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## Implementation of the Jakarta Smart Card Plus Policy in the South Jakarta Area

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**Abstract:** In order to improve access to educational services, the Jakarta Provincial Government issued the KJP Plus policy for students from poor and vulnerable families. However, the implementation of this policy has faced challenges, particularly related to inaccurate targeting of beneficiaries, which has led to various public complaints, particularly in South Jakarta. This study aims to analyze the implementation of the KJP Plus policy in South Jakarta based on George C. Edward III's policy implementation theory, which includes aspects of communication, resources, implementer disposition, and bureaucratic structure. This study uses a descriptive qualitative approach with data collection techniques through in-depth interviews, observation, and documentation. Research informants include the Jakarta Provincial Education Office (P4OP), the South Jakarta Education Sub-Department, the Social Service Office, the Regional Development Planning Agency (BPKD), schools, and parents of beneficiary and non-beneficiary students. The results of the study indicate that the implementation of the KJP Plus has run quite well administratively and socially, supported by hierarchical communication and commitment of implementers. However, limited resources, reliance on outdated administrative data, and the absence of detailed SOPs (Standard Operating Procedures) have resulted in inaccurate socioeconomic data on beneficiaries. This study recommends strengthening public communication, regularly updating recipient data, increasing implementation resources, and developing more operational standard operating procedures (SOPs). Theoretically, this research contributes to enriching studies of public policy implementation and, in practice, provides input for policy improvement.

**Keywords:** Jakarta Smart Card Plus (KJP Plus), Policy Implementation, Education Policy, Communication in Policy Implementation.

### INTRODUCTION

Education is a fundamental right guaranteed by Article 31 paragraph (1) of the 1945 Constitution, which states that every citizen has the right to education (Firdaus & Shaliha,

2021). Education plays a vital role in human resource development and social welfare improvement; therefore, local governments have a strategic responsibility to ensure equitable access to education, particularly for poor and vulnerable communities. In this context, the Provincial Government of DKI Jakarta implements the Kartu Jakarta Pintar (KJP) Plus program as regulated in Governor Regulation of DKI Jakarta Number 110 of 2021, aimed at supporting students from low-income families. The accuracy of beneficiary targeting is a key requirement for policy success, as it determines budget effectiveness and reflects social justice.

However, the implementation of the KJP Plus program still faces challenges related to mistargeting. In practice, some economically disadvantaged students do not receive assistance, while students from relatively better-off families are registered as beneficiaries, leading to public complaints. In 2024, of 827 complaints submitted through the Cepat Respon Masyarakat (CRM) channel to the DKI Jakarta Provincial Education Office, 497 were related to KJP Plus, with 224 originating from South Jakarta. These figures indicate that the issue is systemic rather than incidental.

Previous studies show that KJP Plus implementation has encountered obstacles such as delays in fund disbursement, complicated verification processes, and duplicate beneficiary data (Afida et al., 2023; Shuhanji & Zain, 2019). In addition, educational social assistance in the form of cash transfers may be used for non-educational purposes due to limited supervision (Firdaus & Shaliha, 2021). Nevertheless, studies that specifically examine the accuracy of beneficiary targeting at the administrative level, particularly in South Jakarta, remain limited.

Mistargeting indicates a gap between policy objectives and field realities, involving data accuracy, verification mechanisms, poverty criteria, and coordination among implementers. These conditions affect budget effectiveness, as proper allocation supports optimal resource utilization and community welfare (Waluyo et al., 2025). If unresolved, such issues may reduce public trust and weaken the social legitimacy of the KJP Plus policy, despite its normative objective to support low-income groups (Wicaksana, 2024).

