

Creating Public Value Through Inclusive Population Administration Services: The Case of DUKCAPIL SIAP in Purbalingga Regency

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ABSTRACT

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Population administration services are a form of public service that plays a crucial role in ensuring the fulfillment of basic community rights. However, in practice, some groups still experience difficulties in accessing these services, particularly vulnerable groups such as people with disabilities and the elderly with limited mobility. Therefore, the Population and Civil Registration Office in Purbalingga Regency presents a service innovation through the DUKCAPIL SIAP Program as an effort to bring services closer to the community through an outreach mechanism. This study aims to analyze the public value generated from the implementation of the DUKCAPIL SIAP Program. This study uses a qualitative method with a descriptive approach. Data collection techniques were carried out through interviews, observation, and documentation. Data analysis was carried out through the processes of data reduction, data presentation, and drawing conclusions. The results show that the DUKCAPIL SIAP Program is able to create public value through three main aspects: legitimacy and support, operational capability, and substantial value generated for the community. This program provides economic benefits through free services, social value through inclusive services for people with disabilities and the elderly, and political, educational, and ecological values that encourage public awareness of the importance of population administration. Thus, the DUKCAPIL SIAP Program can be a public service innovation that contributes to improving the accessibility and quality of population administration services for the community.

INTRODUCTION

Indonesia is one of the countries with the largest populations in the world, ranking fourth globally. Based on the 2020 Population Census, Indonesia's population reached approximately 270 million people and is projected to continue increasing to around 294 million by 2030 (BPS, 2022). This large population requires the government to provide public services that are high-quality, effective, and accessible to all segments of society. Within the concept of the welfare state, the government has the responsibility to ensure the fulfillment of citizens' basic rights through the provision of public services that are fair, transparent, and inclusive (Eriranda et al., 2024). One form of public service that plays a strategic role is population administration services.

Population administration functions as a system for recording population data and issuing official documents such as electronic identity cards (e-KTP), family cards, and other civil registration documents. These documents not only serve as legal identification for citizens but also act as essential requirements for accessing various public services, including education, healthcare, social assistance, and banking services (Hasanah et al., 2024). Therefore, the ownership of population documents is a fundamental basis for ensuring the protection of citizens' rights in a fair and equitable manner. However, in practice, population administration services still face various challenges. Reports from the Ombudsman of the Republic of Indonesia indicate that population administration services continue to encounter several

issues, such as complicated procedures, limited infrastructure, and suboptimal service accessibility for certain groups of society. In 2022, there were 776 public complaints related to population administration services, a significant increase compared to the previous year (Ombudsman RI, 2022).

This condition shows that access to population administration services has not yet been evenly distributed across all communities. These problems are particularly experienced by vulnerable groups such as persons with disabilities and the elderly. According to data from Statistics Indonesia, the number of persons with disabilities in Indonesia in 2023 reached approximately 22.97 million people, or about 8.5% of the total national population (BPS, 2024). This group often faces various barriers in accessing public services, including limited mobility, health conditions, and restricted access to information and technology. Without complete population administration documents, vulnerable groups are at risk of experiencing difficulties in obtaining basic services provided by the government. This condition is also reflected in Central Java Province, which has a relatively large elderly population. Based on data from the Directorate General of Population and Civil Registration in 2021, Central Java ranked fourth among provinces with the highest percentage of elderly population in Indonesia, with around 4.67 million people or 13.68% of the total population. Moreover, the number of elderly people in Central Java has shown an increasing trend over time.

Data from Statistics Indonesia indicates that the elderly population in Central Java increased from 4.86 million in 2022 to 5.38 million in 2024, accounting for approximately 13.94% of the total provincial population. This condition indicates that Central Java is entering an aging population phase, requiring local governments to provide more inclusive and adaptive public services for the elderly. In addition to the high number of elderly residents, Central Java Province also has a considerable number of persons with disabilities across various districts and municipalities.

