

## Implementation of Population Administrative Service Policy in West Likupang District, North Minahasa Regency

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### ABSTRACT

The study is important because administrative documents are not merely clerical outputs; they constitute legal instruments through which citizens access inheritance rights, banking services, land administration, insurance claims, and other civil entitlements. Using a qualitative descriptive approach, the original thesis gathered data through interviews, observation, and documentation involving subdistrict officials, village-level actors, and community users from mainland and island villages. Findings show that the SKAW service has a formal procedural structure consisting of application registration, population-data and domicile verification, document drafting, authorization, and document delivery. However, implementation remains uneven. The main problems are repeated file returns, incomplete documents, weak preliminary verification at the village level, manual document preparation, dependence on authorized signatories, uneven staff competence, limited public information, weak intergovernmental coordination, inadequate technology, and geographical barriers faced by island communities. Determinant factors include document completeness and data accuracy, human resource capacity, institutional coordination, infrastructure and digital technology, and community access. The article argues that service improvement requires not only administrative compliance but also citizen-oriented service design, integrated village-subdistrict coordination, digital templates and tracking, staff capacity development, and special access mechanisms for island communities.

**Keywords:** administrative governance, certificate of heirship, policy implementation, population administration, public service, West Likupang.

## INTRODUCTION

Population administration is one of the most basic functions of government because it connects the legal identity of citizens with access to public services. Documents such as family cards, electronic identity cards, birth certificates, death certificates, and other administrative letters are required for education, health care, banking, social protection, land affairs, and civil-law transactions. In that sense, population administration is not a narrow clerical activity; it is a public service system that protects civil rights and gives legal certainty to citizens. When the service is slow, unclear, or difficult to access, citizens may lose time, money, and legal opportunities. This article therefore treats population administration as a strategic field of public administration.

The focus of this article is significant because many population documents are now processed directly through the Population and Civil Registration Office, while the subdistrict continues to provide several administrative certificates. Among these services, SKAW is one of the most frequently requested documents in West Likupang, with around sixty letters issued within a year according to the thesis narrative. Its use is wide: it supports inheritance settlement, banking transactions, transfer of land rights, insurance claims, government assistance, and other legal-administrative needs.

The legal basis for population administration in Indonesia is provided by Law Number 24 of 2013 concerning amendments to Law Number 23 of 2006 on Population Administration. The law requires population administration to be professional, accountable, orderly, non-discriminatory, and oriented toward public satisfaction. Government Regulation Number 40 of 2019 provides further technical direction on registration, civil recording, population data management, and document issuance. At the subdistrict level, Government Regulation Number 17 of 2018 concerning Subdistricts positions the camat as an official who coordinates governmental administration, public service, and community empowerment in the working area. These regulations establish formal authority, but the quality of service depends on implementation in the field.

West Likupang is a compelling location for this analysis because its geographical structure creates a direct challenge for service delivery. The subdistrict consists of mainland villages and island villages. For residents in island areas, accessing the subdistrict office may require sea transportation, additional costs, and longer travel time. Such conditions transform a simple administrative requirement into a demanding process, particularly when documents are returned because of incomplete requirements or when citizens must revisit the office due to uncertain service information. The problem is therefore not only procedural but also spatial and social. A citizen living near the office and a citizen living on an island do not experience the same administrative burden.

The article formulates two main research questions. First, how is the process of issuing the Certificate of Heirship carried out in West Likupang District? Second, what determinant factors influence the process? These questions are relevant to implementation studies because a policy can be formally correct yet practically weak. A service can have a clear flow but still be ineffective if information is not understood, personnel capacity is uneven, data verification is inaccurate, technology is inadequate, or coordination between village and subdistrict offices is weak. The difference between formal procedure and lived experience becomes the main analytical concern of this article.

The argument developed in this article is that the implementation of population administrative service policy in West Likupang District has reached procedural operation but has not yet achieved

optimal citizen-oriented service quality. The SKAW service already has recognizable stages: application, registration, verification, drafting, signing, and delivery. Nevertheless, service implementation remains constrained by repeated document corrections, weak front-end information, manual work systems, uneven staff competence, limited infrastructure, dependence on authorized officials, and the geographical marginality of island communities. These obstacles show that administrative governance must be strengthened beyond formal compliance.

The article contributes to public administration literature in three ways. First, it demonstrates that subdistrict-level administrative service is still important in the era of digital population administration because citizens continue to need locally issued certificates. Second, it shows that implementation theory remains useful for explaining everyday administrative problems such as unclear communication, weak resources, bureaucratic fragmentation, and implementer disposition. Third, it highlights that citizen access in archipelagic areas requires special attention because service quality cannot be measured only by the existence of procedures; it must also be measured by the ability of all citizens to complete the procedure without excessive cost, delay, or uncertainty.