Based on these conditions, this study focuses on the implementation of the KJP Plus policy in South Jakarta, particularly on the accuracy of beneficiary targeting. This research employs George C. Edward III's policy implementation theory, which emphasizes four key variables communication, resources, disposition, and bureaucratic structure to analyze how policy implementation operates at the operational level. Accordingly, the research question is: *How is the implementation of the Kartu Jakarta Pintar (KJP) Plus policy in South Jakarta viewed through George C. Edward III's policy implementation theory in relation to the accuracy of beneficiary targeting?*

## **METHOD**

This study used a qualitative case study design to examine the implementation of the Jakarta Smart Card Plus (KJP Plus) policy at SMPN 3 Manggarai, South Jakarta. The case study approach enables in-depth analysis of social phenomena in real-life contexts (Yin, 2003), while qualitative research focuses on understanding meanings attached to social issues (Creswell, 2014). The research site and informants were purposively selected based on program involvement and relevant expertise, including representatives from the Jakarta Education Office, KJP Plus coordinators, the school principal, and eligibility verification staff (Rustanto & Akhmad, 2020). Data were collected through document analysis, participant observation, and semi-structured interviews, with documents including administrative reports, implementation guidelines, and Jakarta Governor Regulations related to the KJP Plus policy. Data analysis followed the interactive model of Miles, Huberman, and Saldaña, involving data condensation, data display, and conclusion drawing (Miles et al., 2014). The analysis was guided by Edward III's policy implementation framework emphasizing communication, resources, bureaucratic structure, and implementers' dispositions (Nugroho, 2017). Data

credibility was ensured through triangulation (Saleha Mufida et al., 2023) and member checking to validate interpretations (Utami et al., 2024; Agustino & Wicaksana, 2020).

## **RESULTS AND DISCUSSION**

### **Communication in the Implementation of the Jakarta Smart Card (KJPP)**

Edward III (1980) argues that policy implementation is a crucial stage linking policy decisions with their real impacts on target groups. Policy success depends not only on formulation quality but also on how effectively it is implemented, as even well-designed policies may fail if poorly executed. To explain this process, Edward III (1980) proposes four interrelated variables influencing implementation success: communication, resources, implementers' disposition, and bureaucratic structure, highlighting the complexity of policy execution involving multiple actors and organizational conditions.

Based on interviews with 22 informants, communication of the KJP Plus policy in South Jakarta is conducted in a tiered manner, starting from the DKI Jakarta Provincial Education Office through UPT P4OP, continuing to City Education Sub-Offices, schools, and finally parents. Communication uses coordination meetings, official letters, and digital platforms such as WhatsApp Groups. Achmad Zulfikar stated that communication at the regional level prioritizes administrative aspects such as schedules, document completeness, and data submission mechanisms, which supports procedural compliance but emphasizes administrative clarity over substantive explanation (interview, 2025). School operators generally find this communication pattern helpful for administrative implementation.

However, communication effectiveness remains limited in terms of clarity of substantive policy content. Ignasius Yudo Pamungkas explained that information dissemination focuses on schedules, requirements, and registration mechanisms, while explanations regarding welfare decile determination using Regsosek data are not delivered in detail due to situational use and budget constraints (interview, 2025). As a result, most school operators reported limited understanding of the decile mechanism, leading to confusion among parents during verification and announcement stages.

From Edward III's perspective, this condition reflects a weakness in the clarity dimension of communication. Although information transmission channels function well, critical technical content related to eligibility determination is not fully understood by lower-level implementers or the community. Consequently, schools bear an additional communication burden, as they must repeatedly explain policy decisions beyond their authority, potentially increasing parental dissatisfaction.

Researcher observations show that schools disseminate information through WhatsApp groups, circular letters, notice boards, and parent meetings. However, communication tends to be one-way and administrative, with limited dialogue to explain policy rationales. While internal coordination among implementers is relatively consistent and supported by routine meetings and digital communication, this consistency is not fully experienced by parents. Policy adjustments are not always followed by comprehensive re-socialization, causing parents to receive outcomes without sufficient explanation, which may reduce public trust in program transparency.