Data from the Social Affairs Office shows that Purbalingga Regency had the highest number of persons with disabilities in Central Java in 2021, reaching 8,470 individuals. This number is significantly higher compared to other regencies such as Kebumen, Purworejo, and Pati. This condition indicates that Purbalingga Regency has a substantial need for inclusive public services, particularly population administration services for vulnerable groups. Furthermore, the number of elderly residents in Purbalingga Regency has also shown an increasing trend in recent years. Data from the Population and Civil Registration Office of Purbalingga Regency shows that the number of elderly individuals holding

identity cards increased from 147,906 in 2022 to 163,416 in 2025. This increase reflects the growing number of people who may face difficulties in accessing population administration services due to limited mobility and health conditions. In response to these conditions, the Population and Civil Registration Office of Purbalingga Regency developed an innovative service program called DUKCAPIL SIAP (Inclusive Population Administration System and Integrated Services). This program is a proactive outreach service aimed at vulnerable communities, particularly persons with disabilities and the elderly, by directly visiting service recipients to conduct data recording and issue population documents (Darmawan et al., 2023). Through this approach, the local government seeks to reduce service access barriers while expanding the reach of population administration services to communities that have previously been underserved (Damayanti & Yuningsih, 2022).

Previous studies have examined outreach-based population administration service innovations in several regions of Indonesia. Research by Nurafifah and Ilosa (2024) found that outreach service programs were relatively effective in improving service accessibility, although they still faced obstacles such as limited facilities and uneven service coverage. Similarly, Sari and Meirinawati (2022) highlighted that population administration innovations for vulnerable groups were able to facilitate easier access to services but were constrained by limited human resources and inadequate program socialization. In addition, Hasanah et al. (2024) analyzed e-KTP services from a Public Value perspective and found that although services had attempted to fulfill dimensions of public value, several problems such as long queues, limited information, and infrastructure constraints remained unresolved.

However, previous studies have primarily focused on service effectiveness, innovation implementation, and administrative constraints. Studies that specifically analyze outreach-based population administration services for vulnerable groups using the Public Value perspective remain limited, particularly in the context of inclusive services for persons with disabilities and the elderly. International literature also emphasizes that inclusive public services should not only be evaluated based on efficiency and administrative performance but also on the extent to which they create public value, strengthen trust, improve accessibility, and ensure social equity for marginalized groups (Moore, 1995; O'Flynn, 2007). Nevertheless, empirical studies examining how local governments create public value through inclusive population administration programs for vulnerable communities are still relatively scarce, especially in developing countries.

Therefore, this study seeks to fill the research gap by analyzing the DUKCAPIL SIAP Program in Purbalingga Regency using Mark H. Moore's Public Value framework, which consists of legitimacy and support, operational capability, and substantive value. This study not only examines the administrative performance of the program but also analyzes how the program creates meaningful value for vulnerable communities, particularly persons with disabilities and the elderly, through inclusive and adaptive population administration services. Thus, this research is expected to contribute academically to the development of Public Value studies in the field of public administration, especially regarding inclusive public services for vulnerable groups in developing countries.

Based on the background above, the research questions of this study are formulated as follows: How does the DUKCAPIL SIAP Program gain legitimacy and support in providing population administration services for vulnerable communities in Purbalingga Regency, how does the operational capability of the program support the implementation of inclusive population administration services for vulnerable groups, and how does the DUKCAPIL SIAP Program create substantive public value for persons with disabilities and the elderly in Purbalingga Regency.

Based on these research questions, this study aims to analyze how the DUKCAPIL SIAP Program creates public value through the dimensions of legitimacy and support, operational capability, and substantive value in providing inclusive population administration services for vulnerable communities in Purbalingga Regency.