## THEORETICAL FRAMEWORK

The first theoretical foundation is public policy. Public policy refers to purposive action chosen by government actors to address public problems. Dye defines public policy as what governments choose to do or not to do (Dye, 2017). Anderson emphasizes that policy is a purposive course of action followed by one or more actors in dealing with a problem (Anderson, 2015). In this study, the policy is not only a national regulation on population administration but also the practical arrangement through which subdistrict officials process certificates needed by citizens. The SKAW service therefore represents policy in action, because it transforms formal authority into a document with legal consequences for citizens.

Implementation is the second theoretical foundation. Edward III argues that policy implementation is influenced by communication, resources, disposition, and bureaucratic structure (Edward III, 1980). Communication concerns whether policy messages, service requirements, and procedures are transmitted clearly to implementers and citizens. Resources include personnel, facilities, technology, time, and budget. Disposition refers to the commitment, attitude, and willingness of implementers. Bureaucratic structure concerns standard operating procedures, division of tasks, and coordination mechanisms. The article findings show that these four variables are visible in the SKAW service: requirements are not always communicated clearly, human resources and technology are limited, staff commitment varies, and the division of verification roles between village and subdistrict is not always effective.

Grindle's model complements Edward III by distinguishing between the content of policy and the context of implementation (Grindle, 1980). Policy content includes the interests affected, benefits delivered, degree of change expected, implementing actors, and resources committed. Implementation context includes power relations, institutional characteristics, and compliance of target groups. In West Likupang, the content of administrative service policy is clear: citizens submit files, data are verified, and a certificate is issued. However, the context is complex because the service involves village officials,

subdistrict staff, community users, geographical constraints, manual work systems, and local variations in understanding. The gap between content and context explains why service problems continue even when procedures exist.

Van Meter and Van Horn identify policy standards, resources, interorganizational communication, characteristics of implementing agencies, implementer disposition, and social-economic-political conditions as determinants of implementation (Van Meter & Van Horn, 1975). This framework is particularly relevant because the SKAW process requires vertical and horizontal interaction. Villages verify initial documents and provide recommendations, while the subdistrict performs further verification and issuance. If standards are unclear at the village level, the subdistrict receives incomplete files. If communication is weak, citizens become the carriers of coordination problems. If social and geographical conditions are ignored, service quality becomes unequal across villages.

The third foundation is public service theory. Law Number 25 of 2009 defines public service as activities or series of activities to fulfill service needs according to laws and regulations for citizens and residents. In administrative service, quality is reflected not only in the final document but also in speed, clarity, certainty, courtesy, accessibility, and fairness. Parasuraman, Zeithaml, and Berry propose five dimensions of service quality: tangibles, reliability, responsiveness, assurance, and empathy (Parasuraman et al., 1988). These dimensions help evaluate the SKAW service. Tangibles relate to office facilities and equipment; reliability relates to accurate and consistent document processing; responsiveness relates to staff willingness to assist; assurance relates to legal certainty and staff competence; and empathy relates to attention to citizens' difficulties, including island residents.

The New Public Service perspective argues that government should serve citizens rather than merely steer customers (Denhardt & Denhardt, 2003). This view is important because administrative service should not reduce citizens to applicants who must simply adapt to bureaucratic routines. Instead, public servants are expected to help citizens understand requirements, reduce uncertainty, and provide fair access. In the SKAW case, a citizen-oriented approach would require clear information before citizens travel, proactive verification at the village level, respectful communication, and support for applicants who have low administrative literacy. Such an approach expands service quality from document production to citizen assistance.

Good governance provides another theoretical lens. Good governance requires accountability, transparency, participation, responsiveness, effectiveness, efficiency, equity, and rule of law (UNDP, 1997). The SKAW process is closely related to these principles. Accountability requires that each stage of registration, verification, and issuance be documented. Transparency requires clear requirements and processing time. Responsiveness requires quick handling of citizen needs. Equity requires equal access for mainland and island communities. Rule of law requires accurate verification to prevent legal disputes over inheritance. Thus, improving SKAW service is simultaneously an issue of administrative efficiency and legal-public accountability.

