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## Population Administration Services in Makassar City, Indonesia

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**Abstract:** This article analyzes and looks for implementation models of population administration service policies at the Makassar City Population and Civil Registry Office. The indicators used in this study refer to the van Meter and van Horn models using six indicators: policy standards and objectives; resource; inter-organizational communication; characteristics of implementing agents; disposition of implementor; and economic, social and political conditions. By using a qualitative approach, this study shows that the implementation of population administration services at the Makassar City Population and Civil Registry Service is still not well implemented. Lack of communication and socialization to the community is the cause of their not being able to carry out their main tasks and functions properly. This study recommends the coordination variable in policy implementation, in order to measure the success or failure of the policy.

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**Keywords:** Implementation, Public Policy, Service, Population Administration

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### 1. Introduction

One of the main functions of government is to provide public services as a manifestation of the general task of government to realize the welfare of the community. Bureaucracy is a government instrument to realize efficient, effective, fair, transparent and accountable public services. This means that to be able to carry out government functions properly, bureaucratic organizations must be professional, responsive, and aspirational to the various demands of the people they serve. Along with this, the development of the state apparatus is carried out continuously, so that it can become an efficient and effective, clean and authoritative tool, so that it is able to carry out general government tasks (Azizi, 2021). In addition, it is also expected to be able to move development smoothly based on the spirit and attitude of community service (Suriadi & Hasibuan, 2013 & Rusdia, 2019).

The government has made a program and policies in the context of regulating and managing population administration, including regulation on the rights and obligations of the population, authority to administer, population registration, civil registration, population administration information systems, population data management, administrative sanctions, criminal provisions and transition rules. The government's responsibility in the field of population administration is stated in Law Number 24 of 2013 concerning Population Administration. This is an amendment to Law Number 23 of 2006 concerning Population Administration (Masrin, 2017; Stella & Rohman, 2019; Purba et al., 2019).

The interests of the population in the affairs of population administration and civil registration provide the fulfillment of administrative rights, such as public services and protection related to population documents, without any discriminatory treatment. The government's mission, especially the Ministry of Home Affairs in the field of population, is the orderly population administration with excellent service towards quality population/population by 2015 with the target that by the end of 2015 all residents are required to have an Identity Card (KTP), i.e. all residents have a national NIK-based ID card. (Rakhmah & Meirinawati, 2016; Yusrizal et al., 2018).

At the local level, local governments respond to national regulations by making local regulations, including in Makassar City. Makassar City Regional Regulation No. 9 of 2009 concerning the Administration of Population and Civil Registration in Makassar City. Where is the Population and Civil Registry Office of Makassar City as the implementer of public service policies that regulate the protection and recognition of the determination of personal status and legal status for every population event and important events experienced by residents who are domiciled and registered as residents of Makassar City (Salmawati et al., 2018; Musabry et al., 2021).

The Makassar City Population and Civil Registry Office has made efforts to implement local government policies and also the central government, in improving and improving the public service process is the main task and function carried out. However, it seems that it is not fully running optimally. Institutionally, it is necessary to improve the

bureaucratic structure, systems and procedures, meet the needs of resources, leadership and relations with the community, in order to realize quality public services.

Several studies examined the quality of population administration services, many of which concluded that administrative services at the Population and Civil Registry Service were still not optimal. The conclusions of the research were stated by Wiryanto, 2020; Adelina & Martono, 2021; Aswatra et al., 2021; Sudrajat et al., 2021. They concluded that the public perceives the punctuality of employees in completing tasks, sometimes there are still jobs that do not go according to the time specified in the standard operating procedure, such as the completion time of work can be delayed from the specified time.

The implementation of public services that have received a lot of attention in recent years is services in the field of population and civil registration, especially services for ID cards, birth certificates and death certificates (Febriharini, 2016; Rukayat, 2017). It is hoped that in line with the development and changes in the population, the increasing number of people will lead to demands for better public services in the field of population and civil registration. In order to improve the administrative performance of individuals, groups and institutions effectively and efficiently, it is necessary to improve the professionalism of the government apparatus, namely administrative capacity in the form of responsibility, work spirit, discipline and discipline so that quality and service satisfaction are an important focus in public services (Qhilby et al., 2019).

