

THE IMPLEMENTATION OF THE "PAK DALANG KEPASAR" PROGRAM (ON-SITE POPULATION ADMINISTRATION SERVICES FOR VULNERABLE COMMUNITIES) BY THE GRESIK REGENCY POPULATION AND CIVIL REGISTRY OFFICE

Umi Sholihatu Marfu'atin^{1)*}, Rahma Sari¹⁾, Diva Citra Irdyanti¹⁾, Noor Abika Diva Ainura¹⁾, & Binti Azizatul Nafi'ah¹⁾

Universitas Pembangunan Nasional "Veteran" Jawa Timur, Indonesia¹⁾

*Email:22041010079@student.upnjatim.ac.id**

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Abstract

Population administration is a key foundation of inclusive and equitable governance. However, vulnerable groups such as the elderly, persons with disabilities, individuals with mental disorders, and chronically poor citizens often face obstacles in accessing services. To address this issue, the Department of Population and Civil Registration of Gresik launched the "Pak Dalang Kepasar" program, a mobile administrative service targeting vulnerable populations. This study analyzes the implementation of the program using Van Meter and Van Horn's policy implementation model, which includes six variables. The research applies a qualitative approach using interviews, observation, and documentation. Findings show that the program has clear objectives, measurable service targets, and a regular evaluation system. Human resources and equipment are relatively adequate, though some technical limitations persist in the field. Implementers exhibit a positive and inclusive attitude and successfully coordinate with village officials. Supportive social environments and economic challenges among citizens reinforce the urgency of this program. As of the study period, more than 200 vulnerable residents had received services. Overall, the program successfully reaches groups previously excluded from administrative services while promoting a more humane and responsive approach to vulnerable communities.

Keywords: Policy Implementation, Population Administration, Vulnerable Groups.

A. INTRODUCTION

Population administration is one of the basic foundations in a modern government system that upholds the principles of transparency, accountability, and inclusive public services (Zein, 2023). In the context of a state of law, the existence of accurate and comprehensive population data is not only important for bureaucratic purposes, but also a vital element in fulfilling the basic rights of citizens (Sholehuddin et al., 2024). Population administration does not merely record events such as birth, death, or marriage, but also serves as a gateway for citizens to access health services, education, social protection, and participation in elections and other development programs (Ma'arif, 2018). Therefore, guaranteeing ownership of official documents such as Identity Cards (KTP), Family Cards (KK), and birth certificates is one of the main responsibilities of the state in realizing social justice for all Indonesian people. The importance of population administration has been regulated in Law Number 23 of 2006 concerning Population Administration which was later updated by Law Number 24 of 2013.

ARTICLE

This law mandates that the state is obliged to provide easy, fast, transparent, and non-discriminatory population administration services. As a follow-up to this regulation, local governments are required to ensure that every citizen has equal access to population services, including vulnerable groups who often face obstacles in managing their identity documents..

However, in reality, not all citizens have equal opportunities and abilities to obtain these documents. Various structural, geographical, social, and psychological factors can be obstacles in the process of owning population administration documents (Khoirina, 2024). Groups of people who are legally referred to as "vulnerable populations" often have difficulty in fulfilling their administrative rights. Based on the Regulation of the Minister of Home Affairs Number 11 of 2010, vulnerable populations in population administration include those who have lost documents due to disasters, have physical and mental limitations, are in extreme poverty, or live in social isolation. In practice, this group includes people with mental disorders (ODGJ), people with disabilities, the elderly, and chronically poor people who live in remote areas and do not have access to adequate transportation or education.

Table 1.1 Data on the Number of Vulnerable Population in Gresik Regency in 2024

<i>N0.</i>	<i>District</i>	<i>Mental/Psychic Disability</i>	<i>Physical & Mental Disabilities</i>	<i>Other disabilities</i>
1.	Dukun	38	1	28
2.	Balongpanggang	21	12	3
3.	Panceng	37	11	7
4.	Benjeng	26	0	3
5.	Duduksampeyan	14	0	2
6.	Wringinanom	36	5	7
7.	Ujungpangkah	32	2	3
8.	Kedamean	16	2	3
9.	Sidayu	41	1	3
10.	Manyar	71	7	15
11.	Cerme	25	4	5
12.	Bungah	30	5	3
13.	Menganti	61	2	6
14.	Kebomas	93	7	15
15.	Driyorejo	48	1	8
16.	Gresik	69	2	6
17.	Sangkapura	7	1	1
18.	Tambak	2	1	2
AMOUNT		667	64	120