Population administration theory emphasizes that population data are not passive records; they are the basis for civil rights and public policy. Modern population administration relies on accurate, updated, and integrated data systems (United Nations, 2014). In Indonesia, population administration is linked to the national identity system, civil registration, and local service delivery. SKAW issuance requires accurate family data, domicile information, death records when relevant, identity documents,

and village statements. If data are inaccurate or documents are incomplete, the risk is not only delayed service but also legal uncertainty. Therefore, data accuracy must be treated as a core component of public service quality.

Digital governance theory is also relevant. Digital technology can simplify administrative processes, reduce repeated manual writing, minimize errors, and support tracking and transparency (Janssen & van der Voort, 2016). However, digital transformation is not merely the presence of computers. It requires trained personnel, reliable internet, standardized templates, data security, and work procedures that integrate digital tools into everyday practice. The thesis shows that manual drafting and limited technology continue to affect SKAW service. This indicates that digital governance at the subdistrict level remains partial and needs institutional strengthening.

Finally, collaborative governance is needed because the SKAW service is not produced by one office alone. Ansell and Gash define collaborative governance as a governing arrangement in which public agencies directly engage non-state or other public actors in a collective decision-making process (Ansell & Gash, 2008). In the SKAW service, collaboration involves village government, subdistrict officials, community leaders, and applicants. The quality of the final certificate depends on how well these actors share information, verify facts, and prevent disputes. Weak collaboration produces repeated files, delayed verification, and citizen frustration. Strong collaboration produces faster, more accurate, and more legitimate service outcomes.

Taken together, these theories frame the analysis of West Likupang's SKAW service as an implementation problem, a public service quality problem, a data governance problem, and an equity problem. The service is not simply a matter of whether a letter is issued. It is a test of whether local government can transform regulations into accessible, accurate, responsive, and legally reliable service for all citizens.

## METHOD

This article is based on a qualitative descriptive thesis conducted in West Likupang District, North Minahasa Regency. The qualitative approach was appropriate because the research sought to understand service processes, actor experiences, administrative obstacles, and determinant factors in their real setting. Qualitative inquiry allows the researcher to interpret meaning, context, and interaction rather than merely measure variables numerically (Creswell & Creswell, 2018). The descriptive orientation was used to present a detailed account of how the SKAW service is carried out from registration to issuance.

The research location was the West Likupang District Office and related villages within the district. The thesis emphasizes that the subdistrict is a relevant locus because it still performs certain administrative certificate functions even though many population documents are handled directly by the Population and Civil Registration Office. The district's mainland-island geography also provides an important context for examining access to service.

Data sources consisted of primary and secondary data. Primary data were obtained from interviews and observations involving subdistrict officials, officials responsible for administrative service, village actors, and community users from several villages, including Wawunian, Bulutui,

Gangga I, Munte, and Serei. Secondary data were obtained from laws and regulations, administrative archives, service records, field documentation, and relevant institutional documents. Informants were selected purposively because they had direct knowledge of SKAW processing, and the research also used snowball logic to identify additional relevant voices.

Data collection techniques included in-depth interviews, observation, and documentation. Interviews were semi-structured so that the researcher could ask comparable questions while still allowing informants to explain experiences and problems in their own words. Observation was used to understand the office context, service flow, physical facilities, and interaction between citizens and officials. Documentation was used to verify procedures, requirements, and administrative evidence.

Data analysis followed the interactive model of Miles, Huberman, and Saldaña, consisting of data condensation, data display, and conclusion drawing or verification (Miles et al., 2014). Interview statements were organized according to service stages and determinant factors. The main categories were application/registration, population and domicile verification, document drafting and issuance, implementing personnel, document accuracy, human resource capacity, coordination, infrastructure, technology, and geographical access. Trustworthiness was strengthened through triangulation of sources and techniques, careful reading of documentation, and consistency between interview evidence and field descriptions.

This article does not claim to conduct a new field study. It reconstructs the supplied thesis into a journal manuscript by preserving the thesis substance, reorganizing it into article form, and adding analytical tables and figures. Selected images from the thesis appendix are included as visual documentation to support the findings and discussion. See table 1.

**Table 1.** Research design

<b>Component</b>	<b>Description</b>
Approach	Qualitative descriptive study.
Main focus	Implementation of population administrative service policy, especially the issuance of SKAW.
Research site	West Likupang District, North Minahasa Regency.
Key informants	Subdistrict secretary, section head, administrative service staff, village actors, and community applicants from mainland and island villages.
Data collection	In-depth interviews, observation, and documentation.
Analysis	Interactive qualitative analysis: data condensation, data display, conclusion drawing, and verification.
Trustworthiness	Triangulation of sources and techniques, documentation checking, and detailed contextual description.