**Table 1. Identification of Population Administration Strategic Issues**

| No | Strategic Issues  |   |  |   |
|----|---|---|--|---|
|    | International Dynamics  | National Dynamics   | Regional Dynamics  | Others  |
| 1  | ID card ownership   | The preparation of blanks is handled by the center  | There are still many people who don't have ID cards  | Special regulations are needed to overcome this   |
| 2  | Ownership of residence documents and civil registration of vulnerable populations | There are still many vulnerable people who have not reported population data and civil registration | Vulnerable communities perceive that population documents and civil registration are the full responsibility of the dukcapil | It is necessary to increase direct services and mobile services in places with vulnerable populations |
| 3  | Invalid data  | Invalid population data   | People are lazy to report any changes in population data elements  | Population data updating activities are required  |

Source: Strategic Plan for 2014 – 2019 Office of Population and Civil Registry of Makassar City

Based on the results of the mapping of the problems faced by the Makassar City Population and Civil Registry Office as outlined in the preparation of the 2014-2019 Strategic Plan (Renstra), it shows that there are still some problems faced in the implementation of its daily main functions. One of the problems that are still urgent is that the quality of service data is still not valid, especially services for printing birth certificates and printing Electronic ID cards.

**2. Methods**

This study uses a qualitative research method with a descriptive approach. Data were collected through interviews and documentation. Documentation studies were conducted on data about the actual conditions in Makassar City in terms of population administration services, which were obtained from the Department of Population and Civil Registry and the results of previous research. The data analysis technique is explorative-qualitative, by analyzing the implementation of policies adopted from van Meter & van Horn (1975) using six indicators: policy standards and objectives; resource; inter-organizational communication; characteristics of implementing agents; disposition of implementor; and economic, social and political conditions. The qualitative analysis carried out is supported by quantitative data. In particular, the development of population administration service conditions at the Makassar City Population and Civil Registry Office. In the last stage, the researcher concludes the results of the research on the findings in the field that have been processed based on the theory used.

**3. Results and Discussion**

**Policy Standards and Objectives**

The government has made a program and policies in the context of regulating and structuring population administration which includes regulation on the rights and obligations of the population, the authority of administrators,

population registration, civil registration, population administration information systems, population data management, administrative sanctions, criminal provisions and transition rules.

A good policy should be easy for the implementer to implement (Khan & Khandaker, 2016). Therefore, the aims and objectives of the policies made, especially the population administration service policies, should be properly transformed by the implementors. Implementors need to understand the standards and policy objectives that have been made through the determination of policy standards and targets. These standards will be a reference in providing services to the community. The document requirements that must be completed by the community who want to apply for a birth certificate are: birth certificate, photocopy of marriage book/marriage certificate, photocopy of Identity Card, photocopy of Family Card, statement of absolute responsibility for correct birth data if needed, photocopy of diploma if required. Needed

In addition to the requirements for the issuance of a birth certificate, the documents that must be prepared to issue an EI KTP have also been regulated. The document requirements that must be completed by people who want to apply for an Electronic Identity Card (KTP EL): photocopy of Family Card (KK), photocopy of Birth Certificate (for those who have), Photocopy of diploma (for those who have). At first glance, the requirements document as an operational standard for Electronic ID card issuance services is quite easy compared to the standard requirements for other services. Even from the three requirements listed above, only the Family Card is required.

