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Implementation of the Population Administration Information System (SIAK) Policy at the Population and Civil Registration Office of Ambon City

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ABSTRACT

This study examined the implementation of the Population Administration Information System (SIAK) policy at the Population and Civil Registration Office of Ambon City and identified supporting and inhibiting factors. A descriptive qualitative approach was used. Data were obtained through interviews, observation, and document review involving five purposively selected informants: a division head responsible for population information management and data utilization, one SIAK operator, and three service users. The analysis involved data collection, reduction, display, and conclusion drawing. The findings indicated that data integration, access security, monitoring, evaluation, and operator assistance generally functioned well. Internal coordination, trained operators, positive implementer attitudes, documented procedures, and clear responsibilities supported implementation. However, unstable internet connectivity, occasional central-server disruptions, and inconsistent communication of procedural changes to the public constrained service continuity. SIAK implementation was therefore functioning but not yet optimal. Improved network contingency arrangements, technical support, and consistent public communication were identified as priorities for strengthening population administration services.

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INTRODUCTION

Population administration is a core government function because official identity records underpin access to public services, civic recognition, and the population data used in development programs. An individual's ability to obtain an identity card, family card, or civil registration document can affect subsequent interactions with the state. For local governments, accurate population records also support planning and the administration of services. In Indonesia, Law Number 23 of 2006 on Population Administration, as amended by Law Number 24 of 2013, provides the legal framework for the orderly, accurate, and integrated administration of population data and civil registration documents. Digital information systems have consequently become part of the institutional infrastructure through which local governments implement this mandate.

The Sistem Informasi Administrasi Kependudukan, or Population Administration Information System (SIAK), connects population registration, civil registration, information management, and the utilization of population data. Its administrative value lies in linking transactions that would otherwise be processed through separate records or disconnected organizational units. For the Population and

Civil Registration Office (Dinas Kependudukan dan Pencatatan Sipil, or Disdukcapil) of Ambon City, SIAK is used to update and integrate local population data and to support the issuance of electronic identity cards, family cards, civil registration certificates, and related documents. Online connectivity is intended to link municipal records with provincial and national databases, thereby reducing duplication, supporting accuracy, and facilitating service delivery.

Information-system performance cannot be assessed solely by whether a system has been installed or whether records can be entered into an application. Information must be relevant, accurate, available when needed, and protected from unauthorized disclosure. The source manuscript identifies these expectations with reference to the information-systems literature, including DeLone and McLean (2009) and Laudon and Laudon (2020). In a population administration setting, these concerns have an especially direct operational meaning: users depend on reliable records, while public officials must safeguard information that can identify individual residents. A system may therefore support administrative integration and still encounter implementation problems if service interruptions, communication gaps, or weak operational support prevent users from receiving timely assistance.

The Ambon City case illustrates the difference between formal adoption and the daily realization of a digital public-service policy. The source study reports that some service users did not fully understand requirements and changes to procedures, while unstable internet connections and occasional interruptions at the central server could delay processing. These problems are analytically distinct. Connectivity interruptions concern the technological conditions of implementation; incomplete information about requirements concerns how policy procedures are communicated to the people who use them. Both can affect the reliability of a service even when staff are committed to carrying out their responsibilities.

Public policy implementation provides a framework for explaining why a technically functioning system may nevertheless encounter administrative constraints. Implementation refers to the activities undertaken to translate policy decisions into organizational actions and services (Tangkilisan, 2003). Mazmanian and Sabatier (1983) emphasize the processes through which policy decisions are carried out by implementing organizations and actors. Van Meter and Van Horn (1975) draw attention to policy standards, resources, interorganizational communication, implementing-agency characteristics, implementer attitudes, and the broader social and political environment. These perspectives situate SIAK within public administration rather than treating it only as a technology project.

George C. Edward III (1980) identifies four interrelated factors associated with policy implementation: communication, resources, disposition, and bureaucratic structure. Communication concerns the transmission, clarity, and consistency of policy instructions and information. Resources include personnel, information, authority, funding, and operational facilities. Disposition refers to the attitudes and commitment of officials who implement the policy. Bureaucratic structure concerns standard operating procedures, allocation of responsibilities, and the arrangements through which tasks are coordinated. The framework is useful for differentiating difficulties rooted in organizational practice from those produced by technical dependencies outside the immediate control of a municipal service office.