## RESULTS AND DISCUSSION

The findings show that the SKAW service in West Likupang District has a recognizable administrative structure but faces persistent operational weaknesses. The process is not absent; citizens can submit applications, staff can register files, officials can verify data, and the subdistrict can issue certificates. However, the quality of implementation is uneven. The main implementation gap lies

between formal procedure and citizen experience. In formal terms, the service follows a sequence. In practical terms, applicants still experience repeated document returns, unclear explanations, manual work, waiting time, and high access costs for island communities.

The findings are organized into two major parts. The first part explains the process of SKAW issuance: application and registration, population-data and domicile verification, document drafting and issuance, and the role of implementing personnel. The second part explains determinant factors: document completeness and data accuracy, human resource capacity, institutional coordination, infrastructure and technology, and geographical access. See table 2.

**Table 2.** Stages of SKAW service implementation in West Likupang District

Stage	Formal expectation	Empirical finding	Main implication
Application and registration	Citizens submit required files through the village and then to the subdistrict.	The flow exists, but many files return because requirements are incomplete or information is unclear.	Service efficiency is reduced and citizens bear additional cost.
Population-data and domicile verification	Officials verify identity, family relationship, domicile, and supporting evidence.	Verification is conducted, but initial checking at village level is inconsistent and data accuracy varies.	Legal certainty depends on stronger front-end validation.
Document drafting	Staff prepare the SKAW draft according to standard format.	Drafting is often manual and vulnerable to typing errors or repeated correction.	Digital templates are needed to reduce error and accelerate service.
Authorization and issuance	Authorized officials sign and release the certificate.	The signature stage gives legal legitimacy but can become a bottleneck when officials are absent.	Delegation and tracking mechanisms are needed.
Service interaction	Apparatus provide clear, respectful, and responsive service.	Some staff are helpful, but service quality varies by individual competence and attitude.	Staff capacity and service culture must be standardized.

### Application and registration

The registration stage is the entry point of the SKAW process. In principle, applicants submit documents, fill in forms, and register their request after preliminary checking. The thesis records the statement of the subdistrict secretary that the procedure has been implemented: applicants fill in forms, submit documents, staff verify files, and the application is registered. This shows that the subdistrict has a formal administrative mechanism. However, the same evidence also shows that procedure alone does not guarantee service quality.

From the citizen perspective, registration is often experienced as repetitive. Applicants may be told to return because a supporting letter is missing, a document copy is incomplete, or a village-level confirmation has not been properly prepared. A community member from Serei described the process as involving repeated file returns, delays, and limited explanation. A community figure from Munte also emphasized that applicants may come without proper village letters because explanations at the

village level are not sufficiently clear. These statements reveal that the bottleneck begins before the file reaches the subdistrict.

The registration problem is therefore a communication and coordination problem. Citizens are not always provided with a complete checklist before traveling. Village officials do not always perform consistent initial verification. Subdistrict staff then become the second-level filter, but the cost of poor first-level verification is transferred to citizens. This is especially burdensome for residents of island villages who must travel by sea to reach the office. A process that appears ordinary from the administrative side can become expensive and exhausting from the citizen side.

Another issue is the absence of a strong service information system. Requirements may be known by officials but not sufficiently displayed, distributed, or explained in simple language. When citizens must rely on informal information, service certainty declines. The thesis shows that incomplete understanding of KTP, family card, village letter, family relationship proof, and other supporting documents remains a recurring problem. This finding confirms that administrative literacy is a necessary part of service implementation.

### **Population data and domicile verification**

The second stage is population-data and domicile verification. This stage is crucial because SKAW has legal implications. Officials must ensure that the applicant's identity, family relationship, domicile, and claim as heir are supported by valid documents. If verification is weak, the certificate can create future conflict. Therefore, accuracy is not an optional administrative value; it is the foundation of legal certainty.

The thesis indicates that verification is carried out through examination of KTP, family card, village statement, and other supporting documents. Nevertheless, the effectiveness of verification depends on the quality of data brought by citizens and the completeness of preliminary checking at the village level. When village data are inconsistent or when family relationships are not clearly documented, subdistrict staff must spend more time clarifying the case. This creates delay and increases the possibility of error.

The verification stage also shows the importance of intergovernmental coordination. The subdistrict cannot verify everything from scratch without reliable village input. Villages know local residents, family histories, and domicile conditions. The subdistrict provides administrative legitimacy and procedural control. If the two levels do not coordinate, citizens may be trapped between offices. The thesis findings show that such coordination is not yet fully integrated.