**Table 2. Data on Birth Certificate Printing in Makassar City**

| No.          | District Name         | Sex            |                | Total          |
|--------------|-----------------------|----------------|----------------|----------------|
|              |                       | Male           | Female         |                |
| 1            | Mariso                | 13.498         | 13.026         | 26.524         |
| 2            | Mamajang              | 12.639         | 12.538         | 25.177         |
| 3            | Makassar              | 18.324         | 17.884         | 36.208         |
| 4            | Ujung Pandang         | 5.126          | 5.087          | 10.213         |
| 5            | Wajo                  | 6.461          | 6.322          | 12.783         |
| 6            | Bontoala              | 12.982         | 12.724         | 25.706         |
| 7            | Tallo                 | 36.710         | 35.475         | 72.185         |
| 8            | Ujung Tanah           | 9.460          | 9.428          | 18.888         |
| 9            | Panakukang            | 32.230         | 31.498         | 63.728         |
| 10           | Tamalate              | 43.126         | 41.546         | 84.672         |
| 11           | Biringkanaya          | 48.535         | 46.745         | 95.280         |
| 12           | Manggala              | 35.565         | 34.840         | 70.405         |
| 13           | Rappocini             | 33.044         | 33.043         | 66.087         |
| 14           | Tamalanrea            | 23.486         | 23.167         | 46.653         |
| 15           | Kepulauan Sangkarrang | 3.960          | 4.129          | 8.089          |
| <b>Total</b> |                       | <b>335.146</b> | <b>327.452</b> | <b>662.598</b> |

Source: Office of Population and Civil Records, 2020

As the results of an interview by the Head of the Planning Sub-Section of the Makassar City Population and Civil Registry Office revealed that:

*First, Permedagri (Minister of Home Affairs Regulation) Number 104 of 2019 concerning documentation of population documents. Second, Permendagri Number 109 of 2019 concerning forms and books used. Third, Law Number 23 of 2006 concerning Population Administration. The service policy as outlined in the preparation of the Strategic Plan and Renja (Work Plan ) as outlined in the work agreement for the implementation of the Budget Implementation Document (DPA). Performance measures success and what is to be achieved during the fiscal year". (Interview 10 September 2020)*

The results of the interview above show that the required documents as described above, both the issuance of Birth Certificates, EI KTP, and Death Certificates are clear sources of the policies that govern them. Therefore, consistency and commitment from the Makassar City Population and Civil Registry Office employees is needed in carrying out all the requirements that have been prepared.

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**Resource**

Policy implementation is basically based on a management's ability to utilize all available resources in order to function optimally (Manvi & Shyam, 2014). Human resources are the most important resources in an organization (Boxall, & Purcell, 2011; Storey, 2016). This is because every policy implementation requires human capabilities, from planning, implementing, monitoring and even evaluating the program (DeCenzo, & Robbins, 2016; Bratton & Gold, 2017 and Armstrong & Taylor, 2020).

In addition to human resources, time resources and financial resources are used to support the implementation of a policy (Borgi et al., 2006; Carvalho, Meier & Wang, 2016) especially the population administration service policy at the Makassar City Population and Civil Registry Service. This is due to the importance of time and budget management used so that programs can be implemented more effectively (Broadbent & Cullen, 2012; Karltorp, 2016).

Based on the results of interviews conducted with the Head of the Makassar City Population and Civil Registry Office:

*The number of employees is about 160 people. The largest number we have are non-civil servants, because there are around 85 people. It will be felt that in terms of numbers we are lacking, because our non-civil servants are limited to carry out development including career development because they are only presented based on regional needs (Interview, 30 September 2020).*

Based on the results of the study, it can be said that the state of resources, especially human resources (capabilities) of employees still needs to be improved in the process of providing excellent service. In addition, the lack of a managed budget also makes the population administration service policy less well implemented because it has an impact on the fulfillment of inadequate facilities and infrastructure so that it has not been able to make people feel at home and comfortable in waiting in line.

However, these things will be easy to minimize the obstacles in implementing population administration policies at the Makassar City Population and Civil Registry Office if coordinated well. Through this coordination, it will certainly give birth to an understanding and mutual understanding between each other related to the conditions experienced at this time, so that the provision of population administration services will be channeled properly to the community as service users.