LITERATURE REVIEW

Public Management

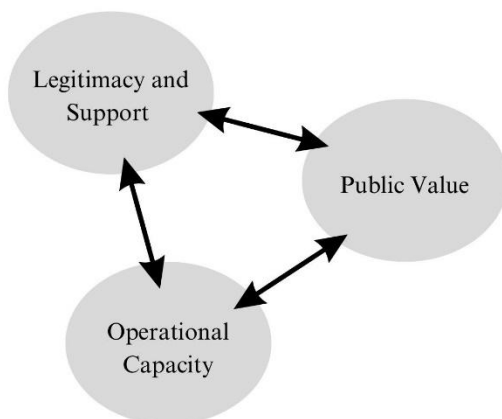


Figure 1 Strategy Triangle Mark H. Moore 1995

Public services are activities carried out by the government or state administrators to meet the public's needs for goods, services, and administrative services.

According to Robert (in R. C. Dewi & Suparno, 2022), public services are a series of activities carried out by government organizations to provide services to the public in accordance with applicable regulations to meet the public interest. Good public services must be able to provide easy access, speed, transparency, and ensure justice for all citizens without discrimination.

Public Service

Public service is a series of activities carried out by the government to fulfill citizens' needs for goods, services, and administrative services. According to Robert (in Dewi & Suparno, 2022), public service aims to provide services to the public in accordance with regulations and public interests. Good public services must ensure accessibility, transparency, efficiency, and fairness. In practice, vulnerable groups often face barriers in accessing services. Therefore, inclusiveness is important in public service delivery. Inclusive public services emphasize equal and adaptive access for all citizens, especially persons with disabilities and the elderly. In population administration services, inclusiveness can be implemented through outreach services and adaptive service mechanisms.

Public Value

The concept of public value was introduced by Mark H. Moore (1995), who explained that public organizations should not only implement policies but also create value that benefits society. Public value can be seen from how far public services are able to provide benefits, strengthen public trust, and fulfill community needs. Mark H. Moore explains that the creation of public value can be analyzed through the Strategic Triangle, which consists of three main elements: legitimacy and support, operational capability, and substantive value. Legitimacy and support refer to public trust and support for government programs. Operational capability refers to the organization's ability to implement programs effectively through human resources, facilities, and service systems. Meanwhile, substantive value refers to the real benefits received by the community from the program implementation.

In this study, Public Value Theory is used to analyze how the DUKCAPIL SIAP Program creates inclusive population administration services for vulnerable communities in Purbalingga Regency.

Population Administration

Population administration is a series of activities related to population registration, civil registration, and the management of population data and documents. According to Law Number 24 of 2013 concerning Population Administration, population administration aims to provide legal identity recognition for every citizen and support the

implementation of public services and development. Population documents, such as electronic identity cards (e-KTP), family cards, and birth certificates, are important because they function as legal identity and requirements for accessing various public services. Population administration services are closely related to the fulfillment of citizens' basic rights. Therefore, the government must ensure that these services can be accessed by all citizens, including vulnerable groups. In this regard, the DUKCAPIL SIAP Program represents an effort by the government to provide more inclusive and accessible population administration services through outreach and integrated service approaches.

Theoretical Synthesis

This study integrates the concepts of public management, public service inclusiveness, and public value to analyze the DUKCAPIL SIAP Program in Purbalingga Regency. Public management explains how the government manages and implements population administration services. Public service inclusiveness emphasizes the importance of fair and accessible services for vulnerable communities. Meanwhile, Public Value Theory is used to analyze how these services create benefits and meaningful value for society.

Through this synthesis, the DUKCAPIL SIAP Program is understood not only as an administrative service innovation, but also as a government effort to create inclusive public value through accessible, adaptive, and equitable population administration services for persons with disabilities and the elderly.

METHOD

This study used a qualitative method with a descriptive approach to analyze the public value of the DUKCAPIL SIAP Program in population administration services for vulnerable communities in Purbalingga Regency. The study was conducted at the Population and Civil Registration Office of Purbalingga Regency as the implementer of the program. Informants were selected using a purposive sampling technique based on their involvement in the program. The informants consisted of officials and staff of the Population and Civil Registration Office, as well as elderly citizens and persons with disabilities who had received the service. Data were collected through interviews, observation, and documentation. The data analysis process included data reduction, categorization, data presentation, and conclusion drawing based on the dimensions of Public Value Theory by Mark H. Moore, namely legitimacy and support, operational capability, and substantive value. To ensure data validity, this study used source triangulation and technique triangulation by

comparing data obtained from interviews, observations, and documentation.