Source: Population and Civil Registry Office of Gresik Regency

Based on official data from the Population and Civil Registration Service (Dispendukcapil) of Gresik Regency in 2024, there were at least 667 individuals with mental/mental disabilities, 64 individuals with a combination of physical and mental disabilities, and 120 individuals with other disabilities who did not have population documents. When viewed from the age category, this inequality does not only occur in the elderly group, but also in children and productive age. This shows that the issue of population documents has an impact across generations and can hinder various important accesses in

ARTICLE

social, economic, and legal life. For example, children without birth certificates will have difficulty enrolling in school, while the elderly or productive age groups who do not have an ID card cannot obtain social assistance, health insurance, or open a bank account.

Starting from these conditions, the Gresik Regency Government through Dispendukcapil launched an innovation in public services with a direct approach, namely the "Pak Dalang Kepasar" program (Population Administration Services Coming Directly to Vulnerable Communities). This program is a strategic response to the challenges of uneven service, as well as a concrete form of implementation of the mandate of Law Number 23 of 2006 and Law Number 24 of 2013 concerning Population Administration which emphasizes the principle of non-discrimination in services to all citizens. In addition, this program also refers to the principle of public service as regulated in Law Number 25 of 2009, where the state is obliged to provide services that are easily accessible, effective, efficient, and fair to all levels of society, including vulnerable groups.

Technically, the "Pak Dalang Kepasar" program applies a proactive approach, namely officers from the Population and Civil Registry Office directly visit residents' homes or public service points such as village halls, markets, or health centers to record and print population documents. This system not only cuts the long bureaucratic chain, but also becomes a solution to the physical, economic, and knowledge limitations experienced by vulnerable communities. By bringing electronic recording devices and integrated databases, officers are able to issue documents quickly and accurately on site, so that residents do not need to spend additional costs and energy to come to the Dispendukcapil office. However, the implementation of this program is not free from challenges and dynamics in the field. One of the main obstacles is the low public awareness of the importance of population documents (Ndaumanu, 2020).

Not a few residents consider document processing as something that is not urgent or even suspect that there are hidden motives from the government. This attitude is often found among residents with low levels of education or groups that have been marginalized. In addition, the social stigma factor against groups such as ODGJ and severe disabilities is also a separate obstacle in the implementation of services. Officers in the field often face communication barriers, limited mobility of residents, and difficulties in verifying data, especially if the resident's initial documents are not available at all (Afrina, 2023).

As a response to these obstacles, the "Pak Dalang Kepasar" program is implemented through cross-sector collaboration. Village governments, health cadres, RT/RW officials, and social assistants are involved in the identification process, collecting initial data, and facilitating communication between officers and residents. Initial data comes from village submissions based on needs collected in a bottom-up manner, so that accuracy and target precision are higher. By 2024, this program has reached more than 200 vulnerable residents from various villages, including in the Sooko, Wringinanom, Sumbergede, and Bambe areas, Driyorejo District (Chofifah Qurotun Nida, 2025). Program evaluations are carried out every month, with reporting on the number of residents who have been served and the classification of the types of vulnerabilities handled. The targeted annual achievement of 470 people was successfully exceeded with the realization of more than 500 beneficiaries.

The initial success of this program shows the great potential of the outreach approach as an alternative, inclusive public service model. However, a comprehensive evaluation of the implementation process is needed so that the program is not only incidental, but can be developed as a sustainable systemic policy. In this case, it is important to assess the extent to which the "Pak Dalang Kepasar" program has been implemented effectively, efficiently, and responsively to the needs of residents. For this reason, this study was conducted using the theory of public policy implementation developed by (Van Meter & Van Horn, 1975), which

offers six key variables in measuring the success of policy implementation, namely: policy size and objectives, resources, characteristics of implementing agents, disposition of implementers, inter-organizational communication, and social and economic conditions of the environment.