**Inter-Organizational Communication**

Communication is an important factor in organizations, both public and private (Miller & Barbour, 2014 and Mumby & Kuhn, 2018). As a public organization with a fairly large scope, the Makassar City Population and Civil Registry Office certainly consists of several fields of work. This is to facilitate the implementation of their authority as well as the main tasks and functions (Tupoksi) for each employee. Therefore, good and quality communication is needed, especially between each work field in implementing policies related to population administration services in Makassar City.

Interviews conducted with the Head of the Makassar City Population and Civil Registry Office revealed:

*Our office is one of the institutions used as data centers, both the Social Security Administration for Health, Education, the Central Statistics Agency, and the General Elections Commission. The data we have is integrated so that it can be used by other institutions (Interview, 30 September 2020).*

The results of the interview above illustrate that there is a collaborative process that both between agencies and make the Makassar City Population and Civil Registry Office as a patron or the main source of data information. Of course, this is a great achievement for the Makassar City Population and Civil Registry Office. Therefore, maintaining the confidentiality of public data is very important so that the data is not misused by irresponsible persons.

However, from the statements of several informants, it was stated that there was still a lack of socialization carried out by the Makassar City Population and Civil Registration Office related to the service system policies that had been made. In addition to the lack of information received, several informants admitted that they lacked knowledge about the online service system so they felt they needed help to be assisted in filling out the online service.

Based on the results of the analysis of the data obtained in the field as described above, it shows that there is still a lack of socialization carried out by the Makassar City Population and Civil Registration Office related to service innovation policies that have been carried out so that the public becomes less informed. In addition, also due to the lack of coordination built by the Makassar City Population and Civil Registry Office, it is also still not good at the internal

level and at the external (community) level. Weak coordination causes low public awareness of tolerance for the poor quality of services provided to them.

### **Characteristics of Executing Agent**

Policies will be implemented properly of course also determined by several factors. In addition to the clarity of the direction and objectives of the policy, it can also be influenced by the implementing agency (Carley et al., 2015). The point is the extent to which the attitude and commitment of the implementors in implementing the policies that have been made (van Meter & van Horn, 1975).

Our search was carried out by asking the Head of the Department of Population and Civil Registration about the characteristics of the implementor in carrying out their duties, whether they are in accordance with standard operating procedures and the main tasks and functions of each division.

*If we clear the main tasks and functions of each field. Our department has four areas. They work based on their respective authorities but work interrelated. There is a common thread between the relationship of these four fields. For example, people who want to make birth certificates are in the field of civil registration, but there are also issued Family Cards (KK) while this Family Card is in the field of population registration, so the two fields are in synergy (Interview, 30 September 2020).*

The results of the interviews above illustrate that so far the division of main tasks and functions in each field of work at the Makassar City Population and Civil Registry Service is still clear. In order for the implementation of these duties and responsibilities to be effective, each field is then further divided into several units so that it is more detailed and clearer about its duties and authorities.

The presence of standard operating procedures will be able to assist in structuring the flow or procedures in carrying out the main tasks and functions of daily employees. Therefore, the leadership binds the commitment of the Makassar City Population and Civil Registry Officers through the signing of the integrity pact. Thus, the standard operating procedures that have been made will be implemented properly so that it will be easier to achieve the objectives of the policy.

Based on the results of a study of the data obtained in the field, it shows that the Makassar City Population and Civil Registration Service employees implement policies related to administrative services always based on standard operating procedures that have been made. However, these standard operating procedures have not been effective in the implementation of population administration services because they have not been able to facilitate services. In fact, the existing standard operating procedures are considered by the community to be difficult and too long in stages or flow.

This is due to the low level of coordination built both internally at the Makassar City Population and Civil Registry Office as well as at the external level (between the Makassar City Population and Civil Registry Office as service providers and the community as service users). This is indicated by the message or purpose of the standard operating procedure of the service that has been made through an assessment of the uses and benefits but is still considered convoluted by the community.