RESULT & DISCUSSION

The DUKCAPIL SIAP program, organized by the Population and Civil Registration Office of Purbalingga Regency, is an innovation in population administration services aimed at facilitating access to services for vulnerable communities, particularly people with disabilities and the elderly. This program implements a proactive service system, where officers directly visit the residences of people with limited mobility so that they can still obtain population data recording services without having to come to the Disdukcapil office. The public value of the DUKCAPIL SIAP program can be seen through several key aspects in the concept of public value, namely legitimacy and support, operational capabilities, and substantively valuable. A public service can be said to have public value if it is able to fulfill these three aspects in its implementation.

Legitimacy and Support

Legitimacy and support are aspects that demonstrate that a public service is run on a valid legal basis and has earned public acceptance and trust. A service is considered legitimate if it is based on applicable laws and regulations, and it is considered supported if it receives positive public recognition of its existence. Based on research findings, the SIAP DUKCAPIL Program has legitimacy derived from several regulations governing the provision of population administration services, including:

1. Law Number 25 of 2009 concerning Public Services
2. Law Number 24 of 2013 concerning Population Administration
3. Central Java Provincial Regulation Number 2 of 2023 concerning the Protection and Fulfillment of the Rights of Persons with Disabilities
4. Purbalingga Regency Regulation Number 29 of 2018 concerning the Fulfillment of the Rights of Persons with Disabilities
5. Purbalingga Regent Regulation Number 87 of 2016 concerning the Position, Organizational Structure, Duties, and Functions of the Population and Civil Registration Office of Purbalingga Regency

In addition to the legitimacy of these regulations, the implementation of the SIAP DUKCAPIL Program is also supported by various stakeholders, such as village and sub-district governments, neighborhood unit (RT) officials, and recipient families who play a role in the data collection process and the application

process for outreach services. Based on field research, the public positively supports the DUKCAPIL SIAP Program, as this service is considered very helpful in simplifying population document processing for people with limited mobility. The public feels that this service eliminates the need to visit the Population and Civil Registration Office (Disdukcapil) to record population data.

These findings indicate that the program fulfills the legitimacy dimension in Mark H. Moore's Public Value Theory because the implementation of the program is supported by legal authority and government policy. In addition, the implementation of the DUKCAPIL SIAP Program is also supported by village governments, neighborhood officials, and recipient families who assist in the service process and data collection. Public support for the program is reflected in positive community responses, particularly from persons with disabilities and elderly citizens who consider the outreach service system very helpful because they no longer need to visit the Population and Civil Registration Office directly.

This finding is consistent with previous studies which explain that outreach-based public services are able to improve accessibility for vulnerable communities. However, this study also found that public understanding of the DUKCAPIL SIAP Program is still not evenly distributed. Some communities still lack information regarding service mechanisms due to limited outreach and socialization activities caused by budget constraints. This condition indicates that although the program has gained legitimacy and public support, the dissemination of information has not yet been fully optimal. Therefore, strengthening public outreach activities remains necessary to expand community awareness regarding the program.

However, the level of public support is also influenced by the level of public awareness of the program. Interviews indicate that some people still lack a clear understanding of the DUKCAPIL SIAP service mechanism. This is due to limited outreach activities, which are currently not able to be carried out intensively due to budget constraints. Therefore, the DUKCAPIL SIAP Program can be said to have met the requirements of legitimacy and public support. This program has a clear legal basis and has received positive public support. However, increased outreach is still needed to ensure that all levels of society are more widely aware of the program.

