

# Implementation of Government Affairs of Population Administration and Civil Registration which are the Authority of the Region

Richard Olbi<sup>1</sup>, Fero Sanjaya<sup>1</sup>, Herlita Eryke<sup>1</sup>

<sup>1</sup>University of Bengkulu, Indonesia

Email: [richard.olbi@gmail.com](mailto:richard.olbi@gmail.com)

**Abstract.** *This study examines the implementation of population administration and civil registration as a regional authority in Bengkulu Province, with a focus on the balance between regulations and field practices. The study aims to analyze the effectiveness of population administration implementation at the regional level, particularly in the context of electronic-based services and the Child Identity Card (KIA) policy, and to identify factors that hinder the achievement of effective and inclusive services. The study uses a normative legal research type with a qualitative approach, supported by a library study of laws and regulations, literature, and previous research results. Therefore, it does not use a population and statistical sample but rather a selection of case studies in Bengkulu Province as a limited empirical analysis. Data were collected through regulatory analysis and case study reviews, then analyzed interpretively and systematically to illustrate the relationship between norms and practices. The results show that although the regulatory framework and digital innovations such as the SLawe application and the KIA program have been implemented, their implementation is still limited by limited human resources, technological infrastructure, and low literacy and community participation. The research conclusion emphasizes the need to strengthen the institutional capacity of the Civil Registration Office (Disdukcapil), improve facilities and infrastructure, and expand outreach and synergy between agencies so that civil registration services in the regions run effectively, transparently, and inclusively for all levels of society.*

**Keywords:** *Population Administration, Digital Governance, Good Governance, Public Services*

Received: April 3, 2026

Revised: May 14, 2026

Accepted: June 26, 2026

## INTRODUCTION

Population administration and civil registration (adminduk) are fundamental aspects of modern state governance (Utami et al., 2025; Syafitri et al., 2025; Suardi et al., 2025; Muhammad & Dharmala, 2025; Karwur et al., 2022). Accurate and reliable population data is a key prerequisite for development planning, public services, and the protection of citizens' civil rights. In the Indonesian context, adminduk services have been regulated as a concurrent government affair under regional authority, as mandated by Law Number 23 of 2014 concerning Regional Government (Syahril, 2023; Arianto et al., 2022; Trismayadi et al., 2025; Pudjaraka, 2024).

However, in practice, there is a significant gap between normative regulations (law on the books) and actual implementation (law in action). Although regulations have established ideal standards for civil registration services, the reality on the ground demonstrates various obstacles that hinder the achievement of effective and efficient services.

Normatively, the decentralization of civil registration services aims to bring services closer to the community, increase efficiency, and adapt services to local needs. However, research in Rokan Hilir Regency shows that the implementation of Regional Regulation Number 4 of 2011 concerning the Implementation of Population Administration still faces various obstacles, such as a lack of technological infrastructure, limited human resources, and illegal levies, which have resulted in low public satisfaction with civil registration services (Rizwanda & Haryono, 2025).

Similarly, in Sambas Regency, the implementation of the Population Administration Information System (SIAM) in the production of electronic ID cards has not been optimal, with delays in printing ID cards and lack of outreach to the community as the main obstacles (Wahyuni et al., 2023). Efforts to digitize civil registration services through the implementation of e-Government also face various challenges. For example, in Tangerang City, although the "Sobat Dukcapil" platform has successfully improved the speed and quality of services, challenges remain in data integration and public understanding of digital technology (Kurniawan et al., 2023).

Meanwhile, in Palangka Raya City, the implementation of Digital Population Identity is still being carried out in stages, hampered by a lack of public knowledge and awareness of the use of technology and limited infrastructure (Alexander et al., 2025). The gap between regulations and implementation of civil registration services directly impacts the fulfillment of citizens' civil rights. Delays or inaccuracies in issuing population documents can hinder public access to education, health care, and political participation. Furthermore, invalid population data also makes it difficult for the government to design targeted public policies.

This situation highlights the need for a thorough evaluation of the implementation of regional authority in civil registration matters. Strengthening institutional capacity, improving human resource quality, and developing information technology infrastructure are strategic steps that must be taken. Furthermore, synergy between the central and regional governments is essential in developing policies that adapt to local dynamics.