This study aims to analyze in depth how the implementation of the "Pak Dalang Kepasar" program is implemented by the Gresik Regency Population and Civil Registry Office, what are the supporting and inhibiting factors, and how the interaction between the implementing organization and the target community is in the program implementation process. By focusing on vulnerable community groups, this study is expected to provide academic and practical contributions to the development of more inclusive, equitable, and sustainable public services. In addition, the results of this study can also be a policy reference for other regional governments who wish to develop similar programs in the context of population administration services that reach all levels of society without exception.

B. LITERATURE REVIEW

Population and Civil Registration Service (DISDUKCAPIL)

The Population and Civil Registration Service or abbreviated as Disdukcapil is one of the regional apparatuses that has a strategic role in organizing government affairs in the field of population administration (Simarere, 2018). Disdukcapil is responsible for implementing various civil registration services, such as registration of births, deaths, marriages, and divorces, as well as the management and issuance of important population documents such as Identity Cards (KTP), Family Cards (KK), and other civil certificates (Biringan et al., 2024). The function of Disdukcapil is very crucial because it concerns the basic rights of citizens in obtaining a valid legal identity, which is the basis for accessing various public services (Maulana et al., 2024). In its implementation, Disdukcapil is under the guidance of the Directorate General of Population and Civil Registration (Ditjen Dukcapil), which is one of the main units within the Ministry of Home Affairs of the Republic of Indonesia (Kemendagri) (Welly et al., 2024). Through this coordination, Disdukcapil in the regions remains in line with national policies in realizing orderly population administration that is accurate, up-to-date, and legally accountable (Oktaviano, 2019).

Population Administration

Population administration is a series of activities for arranging and organizing the issuance of population documents and data through population registration and civil registration. This activity includes services for important documents such as Identity Cards (KTP), Family Cards (KK), birth certificates, death certificates, to marriage and divorce certificates (Irfan, 2021). Within the scope of the Ministry of Home Affairs (Kemendagri), population administration is one of the main areas that is the responsibility of the Directorate General of Population and Civil Registration (Ditjen Dukcapil). The technical implementer in the region is the Population and Civil Registration Service (Disdukcapil) at the district/city level (Haq, 2022).

C. RESEARCH METHODOLOGY

This study uses a qualitative approach to describe and analyze in depth the implementation of the "Pak Dalang Kepasar" program by the Population and Civil Registration Office of Gresik Regency. This approach was chosen because it allows researchers to understand social phenomena contextually, based on the direct experiences of program implementers and beneficiaries (Creswell, 2015).

The research location was determined purposively, namely at the Gresik Regency Dispendukcapil office and four villages where the program was implemented: Cagak Agung

and Semampir Villages in Cerme District, and Kesamben Kulon and Wringinanom Villages in Wringinanom District. The research was conducted from March to June 2025. Data were obtained through in-depth interviews, field observations, and documentation studies. Informants were selected purposively, consisting of Dispendukcapil employees who handle population registration services, local village officials, and vulnerable communities who receive services (elderly, people with disabilities, and ODGJ).

To analyze the data, the researcher used analysis techniques according to Sugiyono (2015) which consist of data collection, data reduction, data presentation, and drawing conclusions. The validity of the data was tested through triangulation of sources and methods, by comparing the results of interviews from various parties and matching them with the results of observations and supporting documents.

The theoretical model used in this study is the theory of public policy implementation from Van Meter and Van Horn (1975), which includes six main variables: policy size and objectives, resources, implementer characteristics, implementer attitudes, inter-organizational communication, and social and economic environmental conditions..

D. RESULTS AND DISCUSSIONS

The “Pak Dalang Kepasar” program is an innovation in outreach-based population administration services initiated by the Population and Civil Registration Service (Dispendukcapil) of Gresik Regency to target vulnerable communities who have physical, geographical, or socio-economic limitations in accessing administrative services. This program not only expands the reach of services, but is also a form of implementation of the principles of inclusivity and social justice as stated in Law No. 24 of 2013 and Permendagri No. 11 of 2010. The implementation of this program is carried out mobile by officers from the Population Registration Service (Dafduk) Sector with the support of electronic facilities and digital databases. In its implementation, the program focuses on services for people with disabilities, people with mental disorders (ODGJ), the elderly, and the poor. This activity targets village areas that have previously submitted proposals for services to vulnerable residents. From the results of field observations and program documentation, four villages became the focus of the research: Cagak Agung and Semampir Villages (Cerme District), and Kesamben Kulon and Wringinanom Villages (Wringinanom District), with five vulnerable residents as beneficiaries.