Operational Capabilities

Operational capability is the ability of a public organization to manage its resources to deliver effective and high-quality public services. This capability encompasses the management of human resources, technological resources, and financial

resources that support public service delivery. Research shows that the implementation of the DUKCAPIL SIAP Program is supported by several adequate resources for the provision of population administration services. In terms of human resources, service implementation involves several divisions within the Purbalingga Regency Population and Civil Registration Office: the Population Registration Division, the Population Administration Information Management Division (PIAK), and data recording operators. The clear division of tasks and coordination between divisions demonstrate that officers possess adequate skills in carrying out services in accordance with established procedures. Furthermore, in providing services to persons with disabilities, officers implement an exception mechanism for individuals who cannot undergo standard data recording, for example, under certain circumstances that prevent biometric recording, such as fingerprints or retina scans.

In terms of technological resources, the DUKCAPIL SIAP Program is supported by portable mobile data recording equipment that is easily transported to service locations. This equipment allows officers to record population data directly at residents' homes. In addition, service implementation is also supported by operational vehicles and an internet network used to connect the data recording process with the population administration system. In terms of financial resources, the implementation of the DUKCAPIL SIAP Program is supported by a budget sourced from the Purbalingga Regency Regional Revenue and Expenditure Budget (APBD). Although the available budget is still limited, the Disdukcapil continues to strive to maximize the use of the budget so that services to the public can run optimally.

Compared with previous studies, this research found that the DUKCAPIL SIAP Program has more adaptive service mechanisms for vulnerable groups. Officers apply flexible procedures for persons with disabilities who cannot undergo standard biometric recording procedures and provide more intensive approaches for individuals with mental disabilities through family assistance. Outreach services are also provided directly to elderly citizens with limited mobility.

However, the study also found several limitations in program implementation, particularly related to budget constraints and limited service coverage. Although the program is supported by the regional budget (APBD), the available budget is still limited, affecting the intensity of outreach services and public socialization. This finding shows that while the operational capability of the program is relatively adequate, additional resource support is still needed to ensure program sustainability and wider service coverage.

Based on this description, it can be concluded that the DUKCAPIL SIAP Program has met the operational capability aspect because it is supported by competent human resources, adequate technology, and budget support that allows this program to run sustainably.

Substantively valuable

Substantive value refers to the public value generated from a public service that provides tangible benefits to society. This value can be observed from various aspects, such as economic, social, political, educational, and ecological values. In the implementation of the DUKCAPIL SIAP Program, the services provided are not only focused on fulfilling population administration requirements but also deliver broader benefits to the community, particularly for vulnerable groups such as persons with disabilities and the elderly. From an economic perspective, the DUKCAPIL SIAP Program provides benefits as all population administration services are delivered free of charge. In addition, the outreach (mobile service) system helps people save transportation costs and time, as the service process is conducted directly at their place of residence. From a social and cultural perspective, this program reflects the presence of the government in delivering inclusive and non-discriminatory services to vulnerable communities.

Services provided to persons with disabilities and the elderly are carried out with a more patient, humane approach, tailored to the conditions of the service recipients. For individuals with physical disabilities, services are delivered by adjusting the recording position or by directly visiting their homes if they are unable to come to the service office. Meanwhile, for individuals with mental disabilities, services are carried out through a more intensive approach involving family assistance and by considering the psychological condition of the service recipients before the recording process is conducted. Furthermore, services for the elderly are also provided through an outreach system by directly visiting their homes due to their limited mobility. From a political perspective, the existence of the DUKCAPIL SIAP

Program demonstrates the commitment of the local government to ensuring the fulfillment of population administration rights for all citizens, including vulnerable groups. Public support for this program also indicates an increase in public trust in local government services. From an educational perspective, this program indirectly provides public education regarding the importance of population administration documents as a basis for accessing various public services, such as healthcare, social assistance, and other government programs. Meanwhile, from an ecological perspective, the program does not have a direct impact on the

environment. However, the well-planned outreach service system can help reduce repeated community travel to the Population and Civil Registration Office, thereby indirectly supporting transportation efficiency.