## **METHODS**

This study uses normative legal research with a qualitative approach. This research was chosen to examine applicable legal norms and analyze their implementation in the practice of population administration and civil registration, a regional authority. This approach is considered relevant because the research focuses on analyzing regulations and the gap between legal norms and practice in the field (Ranta et al., 2018). The approaches used in this research include a statutory approach, a conceptual approach, and a case approach. The statutory approach is conducted by examining various laws and regulations related to population administration. The conceptual approach is used to understand relevant theories, such as decentralization, good governance, and legal effectiveness. Meanwhile, the case approach is conducted by examining the implementation of population administration policies in several regions as a form of limited empirical analysis. The data sources used in this study are secondary data, consisting of primary legal materials, secondary legal materials, and tertiary legal materials. Primary legal materials include laws and regulations related to population administration. Secondary legal materials consist of relevant and up-to-date national scientific books and journals. Tertiary legal materials include legal dictionaries and encyclopedias that support understanding of legal concepts (Hamzani et al., 2023; Nielsen, 2023). Data collection techniques were conducted through library research, which involved reviewing various relevant literature, legal documents, and previous research findings. This method enabled researchers to obtain comprehensive and systematic data related to the issue being studied. Data analysis techniques were conducted qualitatively by interpreting the collected legal materials, then systematically analyzing them to identify gaps between normative regulations and implementation in the field. The results of this analysis were used to draw conclusions regarding the effectiveness of population administration implementation in the regions.

## RESULTS AND DISCUSSION

Population administration and civil registration are concurrent government affairs between the central and regional governments. Policy implementation in this area often faces challenges, both in terms of regulations, human resources, and information technology. This analysis aims to examine the implementation of population administration and civil registration, which falls under regional authority, by highlighting gaps between theory and practice and providing recommendations for future improvements.

### **Case Study in Bengkulu Province**

#### **Bengkulu City: Implementation of Electronic-Based Population Administration Services**

The Bengkulu City Population and Civil Registration Service (Disdukcapil) has implemented electronic population administration services through the Electronic Population Administration Service System (SLAWE) application. This application aims to facilitate the public's online access to population services.

#### ***Effectiveness and Efficiency of Service***

According to research conducted by Indarti et al., the implementation of electronic population administration services in Bengkulu City has shown quite effective and efficient results. However, several obstacles remain, such as network disruptions and a lack of public understanding of the SLAWE application.

#### ***Evaluation of the Child Identity Card (KIA) Policy***

The Child Identity Card (KIA) program in Bengkulu City has also been implemented since 2019. However, KIA issuance has yet to reach the national target. In 2023, the KIA issuance rate only reached 51.31% of the 75% target. The main obstacles to implementing this program are limited human resources and infrastructure, such as the availability of only one printer.

#### **Kaur Regency: Performance in Orderly Administration of Death Certificates**

#### ***Supporting and Inhibiting Factors***

Several supporting factors in the orderly implementation of death certificate administration in Kaur Regency include: (1) Socialization to rural communities; (2) Participation of village heads and community leaders; (3) Additional budget for Disdukcapil. However, there are also inhibiting factors, such as: (1) Overlapping of main duties and functions (tupoksi) of employees; (2) Lack of facilities and infrastructure; (3) The service gap between the upper and lower middle class; (4) Employee time discipline is still low.

#### **Analysis of the Gap between Theory and Practice in Population Administration in Bengkulu Province**

#### ***Gaps in the Implementation of Good Governance Principles***

The principles of good governance, such as transparency, accountability, participation, and effectiveness, are essential foundations for population administration. However, in practice in Bengkulu Province, the implementation of these principles still faces various challenges.

#### ***Transparency and Accountability***

Despite efforts to increase transparency through digitalization of services, such as the use of the SLAWE application in Bengkulu City, obstacles remain in ensuring equitable access to information for all levels of society. This results in low public participation in population administration processes (Sari, 2023).

#### ***Community Participation***

The lack of effective outreach has led to low public awareness of the importance of population documents, such as Child Identity Cards (KIA). Research in Bengkulu City shows that KIA issuance has only reached 51.31% of the national target of 75%, due to a lack of public understanding and limited resources at the Population and Civil Registration Office (Disdukcapil) (Agustin et al., 2024).