Data accuracy is also affected by the broader population administration system. Where digital data are incomplete or not easily accessible, officials depend on paper files and manual confirmation. Manual verification can work, but it requires time, discipline, and experienced staff. In a service environment with limited personnel and many tasks, manual dependence becomes a risk. Thus, improving SKAW verification requires both better village-subdistrict coordination and better digital support.

### **Document drafting, signing, and issuance**

The third stage is document drafting and issuance. Once data are considered complete, staff prepare the SKAW draft and submit it for checking and signing by the authorized official. This stage

gives the certificate its formal validity. The thesis indicates that the drafting process still relies heavily on manual work. Manual drafting increases the risk of typing errors, inconsistent formats, and repeated revisions. These problems are not trivial because administrative documents must be precise.

Manual drafting also affects service time. If staff must rewrite or retype information repeatedly, the process becomes slower. When several applicants arrive at the same time, workload accumulates. The thesis notes that staff sometimes work under time pressure, which reduces carefulness. This finding shows that human resource limitations and technology limitations are connected. Limited staff capacity becomes more serious when work systems remain manual.

The signing stage provides legal authorization but can also become a bottleneck. If the authorized official is not present, the document may wait even though the file is complete. This dependence on a single actor illustrates a common problem in local administration: centralized authority can slow routine service. The solution is not to reduce legal control but to design a more flexible workflow, including clear delegation rules, scheduled signing times, or digital approval mechanisms when allowed by regulation.

For citizens, the issuance stage is judged by clarity and certainty. They need to know when the document will be ready and whether they must return again. Where tracking is absent, citizens must ask repeatedly. Where information is uncertain, trust declines. The thesis therefore suggests that document issuance should be supported by service standards, time estimates, and transparent communication.

### **Implementing personnel and service behavior**

The fourth dimension concerns apparatus capacity and behavior. The thesis shows that subdistrict apparatus generally possess basic administrative skills such as checking documents, filling forms, and preparing drafts. However, competence is not evenly distributed. Some staff are considered responsive and careful, while others are perceived as less knowledgeable or less patient. This variation creates inconsistent service quality.

Training has been provided but is not systematic or continuous. The thesis records that technical guidance or training exists, yet it is still limited. Community users also do not always perceive a strong improvement in service. This means that capacity building must be linked to practical competencies: document verification, communication with citizens, use of digital templates, service ethics, and conflict-sensitive handling of inheritance matters.

Service behavior is equally important. Citizens judge government not only by whether a document is issued but also by how they are treated. Some respondents described officials as generally polite and friendly, but also noted cases where staff seemed hurried, impatient, or less communicative. Such behavior may result from workload pressure, but from the citizen perspective it affects satisfaction and trust. A citizen-oriented service culture requires patience, explanation, and empathy, particularly when applicants have limited administrative knowledge.

Implementing personnel therefore represent both a strength and a weakness. The service can operate because staff are present and committed enough to process documents. Yet the service cannot become optimal unless staff capacity, discipline, and service culture are standardized.

### **Selected visual documentation**

The following figures are selected from the thesis documentation and inserted to strengthen the empirical presentation of the findings. They are used as contextual evidence of the administrative service environment, field documentation, and the research setting. See table 3.

**Table 3.** Main empirical problems found in the SKAW process.

<b>Problem</b>	<b>Evidence from thesis reconstruction</b>	<b>Implementation meaning</b>
Repeated document returns	Applicants may need to come back because files are incomplete or not properly checked at village level.	Communication and front-end verification are weak.
Unclear public information	Citizens do not always understand required documents and steps before coming to the office.	Service transparency remains limited.
Manual drafting	SKAW drafts are often prepared manually, increasing risk of typing errors and delay.	Digital governance has not been fully institutionalized.
Uneven staff competence	Some officials are responsive, while others are perceived as less knowledgeable or less patient.	Human resource development is not yet standardized.
Coordination gap	Village and subdistrict roles are connected but not always synchronized.	Intergovernmental collaboration needs stronger SOPs.
Geographical access burden	Island residents must spend more time and transportation cost to reach the office.	Equity of access is a serious service-quality issue.

### **Determinant factors influencing implementation**

The first determinant factor is document completeness and data accuracy. SKAW service depends on the validity of identity documents, family cards, domicile confirmation, death-related information when relevant, and statements from the village. When documents are incomplete, service cannot proceed smoothly. However, this should not be understood only as citizen negligence. Incomplete documents often reflect insufficient public information and weak initial guidance. A better system would prevent incomplete files before citizens travel to the subdistrict.