These findings support Mark H. Moore's argument that public value is not only measured through service efficiency but also through the broader social benefits perceived by society. Compared with previous research that mainly focused on service effectiveness and administrative innovation, this study highlights how inclusive population administration services are able to create broader public value for vulnerable groups.

Nevertheless, this study also found several weaknesses in program implementation, particularly limited outreach activities and uneven dissemination of information due to budget constraints. In addition, the ecological impact of the program remains indirect and relatively limited. Therefore, although the DUKCAPIL SIAP Program has successfully created substantial public value, strengthening outreach activities, increasing resource support, and expanding service coverage are still needed to maximize the inclusiveness and sustainability of the program.

Overall, the DUKCAPIL SIAP Program has generated substantial value for the community, as it improves access to population administration services, enhances the welfare of vulnerable groups, and strengthens public trust in local government services.

CONCLUSION

Based on the findings of this study, the DUKCAPIL SIAP Program in Purbalingga Regency demonstrates that innovation in population administration services is capable of creating public value for vulnerable communities through three main indicators: legitimacy and support, operational capabilities, and substantive value. First, legitimacy and support. The DUKCAPIL SIAP Program is supported by a clear legal framework and receives support from various stakeholders, including local government and the community. Community support is reflected in the level of participation in utilizing the service and positive responses to the outreach-based (jemput bola) approach. However, there are still limitations in terms of socialization, as not all members of the community are fully aware of the program's existence. This finding indicates that legitimacy and public trust are important elements in strengthening the sustainability of inclusive public services.

Second, operational capabilities. The program is supported by competent human resources, service implementation in accordance with standard operating

procedures, and the utilization of adequate technology and infrastructure. The outreach approach has proven to be an effective strategy in reaching vulnerable groups with limited mobility. Nevertheless, some technical challenges in the field, particularly limited budget allocation and uneven service coverage, still need to be addressed to improve the sustainability and effectiveness of the service.

Third, substantive value. The DUKCAPIL SIAP Program provides tangible benefits to the community, particularly in improving access to population documents as a basis for fulfilling citizens' rights. In addition, the program generates social value by increasing public awareness of the importance of population administration, educational value through the dissemination of information, and inclusivity value by ensuring equal access to public services for vulnerable groups. Thus, the program not only focuses on administrative aspects but also creates broader impacts on community welfare.

Overall, the DUKCAPIL SIAP Program has demonstrated success in delivering inclusive population administration services and generating public value for vulnerable communities in Purbalingga Regency. These findings strengthen Mark H. Moore's Public Value Theory, which emphasizes that the success of public services is not only measured through administrative efficiency, but also through legitimacy, organizational capability, and the real benefits perceived by society. This study also contributes theoretically by expanding the application of Public Value Theory in the context of inclusive population administration services for vulnerable groups, particularly persons with disabilities and the elderly.

Practically, this study provides implications for local governments and public service institutions in developing more adaptive and inclusive service systems through outreach approaches and service innovations. The findings suggest that strengthening socialization, increasing budget support, and expanding service coverage are important to improve the sustainability and accessibility of public services for vulnerable communities. However, this study has several limitations. The research was conducted only in Purbalingga Regency and focused specifically on the DUKCAPIL SIAP Program, so the findings cannot be generalized to all regions in Indonesia. In addition, this study mainly used qualitative data from interviews and observations, which may still be influenced by subjective perspectives from informants.

Therefore, future studies are recommended to conduct comparative research in different regions or to combine qualitative and quantitative approaches in order to provide broader and more comprehensive findings regarding the creation of public value in inclusive public services. Future research may also

examine the long-term impacts of outreach-based population administration services on community welfare and public trust in government institutions.

Author Contribution

Author 1: responsible for conducting field research, processing research findings, and writing the main section of the article.

Author 2: Provided guidance in refining the research framework, improving the quality of analysis, and revising the manuscript to meet academic standards.

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