## **The Gap between Regulation and Implementation**

### ***Comprehensive Regulation***

The government has issued various regulations to support population administration, such as Law No. 24 of 2013 concerning Population Administration and Regulation of the Minister of Home Affairs No. 2 of 2016 concerning Child and Child Health (KIA). These regulations aim to provide a clear legal framework for the implementation of population administration.

### ***Suboptimal Implementation***

However, the implementation of this regulation in Bengkulu Province still faces various obstacles. In Kaur Regency, for example, the orderly administration of death certificates remains suboptimal. Factors such as overlapping employee duties, inadequate facilities and infrastructure, and poor employee time discipline are major obstacles to effective population administration (Mkoka et al., 2015; Oaikhena, 2025; Kabra et al., 2015; Ko et al., 2018).

## **CONCLUSION**

This study found that the implementation of government affairs, population administration and civil registration as a regional authority in Bengkulu Province still faces a gap between regulations and field practice. Although a comprehensive legal framework has been established and electronic-based service innovations such as the SLAWE application and the Child Identity Card (KIA) program have been developed, the effectiveness of their implementation remains limited due to limited human resources, technological infrastructure, and low public administrative literacy. At the local level, such as Kaur Regency, issues of overlapping employee duties, minimal facilities and infrastructure, and weak work discipline have contributed to the decline in the quality of orderly population administration, while in Bengkulu City, the achievement of digital population administration services and KIA targets have not yet reached the optimal level expected by national regulations.

## **SUGGESTION**

Methodologically, the limitations of this study lie in its normative nature and its dominance of library research, which has prevented it from delving deeply into the direct perceptions of the public and field staff regarding civil registration practices. For future research, a mixed approach is recommended, combining normative analysis with empirical approaches, such as interviews, focus group discussions (FGDs), and surveys, to measure satisfaction, technical barriers, and sociocultural factors influencing public participation. The practical implications of this study are the need to strengthen the capacity of the Civil Registration Office (Disdukcapil) through human resource development, technological infrastructure modernization, expanded outreach, and enhanced collaboration between agencies to ensure that civil registration services are truly effective, transparent, and inclusive for all levels of society.

## **REFERENCES**

- Agustin, A., Saputra, H. E., & Rikardo, Y. (2024). Evaluasi Kebijakan Kartu Identitas Anak (KIA) Di Dinas Kependudukan Dan Pencatatan Sipil Kota Bengkulu. *Professional: Jurnal Komunikasi dan Administrasi Publik*, 11(2), 643-652. <https://doi.org/10.37676/professional.v11i2.7393>
- Alexander, A., Agusta, MF, & Rhama, B. (2025). Implementation of government policy in digitizing population documents: Study of Digital Population Identity services of the Population