The second determinant is human resource capacity. Apparatus must understand legal-administrative requirements, verification techniques, document formats, and service ethics. The thesis shows that staff have basic competence, but competence varies. Training is not routine, and the impact of training is not always felt by citizens. Capacity development must therefore be continuous and competency-based rather than occasional and ceremonial.

The third determinant is institutional coordination. SKAW involves village and subdistrict governments. The village performs initial confirmation and provides supporting letters, while the subdistrict checks and issues the certificate. Weak coordination creates repeated work. A clear shared checklist, communication channel, and feedback mechanism between village and subdistrict would reduce file returns.

The fourth determinant is infrastructure and technology. Service quality is affected by computers, printers, internet connection, filing systems, and digital templates. Without adequate technology, staff rely on manual work. Manual work slows the process and increases errors.

Technology should support not only document typing but also application tracking, requirement checking, and service information dissemination.

The fifth determinant is geographical access. West Likupang's island villages face greater service costs than mainland villages. Equal treatment does not automatically mean equitable service. If everyone must follow the same physical attendance requirement, island residents bear heavier burdens. Equity requires differentiated service strategies, such as scheduled mobile service, village-based collection, online pre-checking, or coordination through village officials. See table 4.

**Table 4.** Determinant factors and recommended improvement strategies

<b>Determinant factor</b>	<b>Current condition</b>	<b>Recommended strategy</b>
Document completeness and data accuracy	Files are often incomplete or inconsistent.	Use a simple SKAW checklist, village pre-verification, and clear public information boards or digital notices.
Human resource capacity	Staff competence and service behavior vary.	Provide continuous technical training, service ethics coaching, and evaluation of staff performance.
Institutional coordination	Village and subdistrict verification are not fully synchronized.	Create a shared SOP, WhatsApp/online coordination group, and feedback notes for returned files.
Infrastructure and technology	Drafting remains manual and facilities are limited.	Develop standardized digital templates, application tracking, and basic database support.
Geographical access	Island residents face higher cost and time burden.	Introduce mobile service schedules, online pre-checking, and village-assisted submission for island communities.

The findings confirm the central proposition of implementation theory: policy success depends not only on the existence of rules but also on the quality of communication, resources, implementer disposition, and bureaucratic structure (Edward III, 1980). In West Likupang, the SKAW procedure exists, but communication to citizens is not always clear. Requirements are known by officials but not consistently understood by applicants. This gap produces repeated file returns and delays. In Edward III's terms, transmission and clarity of policy information remain incomplete.

The resource variable is also evident. Human resources are limited in number and competence, while technological resources are not yet adequate. The thesis shows that manual drafting remains common and that training has not been systematic. These conditions weaken reliability and speed. In public service, limited resources often produce a hidden cost: citizens must compensate for bureaucratic weakness through additional visits, waiting, and personal expense. This burden is especially unfair for island residents.

Disposition or implementer attitude is visible in the variation of service behavior. Some staff are considered responsive and polite, while others appear hurried or insufficiently communicative. This does not necessarily indicate bad intention; it may reflect workload pressure, lack of training, or weak service culture. Nevertheless, from the citizen perspective, inconsistency in staff behavior reduces trust. Public service theory emphasizes that courtesy, assurance, and empathy are part of quality

(Parasuraman et al., 1988). Therefore, staff attitude should be treated as a managerial issue, not merely an individual personality matter.

Bureaucratic structure is reflected in the division of tasks between village and subdistrict. The service requires an integrated chain, but the chain is only as strong as its weakest link. If villages do not verify documents properly, the subdistrict must return files. If the subdistrict does not provide feedback to villages, the same problem repeats. This finding aligns with Van Meter and Van Horn's emphasis on interorganizational communication (Van Meter & Van Horn, 1975). The SKAW process is a multi-level service, and multi-level services require explicit coordination mechanisms.

Grindle's distinction between policy content and implementation context helps explain why the procedure does not automatically produce satisfaction (Grindle, 1980). The policy content is straightforward: applicants submit documents and receive a certificate after verification. The implementation context is more complicated: citizens live in scattered villages, some must cross the sea, village staff vary in capacity, subdistrict facilities are limited, and inheritance matters may involve sensitive family relations. These contextual realities shape implementation outcomes. A policy that ignores context becomes formally equal but substantively unequal.