The SIAK-specific concerns in the source research complement these four variables. Data integration requires consistent records and synchronization across administrative levels; data protection requires controlled access and disciplined use of information; monitoring and evaluation help identify operational problems; and training and technical assistance support system operators. Lenzerini (2002) explains the conceptual importance of integrating data across sources, while Laudon and Laudon (2020) discuss the organizational roles of information systems. Read together, these ideas allow the examination of digital population administration as an implementation process involving infrastructure, people, rules, and information flows.

The objective of this study was to analyze the implementation of the SIAK policy at the Disdukcapil of Ambon City and identify its supporting and inhibiting factors. The analysis used the four variables proposed by Edward III alongside four operational aspects of SIAK implementation: data integration, data security, monitoring and evaluation, and operator training and assistance. Its contribution is a focused account of the conditions through which a national population administration system is operated at the municipal service level. It does not claim to measure the performance of the entire national system or to establish effects beyond the five-informant qualitative case.

RESEARCH METHODS

The study employed a descriptive qualitative approach to examine how the SIAK policy was implemented at the Population and Civil Registration Office of Ambon City. The unit of analysis was the implementation process as experienced and administered within the municipal office. The study focused on the operational dimensions of integration, security, evaluation, and training, while using communication, resources, disposition, and bureaucratic structure to interpret factors that supported or impeded policy implementation. This approach was appropriate to the original objective of describing administrative practices and explaining encountered problems rather than estimating statistical relationships.

Informants were selected purposively on the basis of their involvement in or knowledge of SIAK operation and services. Five participants were included: the head of the division responsible for Population Administration Information Management and Data Utilization, one SIAK operator, and three members of the public who had used the services. The division head represented the management perspective, the operator provided information on day-to-day technical operation, and service users supplied experience-based accounts of administrative procedures. This composition supported comparisons across management, implementation, and user perspectives, although the small number of informants limits any claim of representativeness.

Primary information was obtained through interviews and observation. Documentary materials included standard operating procedures, evaluation reports, relevant policy documents, and supporting literature. As stated in the source study, data collection, reduction, display, and conclusion drawing or verification followed the qualitative analytical sequence associated with Miles and Huberman (1992). Credibility was strengthened by comparing statements from different informants with observations and organizational documents. The available manuscript does not specify interview dates, durations, transcripts, or the detailed coding scheme; these particulars are therefore not reconstructed or inferred in this English version.

The research focus and indicators are summarized in Table 1. The indicators did not constitute quantitative scales in the source study. Rather, they organized the qualitative inquiry and subsequent discussion, with SIAK operations assessed alongside Edward III's four implementation variables. Table 2 reports the informant composition as provided in the original manuscript.

Table 1 Research Focus and Indicators

Research focus	Main indicators
SIAK implementation	Data integration; data security; monitoring and evaluation; operator training and assistance
Communication	Transmission, clarity, and consistency of information
Resources	Personnel, information, authority, budget, facilities, and infrastructure
Disposition	Commitment, responsibility, discipline, and responsiveness of implementers
Bureaucratic structure	Standard operating procedures, division of tasks, coordination, and hierarchy of authority

Source: Adapted from Edward III (1980) and the research focus reported in the source manuscript (2026).

Table 2 Composition of Research Informants

Informant category	n	Role in the study
Head of the Population Administration Information Management and Data Utilization Division	1	Policy and managerial oversight of SIAK
SIAK operator	1	Technical operation of the system
Community service users	3	Service recipients and supporting informants
Total	5	—

Source: Research data reported in the original manuscript (2026).

RESULTS AND DISCUSSION

Implementation of the Population Administration Information System

The study reported that population data entered by the Disdukcapil of Ambon City were connected online with the central SIAK database. According to the research findings, this integration supported the processing and issuance of population administration documents through a more connected data environment. The reported improvement should be understood as a qualitative assessment of service practice; the source manuscript did not provide measured changes in processing time, error rates, or the

number of documents issued. The observed arrangement nevertheless shows that municipal service delivery depends on the continuing availability of information infrastructure beyond the local office.