### **Resources in KJPP Implementation**

According to George C. Edward III, resources are a key component that determines the extent to which a policy can be implemented effectively. Resources include the availability of budget, human resources, as well as technical support and infrastructure that enable policies to be carried out consistently and accurately. Edward III emphasizes that even clearly communicated policies may fail if implementers lack sufficient resources to carry out their tasks. Thus, the success of the Jakarta Smart Card (KJP) Plus Program is determined not only

by the clarity of regulations but also by the capacity of resources that support its implementation in the field (Edward III, 1980).

Primary data for this study were obtained through interviews with 22 informants consisting of representatives from UPT P4OP of the DKI Jakarta Provincial Education Office, the South Jakarta Education Sub-Office, school principals, school operators, parents of students, and the Social Affairs Office. The findings indicate that in the implementation of the KJP Plus Program, resource limitations remain a significant factor affecting policy implementation at the implementer level, both in terms of budget, human resources, and support for data management systems. This condition reflects Edward III’s view that the adequacy of resources directly influences the capacity of implementers to perform their duties effectively and to achieve policy objectives as intended (Edward III, 1980).

**Figure 4.1 Table of Budget Data for the KJP Plus Program for 2021–2025**

Year	KJP Plus Budget (Rp)	Change from Previous Year (%)	Description
2021	3,976,790,722,168	–	Initial year of observation
2022	3,816,172,023,305	–4.04%	Budget decreased compared to the previous year
2023	3,064,766,327,708	–19.69%	Budget decreased compared to 2022
2024	2,461,029,973,093	–19.70%	Budget decreased again compared to the previous year
2025	3,253,171,664,396	32.19%	Budget increased compared to the previous year

Source: Processed by Researchers (2026)

Ignasius Yudo Pamungkas, Head of Administration at UPT P4OP of the DKI Jakarta Provincial Education Office, explained that the KJP Plus budget allocation for the 2021–2025 period experienced significant fluctuations, influenced by adjustments to regional fiscal capacity as well as updates to the data of prospective beneficiaries (interview, 2025). He stated that after experiencing consecutive declines from 2021 to 2024, the budget increased again in 2025 as part of an evaluation of beneficiary needs and a reinforcement of educational support for students from low-income families.

Novieza, Head of the Budget Division of the Regional Financial Management Agency (BPKD) of DKI Jakarta Province, explained that the KJP Plus budget determination accommodates proposals from the Education Office and is adjusted to regional fiscal capacity in each fiscal year (interview, 2025). She emphasized that budget fluctuations do not directly reflect changes in the regional government’s commitment to the program, but rather are a consequence of needs-based budgeting and regional financial capacity.

In addition to budget considerations, the quality of human resources is also a critical factor in policy implementation. Ignasius Yudo Pamungkas further emphasized that the sustainability of the program depends not only on budget availability but also on the capacity and commitment of implementers at every level (interview, 2025). He noted that limitations in facilities or financial support cannot always be avoided, so implementers must rely on moral responsibility and professionalism to ensure that educational assistance reaches eligible students.

Achmad Zulfikar, a staff member of the South Jakarta Administrative City Education Sub-Office, stated that in the implementation of KJP Plus, budget limitations cannot be fully

addressed through technical mechanisms, so implementers rely more on the discipline and commitment of officials to ensure that data collection and verification processes follow procedures (interview, 2025). He also explained that limited human resources and authority mean that the Education Sub-Office's role is more coordinative, without direct involvement in the final determination of beneficiaries.

At the school level, resource limitations are more apparent. Irwanto Sumantri, Principal of SMP Negeri 3 South Jakarta, revealed that the administrative workload of KJP Plus is quite heavy while the number of staff handling data collection and verification is very limited (interview, 2025). This condition increases the workload of school operators, particularly during registration and data verification periods.

