, particularly in handling system disruptions or integrating multiple platforms simultaneously. With only a small number of IT support personnel available, technical problems cannot always be resolved quickly, causing service backlogs to accumulate (Huntua, 2024). High daily workloads, combined with limited authority at the operational level, leave staff with little room to adjust workflows or innovate under pressure (Drechsler & Anttiroiko, 2020).

At the end, the result shows that bureaucratic delay in ID card services is not the result of resistance to digitalization, but of incomplete institutional adaptation. Digital systems operate within organizational structures and cultural practices that remain largely unchanged. As a result, technological improvements alone have not been sufficient to eliminate delays. The dominance of Delay 3 highlights the need to focus on service delivery processes, resource management, and organizational flexibility rather than solely expanding digital platforms.

CONCLUSIONS

Delays in ID card service delivery in Bandar Lampung are not primarily caused by the absence of digital systems, but by the way those systems are embedded within existing bureaucratic arrangements. Although e-government platforms have been formally adopted, their implementation remains constrained by organizational structures and work practices that have not fully adapted to digital modes of service delivery. As a result, the 24-hour service standard functions more as a formal target than a consistently achieved outcome. The findings show that most delays occur at the service delivery stage, particularly during printing and distribution. These delays are closely linked to centralized control over resources, the lack of local backup mechanisms, and limited flexibility at the operational level. Even when earlier stages of the process run smoothly, disruptions at this final stage are enough to halt the entire service flow and extend waiting times for citizens.

Cultural and human resource conditions further reinforce these delays. Communication within the organization remains largely top-down, reducing coordination across units and slowing responses to operational problems. At the same time, uneven digital skills, high workloads, and limited technical support place additional pressure on staff, making it difficult to fully utilize existing systems or adapt quickly when disruptions occur. These conditions contribute to a gap between formal service procedures and everyday administrative practice. Digitalization has changed the tools used in public administration, but it has not yet reshaped organizational behavior, authority structures, or capacity development in a meaningful way.



Without addressing these deeper institutional factors, improvements in service speed and reliability are likely to remain limited, despite continued investment in digital technology.

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