A practical problem emerged when network connectivity was disrupted. Operators reportedly maintained temporary records or entries and continued synchronization when the connection returned to normal. The practice allowed administrative work to continue in a limited form rather than stopping all activity during an interruption. Yet it also indicated a dependency: the completion of electronic processing still required successful reconnection with the central system. Temporary recording should therefore not be confused with a fully independent backup service. The source findings point to the need for stronger contingency arrangements but do not establish that such arrangements had already been implemented.

Data protection was described as another functioning component of local implementation. Operators used usernames and passwords, and access privileges were restricted according to assigned responsibilities. The study also noted rules against disclosing personal data to unauthorized parties. These measures are relevant because population information contains sensitive identifiers and administrative records. Nevertheless, access controls work only when personnel use them as intended. The evidence therefore connects the technical safeguards of SIAK with the disposition and discipline of implementers. The source manuscript did not report a formal cybersecurity audit or a systematic assessment of data breaches; the finding should be read as a description of reported controls and operational practice.

Monitoring and evaluation were reported to occur periodically through internal meetings and monitoring involving provincial civil registration authorities, the Directorate General of Population and Civil Registration, and central technical units. In the account provided by the research, these activities were used to assess operator performance, identify difficulties, and discuss follow-up measures. The presence of evaluation activities is relevant because the digital system operates across institutional levels and local technical problems may require support outside municipal authority. The frequency, completeness, and independently measured effectiveness of these evaluations were not quantified in the available source.

Training and technical assistance formed a further element of implementation. Operators were reported to receive technical guidance and help from relevant technical teams when errors or system disruptions occurred. These arrangements may reduce dependence on informal problem solving and allow staff to respond more consistently to recurring difficulties. In analytical terms, training is part of the resources dimension in Edward III's framework, while continued guidance can also strengthen implementer confidence and commitment. The finding supports a positive assessment of operator assistance, without implying that all technical problems had been eliminated.

Table 3 preserves the qualitative assessments presented in the source manuscript. Each operational aspect was categorized as good, accompanied by a qualification where relevant. These are qualitative judgments rather than numerical performance scores. Reading the table alongside the interview-based discussion helps distinguish the general adequacy of implementation activities from the specific weaknesses that still affected service continuity.

Table 3 Summary of SIAK Implementation Findings

Dimension	Reported condition	Main finding
Data integration	Good	Local population records were connected to the central database, although network interruptions still occurred.
Data security	Good	Role-based access was applied and operators were expected to safeguard personal information.
Monitoring and evaluation	Good	Periodic monitoring was conducted and operational difficulties were discussed for follow-up.
Operator training and assistance	Good	Technical guidance and assistance were available to operators.

Source: Findings from interviews, observation, and document review reported in the source manuscript (2026).

Communication as a supporting factor and a remaining service constraint

The implementation evidence pointed to a difference between internal and external communication. Within the Disdukcapil office, coordination between leaders and implementers reportedly took place through meetings and group communication channels. Operators generally understood operational

instructions and were able to carry out their assigned responsibilities. This indicates that the transmission and clarity of information inside the implementing organization were comparatively strong. Routine coordination also created opportunities for problems encountered by frontline staff to be relayed to those responsible for managing the service.

Public communication was less consistent. The source study described service users who did not always receive sufficiently clear or timely information when requirements or procedures changed. Some applicants reportedly arrived without complete documents or with expectations of service time that did not correspond to the operating conditions. These difficulties matter because a digital system cannot compensate for uncertainty about eligibility requirements, submission procedures, or processing steps. When residents must return with additional documents, an otherwise functioning electronic workflow may still impose avoidable costs on users.

Edward III (1980) treats communication as a core implementation variable, including the consistency of information reaching those affected by policy. The Ambon case illustrates why that consistency has both an internal and an external dimension. Adequate instructions among staff do not automatically ensure that residents understand the service. A practical response would be to link every procedural change to a coordinated public information process: digital announcements, service counters, information boards, brochures, and staff explanations should communicate the same requirements. This recommendation follows from the documented communication gap; the source study did not test a specific communication intervention.