The service also reveals a tension between legality and accessibility. SKAW must be issued carefully because it has legal implications. Verification cannot be rushed if there is a risk of false claims. However, legal caution should not become administrative rigidity. A citizen-oriented system can combine accuracy and accessibility by using pre-checklists, village verification, digital templates, and clear service time standards. Legal certainty and service convenience should reinforce rather than contradict each other.

From the New Public Service perspective, the main question is whether the service treats citizens as citizens with rights or merely as applicants who must complete bureaucratic demands (Denhardt & Denhardt, 2003). The thesis suggests that many applicants still carry the burden of navigating unclear requirements. A more citizen-oriented approach would actively help applicants before they arrive at the office, especially those in remote or island villages. Serving citizens means reducing uncertainty, not simply waiting for perfect files.

The SERVQUAL model also clarifies the service-quality dimensions. Tangibles are reflected in office facilities, equipment, and information boards. Reliability is reflected in accurate and consistent issuance. Responsiveness is reflected in quick and helpful staff action. Assurance is reflected in legal certainty and staff competence. Empathy is reflected in sensitivity to citizens' conditions. The West Likupang findings show that reliability and assurance exist partially because the subdistrict verifies and signs documents, but responsiveness and empathy need strengthening, especially for citizens who face geographical barriers.

Digital governance is a major discussion point. The thesis identifies manual drafting as a source of errors and delay. In many local offices, digitalization is understood narrowly as owning computers. However, digital governance requires standardized electronic templates, saved applicant data, document numbering, application tracking, and integrated communication with villages. A simple digital template for SKAW could already reduce repeated typing and inconsistency. A digital pre-check system through village offices or messaging platforms could reduce unnecessary travel. Digital transformation does not have to begin with complex applications; it can begin with practical tools that solve daily service problems.

Geographical inequality deserves special emphasis. West Likupang includes island villages, and island residents face additional costs. If a mainland resident can visit the office quickly while an island resident must cross the sea, the same service requirement creates unequal burdens. Equity in public administration requires attention to differentiated needs. The government can still maintain the same legal standard while using different access mechanisms. Mobile service days, scheduled document collection through village offices, and online pre-verification are examples of equity-based innovation.

The visual documentation inserted in this article reinforces the field reality of the thesis. Administrative service is not an abstract flowchart; it occurs in real offices, with real citizens, limited facilities, physical files, and geographical constraints. Figures from the thesis appendix help readers see that policy implementation is embedded in place. They support the argument that improving SKAW service requires institutional and practical changes, not only normative statements.

One important implication is that the village should be treated as the first service node rather than a mere supporting institution. Because citizens often begin at the village level, villages must have the same checklist and understanding as the subdistrict. The subdistrict can provide training, template letters, and feedback to village officials. A returned file should not only be returned to the applicant; it should become data for improving village verification. This feedback loop would convert individual service problems into institutional learning.

Another implication is the need for measurable service standards. The thesis indicates delays and repeated visits, but improvement requires indicators. The subdistrict can monitor the number of SKAW applications received, number returned due to incomplete files, average processing time, common error types, and number of applicants from island villages. Such data would allow managers to identify whether reforms are working. Without indicators, service reform remains rhetorical.

The discussion also shows that public administration reform at the local level does not always require large budgets. Some improvements are organizational: checklist standardization, clearer information boards, village-subdistrict coordination, staff briefing, document templates, and scheduled signing. Other improvements require resources: better computers, printers, internet, and transportation support for outreach. The reform agenda should combine low-cost procedural improvements with medium-term infrastructure investment.

Finally, the SKAW case demonstrates that administrative certificates matter for social justice. Inheritance documents affect property, family rights, and access to economic resources. Delays and uncertainty can disadvantage vulnerable citizens who need legal documents quickly. Improving SKAW service is therefore not merely a matter of office efficiency. It is part of the government's responsibility to provide equal legal access and protect civil rights. See table 5.

**Table 5.** Linkage between theory, thesis findings, and reform agenda

<b>Theory</b>	<b>Relevant finding</b>	<b>Interpretation</b>	<b>Reform agenda</b>
Edward III (1980)	Unclear requirements and incomplete files.	Communication and resources are not fully effective.	Public checklist, staff guidance, and citizen information system.
Grindle (1980)	Formal procedure exists but context creates obstacles.	Policy content is clear, but implementation context is difficult.	Context-sensitive service design for mainland and island villages.