Ahmad Nursahid, a KJP Plus operator, explained that the processes of data collection, entry, and verification must be completed within a limited timeframe, supported by an application system that is not yet fully stable (interview, 2025). He added that technical disruptions in the system often slow down work processes and potentially cause input errors that may affect the accuracy of targeting beneficiaries.

From the community perspective, resource limitations are also directly felt. Nabila Rizqiani, a parent of a KJP Plus beneficiary student in South Jakarta, stated that the application and verification process often takes a long time and provides limited certainty of information for parents who register (interview, 2025). She also described confusion when a child is not selected as a beneficiary despite fulfilling all administrative requirements.

Resource limitations are also evident in updating welfare data. Yanti, a staff member of the DKI Jakarta Provincial Social Affairs Office, explained that the last DTKS registration was conducted in February 2022 and, up to the time of the study, no comprehensive data update had been carried out (interview, 2025). She emphasized that the use of outdated data makes it difficult for implementers to adjust policies to the continuously changing socio-economic conditions of the community.

### **Disposition of the Implementer in the Implementation of KJPP**

In George C. Edward III's policy implementation theory, the disposition or attitude of implementers is a key factor influencing how policies are translated into actions in the field. Disposition reflects implementers' understanding of policy objectives, commitment, and attitudes in responding to implementation challenges. Supportive attitudes encourage effective implementation, while rigid or resistant attitudes may hinder policy execution despite adequate structures and resources (Edward III, 1980).

Ignasius Yudo Pamungkas, Head of Administration at UPT P4OP DKI Jakarta, stated that KJP Plus implementers generally demonstrate attitudes oriented toward humanitarian values and regulatory compliance, viewing the program as a moral responsibility to support children from low-income families (interview, 2025). This attitude encourages implementers to consistently follow procedures despite technical and administrative limitations.

At the school level, Irwanto Sumantri, Principal of SMP Negeri 3 South Jakarta, explained that implementers show empathy toward students' economic conditions while remaining bound by government administrative requirements (interview, 2025). He emphasized that KJP Plus implementation is perceived not only as a bureaucratic obligation but also as a form of social service, although high procedural compliance often limits flexibility in responding to real community conditions.

Based on interviews with 14 school-level informants, implementation largely depends on the technical competence of principals and operators in data collection and verification. School implementers act as administrative executors and mediators between policy and the community, explaining procedures and results to parents despite having no authority over final beneficiary determination.

Ahmad Nursahid stated that implementation challenges mainly relate to technical constraints, including limited data entry time, system errors, and dependence on DTKS and Regsosek data that cannot be corrected at the school level (interview, 2025). Dian Setiowati similarly reported that operators face time pressure and parental complaints while lacking authority to modify data or decisions, requiring patience and strong communication skills (interview, 2025).

Despite these limitations, researcher observations show that school implementers actively assist parents, simplify policy explanations, and guide administrative processes within their authority. This empathetic attitude helps mitigate social tensions arising from discrepancies between community expectations and system-based selection outcomes.

From the beneficiaries' perspective, Nina Hapsari appreciated the benefits of KJP Plus and the assistance provided by school staff during administrative procedures (interview, 2025). In contrast, Nabila Rizqiani questioned the selection outcome for her child and acknowledged limited understanding of the DTKS-based selection mechanism (interview, 2025).

### **Bureaucratic Structure in the Implementation of the Jakarta Smart Card Plus (KJPP)**

According to Edward III (1980), bureaucratic structure plays an important role in ensuring consistent and orderly policy implementation through clear authority, coordination, and work mechanisms. However, rigid structures without detailed operational procedures can reduce implementers' flexibility in responding to field conditions. Based on interviews with 22 informants, the implementation of the KJP Plus Program in South Jakarta follows a hierarchical bureaucratic structure.