Resources and the limits of municipal control over digital infrastructure

The source research assessed human resources as a supporting factor. The operator had experience and had received training, while the division of authority was generally understood. This finding indicates that personnel capability was not reported as the principal obstacle in the case. It would be inaccurate to infer a shortage of employees or pervasive deficiencies in their competence from this evidence. Instead, the primary resource constraints identified in the manuscript were technological: unstable internet connections and disruptions to the central server that a municipal office could not fully control.

This distinction has administrative implications. Edward III's resources category includes more than staffing levels; it also concerns information, facilities, and the authority needed to perform assigned tasks. SIAK operation depends on links between local service points and systems located beyond their immediate managerial jurisdiction. Even with trained operators, local performance may be interrupted by a network failure or a central-system problem. Thus, resources must be understood as interdependent across administrative levels. Strong municipal personnel capacity can mitigate some consequences of disruption, but it cannot in itself eliminate infrastructure vulnerabilities.

The study's recommendation for network redundancy can be interpreted as a need for continuity planning. Options such as alternative connectivity and clearly communicated procedures for handling disruptions may help reduce uncertainty, although their feasibility and effectiveness would require separate assessment. Any temporary record-keeping approach must also remain consistent with the obligations of secure data management and accurate subsequent synchronization. The source findings provide a rationale for evaluating such mechanisms, not empirical evidence that a particular technical architecture would solve the problem.

Implementer disposition, bureaucratic structure, and operational consistency

The reported disposition of implementers was positive. Operators were described as committed, responsible, and disciplined in maintaining service work, including when network interruptions required temporary administrative recording. In Edward III's framework, disposition concerns the willingness of those implementing a policy to act consistently with its objectives. The case shows how committed personnel can help preserve basic service continuity under imperfect technical conditions. Yet commitment should not be treated as a substitute for dependable infrastructure: workarounds may help manage an interruption while leaving the underlying cause unresolved.

Bureaucratic structure was also identified as a supporting factor. Standard operating procedures were documented, tasks were allocated among operators, and lines of authority were described as clear. The study did not find that overlapping responsibilities or resistance among implementers were the main sources of difficulty. These findings suggest that routine organizational arrangements at the office

were largely capable of translating the SIAK policy into service operations. In such circumstances, reform efforts should not automatically assume that procedural fragmentation is the central issue. Institutional strengths already in place may instead provide a foundation for more targeted technical and communication improvements.

The relationship between disposition and structure deserves attention. Documented procedures can make routine decisions more predictable, while responsible implementers help ensure that procedures are followed. Monitoring can reveal where standards require clarification, and technical guidance can help staff respond to problems without compromising data security. In the Ambon case, the combination of positive disposition and clear task allocation was reported to support implementation. The remaining weaknesses point toward the boundaries of organizational control, rather than demonstrating a failure of the basic implementation framework.

Understanding service continuity as a policy-implementation outcome

Service continuity is a useful interpretive lens for this case because it connects the daily service experienced by residents with the administrative conditions identified in the study. The source manuscript states that operators could perform temporary recording during network difficulties and resume synchronization after service was restored. That practice illustrates operational responsiveness, but it does not demonstrate uninterrupted service. The distinction is important. Continuity can refer to maintaining the ability to communicate with users, preserving accurate application records, or completing transactions within an expected time. The study provides qualitative evidence of an operational workaround; it does not establish which of these dimensions was maintained consistently during each interruption. This distinction keeps the analysis aligned with what the available data actually show.

The interplay between local and centralized components complicates simple evaluations of SIAK implementation. A frontline office may maintain suitable staff arrangements and follow standard procedures while still depending on a central server and external connectivity. The study identified this dependency as a practical source of difficulty. In response, a public organization could distinguish matters under direct managerial control, such as staff instructions and the dissemination of procedural information, from matters requiring coordination with higher-level technical authorities. This does not transfer responsibility away from the local office; rather, it makes the relevant sources of risk and the required channels of response more explicit. The source manuscript did not document particular service-level agreements or central technical response times, so no such arrangements are assumed here.