From the results of interviews, observations, and documentation conducted on five main informants in four villages, it was found that this program was implemented with a proactive pattern involving village officials and accompanying families. Service officers came directly to the residences of vulnerable residents to record population documents. This service system is designed to be more responsive to the social, psychological, and physical needs of residents who have been marginalized from formal administrative services.

To understand the extent to which the implementation of this program has succeeded in achieving its goals, the researcher used the public policy implementation analysis model from Van Meter and Van Horn (1975). The following is an explanation based on the six main variables in the theory:

Policy Size and Objectives

In the framework of policy implementation theory according to Van Meter and Van Horn (1975), the size and objectives of the policy are fundamental elements that determine the direction and results of a public policy. The clearer and more measurable the policy objectives, the greater the opportunity for the policy to be implemented effectively in the field. Policy measures and objectives must also be translated into specific, operational indicators, and their implementation can be monitored periodically.

ARTICLE

The outreach-based population administration service program that is the object of this research has a very specific objective, namely to reach vulnerable community groups who experience obstacles in accessing administrative services directly (Aulia Rachmadhanty, 2025). The targets of this program are people with disabilities, elderly people with limited mobility, individuals with mental disorders, and poor people who do not have the financial ability or means of transportation to come to the service office. This objective is in line with the mandate of Law Number 24 of 2013 concerning Population Administration which requires local governments to provide population services easily, quickly, and without discrimination.

Substantively, the measure of success of this program has been described in the strategic planning documents of the implementing agency (RPJMD and Renstra) through the determination of annual targets for services to vulnerable populations. The performance target for vulnerable populations is 470 this year, but last year it was achieved and exceeded the target of almost 500 more than the initial target of 470. The target is quantitative and increases gradually every year, for example by adding 30 people per year. So the initial target last year was 470, this year it will be 500, then next year the achievement will increase to 530 and so on. Up to five years, there will be an additional achievement of around 30 people each year. This target is a measure of performance that is not only relevant to the needs of the community, but can also be monitored through monthly reports compiled internally by the implementation team.

In practice in the field, the clarity of the program's size and objectives is also reflected through the target selection system based on submission data from the village. Submissions are made by village officials who have recorded their vulnerable residents and proposed services to the relevant agencies. After being verified by officers, a service schedule is drawn up and activities are carried out directly to residents' homes or service locations that have been mutually agreed upon, such as village halls or the homes of accompanying families.

In addition to the quantitative aspect in the form of the number of residents served, the measure of success is also reflected in the qualitative aspect, namely the affordability and effectiveness of the service process itself. In the implementation in the field, officers not only carry out the procedures for recording and printing documents, but also explain the function and importance of population documents to residents and their families. This means that this program does not only aim to resolve administrative matters alone, but also build legal and administrative awareness for community groups that have been left behind by the public service system.

Another indicator that shows the clarity of the size and objectives is the existence of a periodic monitoring and evaluation system carried out by the implementation team. Evaluations are carried out every month and the results are reported in the form of a recapitulation of the number of residents who have been served, classification of types of vulnerability, and identification of obstacles in the field. This report is then used as a reflection material for developing service strategies for the following month. This reporting pattern shows that the program is designed not only to achieve numerical targets, but also to ensure the quality and continuity of services to vulnerable communities.

From the results of interviews with program implementers and village officials, it is known that they understand well who the program targets are and what the main objectives of the activity are. This shows that information regarding the size and objectives of the policy has been conveyed well to all implementing actors. In addition, village officials also acknowledge that this program is relevant to the needs of the community in their area, especially for residents who are actually unable to reach service offices due to economic and health limitations.

In addition, the objectives of this policy are not only formulated at the internal level of the implementing agency, but are also understood and accepted at the community level. Families receiving the program's benefits stated that they felt helped because they did not need to spend money on transportation or ask for help from other parties in taking care of documents. This indicates that the objectives of the program have been directly felt by the target group.