### **Disposition of Implementor**

The results of interviews with several informants indicate that to facilitate the implementation of policies, especially those related to population administration at the Makassar City Population and Civil Registry Office, of course it is well regulated so that it can facilitate the achievement of goals. One of them is the placement of employees who are considered competent in accordance with their respective service fields and of course with employees who have good work performance such as good work motivation.

Findings in the field also show that the motivation of Makassar City Population and Civil Registry employees is still low in implementing administrative service policies. This can be seen in the low motivation of service employees so that sometimes it makes the community as service users feel less comfortable with their service attitude. In addition, it is also affected by the lack of coordination between employees and the community in the process of providing services.

### **Economic, Social and Political Conditions**

Economic, social and political conditions can be one of the determining factors in the implementation of population administration service policies at the Makassar City Population and Civil Registry Office. Either partially or partially related to each other in the implementation of the administrative service policy. Opinions on economic, social and political conditions were conveyed by the Head of the Planning Sub-Section of the Makassar City Population and Civil Registry Office

*Regional economic and political conditions greatly affect the implementation of population administration service policies, especially on budgeting. Policy implementation must take into account regional social conditions. It does not necessarily mean that existing policies must be fully implemented. For example, for island areas, there are differences in the application of policies in urban areas. The participation of legislators greatly influences a policy in channeling the aspirations and needs of the community (Interview, 10 September 2020).*

Based on the results of the study of data obtained in research that has been carried out in the field, it shows that regional economic, social and political conditions can also affect the implementation of policies, especially administrative policies at the Makassar City Population and Civil Registry Office. However, it will be more influential if it is followed by good coordination between the employees and the community so that misunderstandings can be avoided between the application of standard operating procedures in these services.

#### 4. Conclusion

The implementation of the population administration service policy at the Makassar City Population and Civil Registry Office based on the aspects of standards and policy objectives has been implemented quite well. This can be seen in the clarity of the policy standards made and the clarity of the policy objectives that have been made. In terms of resources, it has not been implemented effectively. This can be seen because of the low ability of employees in carrying out service policies, so they have not been able to provide excellent service. Financial resources (budget) are also not yet effective so that it has an impact on the fulfillment of the provision of service facilities and infrastructure that has not been maximized. In the aspect of inter-organizational communication has not been implemented effectively. This is because there is still a lack of socialization carried out related to service innovation policies that have been carried out so that people have minimal knowledge of this information. In addition, also because there is still a lack of coordination that is built both within the Makassar City Population and Civil Registry Office as well as with the community, causing low public awareness of tolerance for the poor quality of services provided to the community. In the aspect of the characteristics of the implementing agent, it has not been implemented effectively. This is because employees always apply standard operating procedures in providing services but have not been able to facilitate services because there are still long lines in each stage. The lack of coordination is also one of the reasons this aspect has not been implemented properly. In the aspect of the disposition of the implementor, it has not been implemented properly. This can be seen in the low motivation of employees in providing services which results in low coordination in implementing policies, especially those related to population administration services. Furthermore, the economic, social, and political aspects have also not been able to run effectively. This can be seen in the budget owned by the Makassar City Population and Civil Registry Office which has not been adequate so that it has not been able to meet the needs of facilities and infrastructure that support the implementation of administrative services. The low level of public awareness in understanding the condition of employees is also a factor in the policy of population administration services that have not been implemented properly and political conditions that have not been stable so that it is also a factor in the ineffective implementation of population administration policies because employees will be haunted and overshadowed by mutations (rolling positions). . In addition, it is also due to the low level of coordination that has been built, both between the Makassar City Population and Civil Registry Offices internally and with the community. However, the results of this study also show that of the six aspects or variables that influence the implementation of policies as stated by van Meter and van Horn (1975), there is one other aspect or variable that needs to be added so that the population administration service policy can be implemented properly at the Population Service Office. and Makassar City Civil Registry, namely the coordination variable.

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