The relationship between continuity and information security also deserves consideration. Temporary records may help maintain a record of requests, but their handling needs to remain consistent with established confidentiality obligations and with the need for accurate later entry or synchronization. The original study reports access restrictions and rules governing personal information, alongside temporary administrative practices during technical interruptions. These observations support the general recommendation that continuity procedures and data-protection measures should be considered together. They do not justify an assertion that records were lost, that security was compromised, or that unauthorized access occurred. No such incident was reported in the supplied manuscript.

From the perspective of service users, administrative clarity is itself an element of continuity. When requirements change, a resident may be unable to complete a transaction even if the database is available and the operator can use the system. The communication finding therefore broadens the meaning of a reliable service beyond technical availability. Accessible, consistent information about documents, submission steps, and service limitations can help users decide when and how to approach the office. The source findings do not quantify the number of repeat visits or delays caused by unclear information, but they indicate why this issue belongs within the implementation analysis rather than being treated as a peripheral matter of public relations.

Aligning implementation factors with specific improvement priorities

The four variables in Edward III's model are most useful when translated into targeted administrative questions. Under communication, the key distinction is between instructions that are understood internally and information that reaches service users consistently. Under resources, the relevant assessment concerns not only staff competence but also the availability of connectivity and

technical assistance. Under disposition, attention should be directed to the readiness of operators to maintain appropriate service practices when conditions change. Under bureaucratic structure, the relevant issues are the clarity of procedures, allocation of responsibilities, and escalation routes for problems that cannot be solved within the local unit. These questions follow from the study's existing evidence; they do not represent additional interviews or new empirical findings.

This framework can also help avoid one-size-fits-all recommendations. Calling for staff recruitment would not directly address a technical dependency if the available evidence points instead to central-server outages and unstable connectivity. Likewise, installing additional equipment would not automatically correct inconsistent instructions given to applicants. A more proportionate implementation response would identify the source of the service problem before determining its remedy. The case suggests prioritizing reliable communication of procedure changes, continued operator assistance, and explicit arrangements for handling technical interruptions. Evidence about the cost, capacity, and effectiveness of alternative interventions would be needed before choosing a specific infrastructure investment.

The case highlights why evaluation should be sensitive to the difference between compliance and outcomes. The availability of an SOP, regular meetings, and training are significant indicators that an office has organized implementation activities. Yet they do not by themselves demonstrate how quickly users receive documents, how often a service is interrupted, or whether requirements are consistently understood. These outcome-oriented questions cannot be answered from the supplied manuscript because corresponding quantitative indicators are not reported. They are nevertheless useful in defining the next phase of evaluation. Future measurement could build on the existing qualitative dimensions without changing the interpretation of the evidence gathered in this study.

Implications for municipal public administration

The administrative significance of the case extends beyond whether an application can be used by an operator. Population administration is a recurring interaction between residents and the state, and service experience is produced through several linked activities: providing correct information, receiving applications, checking requirements, entering or confirming data, and issuing documents. The original research addresses these activities indirectly through its analysis of communication, operational integration, and staff practice. It suggests that evaluations of digital public administration should account for both the electronic transaction and the organizational work that makes the transaction accessible. This is an analytical reading of the case rather than a claim that every step was independently timed or observed.

One administrative strength described in the study was the availability of clear procedures and assigned responsibilities. Such arrangements can contribute to predictable service because operators know which tasks fall within their authority and can refer technical difficulties through established organizational channels. They also provide a basis for accountability: when a problem occurs, responsibilities should be sufficiently defined for the relevant unit to follow it up. The source manuscript associates these procedural conditions with generally favorable implementation. It does not provide a formal audit of procedural compliance, and this English article therefore does not treat the existence of documented SOPs as proof that every individual transaction was processed without error.

The reported monitoring activities offer a starting point for translating implementation experience into service improvement. Meetings and supervision can be used to identify recurring interruptions, communicate updated instructions, and determine which issues require technical assistance. For future evaluation, it would be helpful to document a small set of consistent service indicators while retaining qualitative feedback from users and operators. Possible indicators could include frequency and duration of interruptions, completion of delayed transactions, and the clarity of public announcements. These are proposals for future assessment, not measures obtained in the study. Their purpose is to show how the original qualitative findings could inform a subsequent evidence-based evaluation.