Ignasius Yudo Pamungkas, Head of Administration at UPT P4OP DKI Jakarta, explained that UPT P4OP is responsible for budget management, preparation of technical guidelines, policy dissemination, and final verification of beneficiary data (interview, 2025). At the city administration level, Achmad Zulfikar from the South Jakarta Education Sub-Office stated that the Sub-Office relays policy information to schools and provides technical assistance in data collection and data input processes (interview, 2025).

At the school level, implementation is carried out directly with prospective beneficiaries. Irwanto Sumantri, Principal of SMP Negeri 3 South Jakarta, stated that schools disseminate information to parents, collect and verify administrative documents, and submit beneficiary data through the KJP Plus application system, but do not have authority to determine final eligibility (interview, 2025). Interviews also revealed the limited availability of comprehensive SOPs. Ignasius Yudo Pamungkas acknowledged that implementation still relies on general technical guidelines and established administrative practices (interview, 2025). According to Edward III (1980), weak SOPs and monitoring mechanisms may lead to differing interpretations and reduce bureaucratic responsiveness.

At the operational level, Ahmad Nursahid stated that schools act only as administrative implementers and have no authority over final beneficiary decisions (interview, 2025). Dian Setiowati similarly emphasized that all final determinations depend on provincial-level systems and verification (interview, 2025). From the community perspective, Nina Hapsari explained that parents obtain information and follow procedures based on school guidance (interview, 2025), while Nabila Rizqiani noted that parents tend to submit complaints to schools when results are unsatisfactory, even though schools lack decision-making authority (interview, 2025). Researcher observations show that schools respond reactively by mediating complaints and assisting administratively, but the hierarchical structure causes implementation to prioritize procedural compliance over adaptation to actual community needs.

## CONCLUSION

The implementation of the Kartu Jakarta Pintar Plus (KJP Plus) policy in South Jakarta illustrates how an education assistance program operates through the interaction of bureaucratic systems, implementer capacity, and community conditions. Viewed through George C. Edward III's framework, the four implementation variables—communication, resources, disposition, and bureaucratic structure—are closely interconnected and collectively influence the accuracy of beneficiary targeting.

Policy communication follows a hierarchical flow from UPT P4OP to education sub-offices, schools, and parents through meetings, official correspondence, and digital media. While procedural information is routinely delivered, substantive aspects such as the use of DTKS and welfare decile classification based on Regsosek are not well understood at the community level. This gap in clarity contributes to perceptions of mistargeting and places schools in a difficult position, as they are expected to explain selection outcomes beyond their authority.

Resource constraints also affect implementation. Budget fluctuations, limited technical personnel at schools, unstable information systems, and reliance on outdated social welfare data increase the risk of inclusion and exclusion errors. Nevertheless, program continuity is maintained through the commitment and adaptive efforts of implementers, indicating that sustainability depends not only on financial resources but also on frontline capacity and dedication.

Implementers' disposition generally supports KJP Plus objectives, characterized by compliance, integrity, and a humanitarian orientation. However, strict adherence to procedures combined with limited discretion reduces flexibility in responding to diverse socio-economic realities. This creates dilemmas when system-based eligibility decisions do not align with families' actual conditions.

The bureaucratic structure provides clear role division and administrative order, yet the absence of detailed SOPs and limited monitoring mechanisms result in implementation that relies on routine practices and remains reactive. While procedural consistency is maintained, responsiveness to community needs is still limited.

Overall, KJP Plus implementation in South Jakarta is administratively organized but constrained in ensuring accurate targeting due to weaknesses in communication clarity, data updating, technical capacity, and procedural standardization. This study highlights that in data-driven social assistance programs, the integration of welfare data systems with sectoral governance is crucial for accuracy, public trust, and perceived fairness.

This study is limited by its focus on schools, households, and education offices, without fully examining other actors within the broader governance chain. Future improvements should prioritize integrated and regularly updated data systems, clearer public communication on eligibility mechanisms, strengthened technical capacity at schools, and more systematic monitoring and evaluation to enhance responsiveness and targeting accuracy.

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