Thus, based on the analysis of field data and supporting documents, it can be concluded that the dimensions and objectives of the policy in this program have been formulated clearly, operationally, and measurably. These objectives have also been successfully understood by all actors involved, both technical implementers and target communities. This clarity is an important foundation for the successful implementation of the program in the field and is a strong indicator that the program has optimally fulfilled the first element in the Van Meter and Van Horn policy implementation model.

Resource

Resources are a very important element in the successful implementation of public policies. According to Van Meter and Van Horn, successful implementation is highly dependent on the availability of adequate resources, both in the form of human resources, budget, equipment, and information needed to support the implementation of policies in the field.

In the context of the outreach service program for vulnerable communities, human resources are a key component in the sustainability of the implementation of activities (Akbar, 2021). This program is implemented by officers from the population registration service unit whose main task is to record and publish population administration documents. From the results of interviews and observations, it is known that the officers assigned to the field are staff who already understand the service procedures, have technical skills in operating the devices, and are able to communicate with various groups in society.

However, the limited number of personnel is one of the main obstacles faced. In implementing the program, there is only one implementing team tasked with serving all target areas. This condition causes the implementation of services to be carried out in turns and in a limited time, so that not all proposals from the village can be followed up immediately. Officers must also adjust the service time with other activity agendas in the office, which adds to the workload and requires good time management.

In addition to human resources, the aspect of facilities and infrastructure also plays an important role. This program is supported by electronic devices such as cameras, fingerprint recording devices, laptops, and portable printers that are used to record data and print documents directly on site. This equipment facilitates services without having to return to the office for the document issuance process. However, the limited completeness of the equipment requires officers to ensure that all devices are functioning properly before leaving for the field, because there is no backup equipment that can be used if damage occurs during the service.

Information resources are also an inseparable part of the service process. Initial data on vulnerable residents is obtained from villages that submit service requests. The information is verified by officers before the service schedule is determined. In practice, this process runs quite well, although in some cases there are discrepancies between the data submitted and real conditions in the field. This shows the need to improve the accuracy and validity of data from the village so that services can be carried out on target.

Coordination and communication between implementing officers and village officials also affect the effectiveness of the use of existing resources. In some cases, the implementation of services runs smoothly because the village prepares the location,

accompanies residents, and helps with the data verification process. However, there are also conditions where services are less effective because the village does not fully understand the procedures, or does not prepare residents according to the agreed schedule.

From the budget side, information regarding the allocation of special funds for this program is not explained in detail in the field data. However, the implementation of activities continues through internal operational financing that is already available. This limitation is likely the reason why service activities can only be carried out on a limited scale and not simultaneously in many locations.

In general, the available resources can support the implementation of the program, although there are still shortcomings in terms of the quantity of personnel, completeness of equipment, and consistency of initial data. Improvement efforts can be made through strengthening coordination between agencies, additional training for officers and village officials, and increasing the allocation of human resources so that the workload is not centered on one implementing team alone.

Characteristics of Implementing Agents

The characteristics of implementing agents refer to the organizational structure, capacity, and work orientation of the agency or party responsible for implementing a policy. This factor greatly influences the success of implementation, especially in terms of institutional readiness and the role of implementers at the technical and coordinating levels (Nawi, 2017).

In this outreach-based population administration service program, the main implementer is a team from the unit that handles population registration. This team is tasked with recording data and printing documents directly at the residents' locations. Based on the results of data collection, the implementers have a fairly organized work structure, with a division of tasks between technical officers and field coordinators. The implementation of activities in the field is also supported by equipment brought directly from the office, as well as a work system that is adjusted to the location and conditions of the residents.

An important characteristic of this implementing agent is flexibility and adaptability in dealing with field conditions. Officers are able to adjust service methods to the social and psychological conditions of vulnerable residents. This shows that in addition to having technical skills, implementers also have social sensitivity which is an added value in the implementation of direct service-based programs.

In addition to the main implementers from related agencies, village officials act as liaisons between residents and the implementing team. The involvement of village officials greatly influences the smooth running of activities, especially in registering vulnerable residents, preparing service locations, and providing assistance during the process. However, there are variations in characteristics between villages in terms of the readiness and role of their officials. In some villages, village officials are quite active and take the initiative, while in other places the role is still passive and waiting for direction from officers.