- and Civil Registration Service of Palangka Raya City. *Journal of Public Administration*, 11(1).
- Arianto, A., Suryanata, D., & Mustakim, M. (2022). Analysis of regional innovation mapping in order to encourage strategic public policies in North Kalimantan Province. *International Journal of Regional Innovation*, 2(2), 26-35. <https://doi.org/10.52000/ijori.v2i2.51>
- Hamzani, A. I., Widyastuti, T. V., Khasanah, N., & Rusli, M. H. M. (2023). Legal research method: Theoretical and implementative review. *International Journal of Membrane Science and Technology*, 10(2), 3610-3619.
- Kabra, G., Ramesh, A., & Arshinder, K. (2015). Identification and prioritization of coordination barriers in humanitarian supply chain management. *International Journal of Disaster Risk Reduction*, 13, 128-138. <https://doi.org/10.1016/j.ijdrr.2015.01.011>
- Karwur, R. B., Lumingkewas, L., & Langkay, J. (2022). Implementation of bureaucratic reform in population administration services in the digital era. *International Journal of Information Technology and Education*, 2(1), 128-152. <https://doi.org/10.62711/ijite.v2i1.97>
- Ko, M., Wagner, L., & Spetz, J. (2018). Nursing home implementation of health information technology: Review of the literature finds inadequate investment in preparation, infrastructure, and training. *INQUIRY: The Journal of Health Care Organization, Provision, and Financing*, 55, 0046958018778902. <https://doi.org/10.1177/0046958018778902>
- Kurniawan, IA, Yusman, D., Kultsum, GU, & Junianto, A. (2023). Implementation of e-government at the Tangerang City Population and Civil Registration Service: A case study of the Sobat Dukcapil platform. *Sawala: Journal of Public Administration*, 10(2).
- Mkoka, D. A., Mahiti, G. R., Kiwara, A., Mwangu, M., Goicolea, I., & Hurtig, A. K. (2015). "Once the government employs you, it forgets you": Health workers' and managers' perspectives on factors influencing working conditions for provision of maternal health care services in a rural district of Tanzania. *Human resources for health*, 13(1), 77. <https://doi.org/10.1186/s12960-015-0076-5>
- Muhammad, R. D., & Dharmala, B. (2025). Effectiveness of Information Technology (SIAK) in Population Administration Services in Rejomulyo Village, Panekan District, Magetan Regency. *Internasional Journal of Politics and Public Policy*, 2(2), 72-83. <https://doi.org/10.70214/ct1f2c08>
- Nielsen, S. (2023). Legal lexicography and legal information tools. *Handbook of Terminology*, 3, 433-457.
- Oaikhena, I. M. (2025). Administrative bottlenecks hindering efficiency in the practice of public administration. *Singaporean Journal of Business Economics and Management*, 11(3), 47-51.
- Pudjiaraka, P. (2024). Quality of Electronic Population Card Services at The Maleber District Office, Kuningan District. *Journal of Economic Development and Village Building*, 2(1), 10-27. <https://doi.org/10.59261/jedvb.v2i1.12>
- Ranta, V., Aarikka-Stenroos, L., Ritala, P., & Mäkinen, S. J. (2018). Exploring institutional drivers and barriers of the circular economy: A cross-regional comparison of China, the US, and Europe. *Resources, Conservation and Recycling*, 135, 70-82. <https://doi.org/10.1016/j.resconrec.2017.08.017>
- Rizwanda, W., & Haryono, D. (2025). Penyelenggaraan Administrasi Kependudukan di Kabupaten Rokan Hilir Berdasarkan Perda. *Jurnal Hukum Non Diskriminatif*, 3(2), 152-157.
- Sari, D. R. (2023). *Optimalisasi Pelayanan Administrasi Kependudukan Melalui Aplikasi Slawe Di Dinas Kependudukan Dan Pencatatan Sipil Kota Bengkulu* (Doctoral dissertation, IPDN).

- Suardi, U. M., Rukmana, N. S., & Yus, A. R. (2025). Strategies for Improving Population Administration Services at the Population and Civil Registry Office of Bulukumba Regency. *International Journal Of Public Policy and Bureaucracy*, 2(2), 16-35.
- Syafitri, I., Nurman, N., & Mardatillah, A. (2025). Efficiency of Population Administration Services Based on Digital Identity: An Integrative Analysis From the Perspective of Islamic Values in Riau Province. *Administratio*, 16(1), 101-120. <https://doi.org/10.23960/administratio.v16i1.487>
- Syahril, S. (2023). Interpretation of the Authority of Services and Agencies in the Regional Government Structure. *eScience Humanity Journal*, 4(1), 100-107.
- Trismayadi, H., Hamdi, M., Pitono, A., & Azikin, A. (2025). Implementation of the Policy on Data Collection and Issuance of Population Administration for Persons with Disabilities in West Bandung Regency, West Java Province. *Best Journal of Administration and Management*, 3(3), 143-155. <https://doi.org/10.56403/bejam.v3i3.256>
- Utami, N. A. T., Rahmah, A. M., & Alawiya, N. (2025). Policy Frameworks for Inclusive Civil Registration: Accelerating Population Document Ownership for Vulnerable Groups. *Nurani Hukum*, 8(2), 325-351. <https://dx.doi.org/10.51825/nhk.v8i2.28009>
- Wahyuni, K., Hardilina, H., & Dermawan, D. (2023). Implementation of the Population Administration Information System (SIAK) in the issuance of EKTP at the Population and Civil Registration Service of Sambas Regency. *PublikA: Journal of Public Administration Science*, 11(4).