A further implication concerns the relationship between municipal autonomy and national administrative integration. SIAK supports coordinated population information, but central integration can also mean that some technical interruptions are not resolved entirely at the city level. Local authorities need a clear understanding of the actions they can take directly and those requiring support from other administrative levels. The findings do not establish which organization caused any specific

network or server incident; they establish that disruptions occurred and constrained service. This distinction is necessary for making fair evaluations of implementer performance and for directing improvement efforts toward the relevant operational level.

Integrated assessment, implications, and research boundaries

Taken together, the findings characterize SIAK implementation at the Disdukcapil of Ambon City as generally functioning well but not yet optimal. Data integration, protection practices, monitoring, and technical assistance were in place according to the qualitative evidence. Internal communication, trained personnel, implementer commitment, and clear procedures contributed to this condition. At the same time, technological interruptions and inconsistent information for service users continued to affect the reliability of public-facing services. The result is not a contradiction: satisfactory operation across several dimensions can coexist with weaknesses that matter disproportionately to service users when they occur.

The implementation perspective helps organize these findings into two groups. The first consists of capabilities within the organization: staff training, internal coordination, access discipline, routine monitoring, and the operation of standard procedures. The second consists of dependencies requiring coordination beyond the immediate frontline unit: network reliability, central-system availability, and reliable transmission of updated procedures to the public. The local government can directly manage many of the first group, while some of the second may require support or decisions at other administrative levels. This distinction is an interpretation of the original evidence, not a newly observed institutional arrangement.

The study's overall assessment is consistent with the emphasis in Tarifu (2020) on the role of supportive administration, information management, and implementation resources in population-document services. More broadly, the Ambon case illustrates the interdependence of the four Edward III variables. Communication is important both for operator coordination and for public understanding; resources include technical infrastructure and competent staff; disposition supports continuity when conditions are difficult; and bureaucratic structure provides a basis for reliable administrative execution. The case therefore underscores that digitalization is an administrative implementation challenge as well as a technological undertaking.

Policy implications follow directly from the reported constraints. The Disdukcapil of Ambon City should assess contingencies for network disruption, maintain clear arrangements for recording and later synchronizing transactions, and coordinate technical assistance when central-system availability affects local operations. Regular operator training should be continued and aligned with changes in system procedures. Public communication should be standardized across online channels, information boards, printed guidance, and frontline staff, so that changes in requirements are not communicated inconsistently. These proposals should be evaluated before being treated as proven improvements, since the original study did not measure their effects.

The evidence base also warrants caution. The study involved five purposively selected informants and used interviews, observation, and documents rather than a representative survey or a quantitative service-performance dataset. It did not report processing-time statistics, satisfaction scores, longitudinal trends, or an independently validated information-security assessment. Consequently, the phrase "generally good implementation" should remain a bounded qualitative conclusion about the examined office and dimensions. Further research could examine SIAK integration with other public services, investigate technical service interruptions over time, and quantify citizen satisfaction or service delays. Such follow-up studies would complement, rather than retroactively expand, the claims supported by the present case.

CONCLUSION

The implementation of the Population Administration Information System (SIAK) policy at the Population and Civil Registration Office of Ambon City was assessed as generally effective in the operational areas of data integration, data protection, monitoring and evaluation, and operator training and assistance. Internal communication, competent personnel, positive implementer disposition, documented standard operating procedures, and clear allocation of responsibilities were reported to support policy implementation. Nevertheless, internet instability, occasional interruptions to the central server, and inconsistent public communication about changing procedures continued to limit service

continuity and predictability. The findings indicate that implementation was functioning but had not reached an optimal level.

The study recommends strengthening service-continuity arrangements for network and server problems, maintaining technical guidance for operators, and ensuring that procedural changes are communicated consistently through digital and face-to-face service channels. Subsequent research could assess integration with other services and measure user satisfaction and service performance quantitatively. These recommendations are grounded in the original qualitative findings and should not be interpreted as evidence that the proposed measures have already been implemented or evaluated.

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