In general, implementing agents in this program show characteristics that support the smooth implementation of policies. A simple but functional implementing structure, adequate technical capabilities, and the initiative to adjust services to the conditions of residents are factors that indicate that the characteristics of implementing agents are in the fairly good category. However, increasing the capacity of village officials and additional training on service procedures are still needed so that the supporting characteristics of program implementers can be evenly distributed in each target location.

Disposition (Attitude) of Implementers

The attitude of implementers towards policies is a very determining element in implementation, especially in programs that directly target vulnerable community groups.

Implementers who have empathy, patience, and readiness to adapt to the conditions of residents are important factors that cannot be replaced by technical procedures alone.

In implementing this program, officers showed a positive disposition. They not only carry out tasks based on administrative flows, but also demonstrate an inclusive and adaptive attitude to the realities in the field. When meeting residents with unstable psychological conditions, such as individuals with mental disorders, officers do not act coercively or force procedures. Instead, they choose to wait for the right time and, if necessary, reschedule services on a different day so that residents can be served in more favorable conditions.

The approach used by the implementers is communicative and open. They involve families in the service process to create a conducive atmosphere, for example by asking for help from families to calm residents or adjusting the service location so as not to cause psychological stress. This attitude shows that the implementers understand that the success of the service does not only depend on the speed or completeness of the documents, but also on the success of building humane interactions based on dialogue.

No attitudes of implementers were found that showed rejection, discrimination, or degrading treatment of vulnerable residents. On the contrary, officers seemed to try their best to continue providing services despite facing various obstacles in the field. They showed a willingness to work outside of formal service hours or locations in order to reach target residents who had difficulty with mobility or experienced communication barriers.

Based on these findings, the attitude of the implementers can be said to be one of the main strengths in the success of the implementation of this program. The disposition shown by the implementer not only supports the smooth running of activities, but also becomes the foundation of a humanistic service approach. Thus, the implementer's attitude indicator in the Van Meter and Van Horn policy implementation model can be assessed as having been fulfilled well in the context of this program.

Inter-Organizational Communication and Implementation Activities

Communication between implementing organizations plays an important role in ensuring that policies can be implemented consistently and in a coordinated manner at various levels of implementation. In the outreach program for vulnerable communities, communication between implementing agencies and village officials is the main key in preparing for the implementation of activities in the field.

Communication between implementers in this program takes place effectively, both through formal and informal channels. Service submissions are made officially through the Poedak system, which is used by villages to propose the names of vulnerable residents to be served. However, technical coordination in the field is mostly done through direct communication using WhatsApp. The use of this media facilitates the exchange of information quickly and efficiently, especially because services often have to be adjusted to the readiness of residents and situations in the field that cannot always be predicted.

A two-way working relationship between implementers and village officials is very helpful in ensuring a smooth process. The village not only acts as a data proposer, but also actively provides additional information regarding the technical and psychological readiness of residents. The service schedule is prepared based on the results of this communication, taking into account the best time and situation so that the recording process can run effectively.

Participation from local communities, such as cadres or community assistants, also contributes to expanding the reach of information. Their presence accelerates the process of identifying residents who need services and helps bridge communication between implementers and beneficiaries at the family or closest neighborhood level.

With an open, direct, and responsive communication channel to conditions in the field, coordination between parties runs efficiently. Information can be followed up immediately, technical decisions can be taken quickly, and obstacles that arise can be resolved directly. Therefore, the communication system in this program is one of the factors that supports the success of the implementation of cross-sectoral services as a whole.

Social and Economic Environment

The implementation of the outreach-based population administration service program is greatly influenced by the social and economic conditions of the target community. From the results of observations and interviews, it was found that the community in the neighborhood where vulnerable residents live showed an open and participatory attitude. They did not reject the presence of individuals with mental disorders or disabilities, and even tended to be willing to help if needed. For example, in some cases, local residents voluntarily helped maintain and pay attention to the condition of residents with mental disorders, including providing food and ensuring that they remained in a safe environment. In addition, residents also actively report the condition of their neighbors to the village or community apparatus if they are known to not have population documents. This condition reflects the strong value of mutual cooperation and social solidarity at the community level.