Van Meter & Van Horn (1975)	Village and subdistrict coordination is weak.	Interorganizational communication shapes implementation quality.	Shared SOP and feedback mechanism for returned files.
Parasuraman et al. (1988)	Citizens face delay, repeated visits, and varying staff responsiveness.	Reliability, responsiveness, and empathy need improvement.	Service standards, staff training, and satisfaction monitoring.
Denhardt & Denhardt (2003)	Citizens carry the burden of navigating bureaucracy.	Service should be citizen-oriented, not merely procedure-oriented.	Pre-checking, assistance, and respectful communication.
Janssen & van der Voort (2016)	Manual drafting causes errors and slow processing.	Digital governance remains partial.	Digital templates, tracking, and village-subdistrict communication tools.

### Proposed Service Improvement Model

Based on the findings and discussion, this article proposes an integrated improvement model for SKAW service in West Likupang District. The model consists of five components: information clarity, village pre-verification, subdistrict digital processing, accountable authorization, and equitable access. These components are mutually connected. Information clarity reduces incomplete files. Village pre-verification reduces repeated travel. Digital processing reduces errors. Accountable authorization reduces bottlenecks. Equitable access ensures that island residents are not disadvantaged.

The first component, information clarity, requires a simple list of SKAW requirements written in plain language and distributed through village offices, the subdistrict office, social media, and community groups. The list should explain required documents, processing steps, estimated time, and contact points. Information should be updated whenever policy changes.

The second component, village pre-verification, requires village officials to check documents before citizens travel to the subdistrict. The village should not only issue a supporting letter but also verify the completeness of identity documents and family relationship evidence. A standardized checklist signed by the village officer could accompany the file.

The third component, subdistrict digital processing, requires standardized templates, numbering, storage, and tracking. A simple spreadsheet or local database can record applicant name, village, date received, status, missing documents, and date issued. Such a system would allow staff to monitor progress and identify common problems.

The fourth component, accountable authorization, requires a predictable signing and review system. Officials can set daily or weekly signing windows, prepare substitute authorization according to rules when necessary, and ensure that completed files do not wait unnecessarily. Legal responsibility remains intact, but workflow becomes more predictable.

The fifth component, equitable access, requires special mechanisms for island villages. The subdistrict can schedule mobile service visits, collect applications through village offices, or allow online pre-checking of documents before applicants travel. These mechanisms would reduce the unequal burden of distance and transportation cost. See table 6.

**Table 6.** Integrated SKAW service improvement model

<b>Component</b>	<b>Operational action</b>	<b>Expected result</b>
Information clarity	Publish simple requirements and service flow in village offices and online channels.	Fewer incomplete applications and better citizen understanding.
Village pre-verification	Use a standardized checklist before files are sent to the subdistrict.	Reduced repeated visits and stronger data accuracy.
Digital processing	Use templates, numbering, tracking, and electronic archives.	Faster drafting, fewer errors, and better monitoring.
Accountable authorization	Set predictable signing schedules and lawful delegation mechanisms.	Reduced bottleneck and clearer completion time.
Equitable access	Provide mobile service or online pre-checking for island communities.	Lower transportation burden and fairer access.

## CONCLUSION

The implementation of population administrative service policy in West Likupang District, especially the issuance of Certificates of Heirship, has been carried out through a recognizable procedural framework. The process includes application registration, population-data and domicile verification, document drafting, authorization, and issuance. This indicates that the policy is not merely symbolic. The subdistrict has performed its administrative function and citizens are able to obtain SKAW documents through the existing mechanism. However, the implementation has not yet reached optimal service quality. The main weaknesses include incomplete documents, repeated file returns, unclear information, weak initial verification at the village level, manual drafting, uneven staff competence, limited technology, coordination gaps, dependence on authorized signatories, and geographical barriers for island communities. These problems show that the service is procedurally available but not yet fully citizen-oriented. The determinant factors influencing SKAW implementation are document completeness and data accuracy, human resource capacity, institutional coordination, infrastructure and technology, and geographical access. These factors interact with one another. For example, incomplete documents are linked to weak information and village verification; manual drafting is linked to technology and staff capacity; and geographical barriers intensify the cost of repeated visits. Theoretically, the findings support Edward III's model of communication, resources, disposition, and bureaucratic structure; Grindle's distinction between policy content and implementation context; Van Meter and Van Horn's emphasis on interorganizational communication; and public service theories that highlight reliability, responsiveness, assurance, empathy, and citizen orientation. The West Likupang case confirms that administrative service reform must address both internal bureaucracy and citizen experience. Practically, the article recommends strengthening SKAW service through clear public information, standardized village pre-verification, continuous staff training, digital document templates and tracking, predictable authorization procedures, and special access mechanisms for island communities. These reforms would shift the service from procedural compliance toward accountable, responsive, and equitable population administration.

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