On the economic side, most residents who receive services come from families who are below the poverty line or have irregular incomes. This condition makes it difficult for them to access administrative services independently. The lack of private vehicles, relatively expensive public transportation costs, and inflexible working hours are real obstacles. Some residents have never even taken care of population documents before because they consider the process difficult and the cost of just coming to the sub-district office beyond their means.

In a context like this, the outreach program is an appropriate form of intervention. Services that are brought directly to residents' homes or environments eliminate cost and access barriers, and provide a sense of security and comfort for service recipients. This program also adjusts service times to residents' situations, so that they do not feel burdened or disturbed from their daily routines. In addition, this program not only helps resolve administrative problems, but also lightens the burden of life for residents who previously did not have access to basic rights as citizens.

A supportive social environment and limited economic conditions are two contextual factors that have a great influence. When the community has a cooperative attitude and an inclusive social system, program implementation becomes easier and more acceptable. Meanwhile, the weak economic conditions of the residents actually strengthen the reasons why programs like this need to be run. Both complement each other as a background that encourages the relevance and effectiveness of programs in the field.

E. CONCLUSION

The results of this study indicate that the implementation of the Pak Dalang Keparas program by the Population and Civil Registration Service (Dispendukcapil) of Gresik Regency has been quite effective in overcoming the gap in population administration services, especially for vulnerable communities. The program, which carries out direct outreach services to community locations, has succeeded in increasing community access to population documents while improving the accuracy and validity of population data. Within the framework of Van Metter and Van Horn's public policy implementation theory, the success of this program can be seen from six main aspects: 1) The size and objectives of the policy have been clearly and measurably determined, as seen from measurable performance targets and the implementation of responsive and inclusive outreach services to reach vulnerable and non-permanent groups. 2) The availability of resources, both tools and

ARTICLE

personnel, is quite adequate even though there are limitations in the number of human resources and implementation time. This requires good synergy with village officials and accompanying communities. 3) The characteristics of the implementers vary in each region. There are village officials who actively support and assist vulnerable communities, but there are also those who are less active so that the local women's community takes a bigger role. This variation confirms that local capacity, social awareness, and initiative are very important in determining the success of the program. 4) The attitude of the implementers generally shows a high commitment to the target group. Dispendukcapil officers are aware of the importance of population documents as a prerequisite for accessing basic services and are ready to adapt to conditions in the field. 5) Communication between organizations and implementers is quite effective, especially when supported by good coordination between Dispendukcapil, village officials, and community facilitators. However, this communication is not yet evenly distributed and needs to be strengthened so that service implementation is more consistent and scheduled. 6) The social and economic environment also influences program implementation. Challenges such as low administrative literacy, social stigma against people with disabilities, and the passive attitude of some people are obstacles. However, the direct approach of officers and the role of facilitators have been able to increase public awareness of the importance of population documents.

Overall, the Pak Dalang Kepasar program has been running quite effectively and relevantly in meeting the needs of vulnerable communities. This success is highly dependent on the capacity of local implementers and synergy between various parties, especially the active role of the civil community in bridging public services at the village level.

Based on research findings, there are several obstacles that have the potential to hinder the success of the program, especially in terms of coordination across implementing actors and the readiness of village officials. Therefore, the following suggestions are expected to strengthen the implementation of the program: 1) Increase the capacity and involvement of village officials. The local government through the Gresik Regency Population and Civil Registry Office needs to hold routine training and socialization to strengthen the understanding of village officials about the importance of population administration services for vulnerable communities. Continuous coaching is very important so that village officials have high responsibility and initiative in recording, assisting, and voicing the needs of the community in their area. 2) Develop a proactive and sustainable village data collection system. Villages are expected not to only wait for requests from residents or routine activities from the Population and Civil Registry Office, but to actively conduct initial data collection on vulnerable groups who do not yet have population documents. Technological support in the form of simple applications or digital coordination media can be used to facilitate reporting and communication between stakeholders. 3) Strengthen public education regarding the importance of population documents. The Population and Civil Registry Office can collaborate with local media, community leaders, and village communities to disseminate information about the benefits and functions of population documents. The delivery of information must be adjusted in a way that is easy to understand, both face-to-face and through digital media. With the implementation of these suggestions, the implementation of the Pak Dalang Kepasar program is expected to be more effective, participatory, and sustainable, so that it can reach vulnerable communities more widely and evenly. This will also strengthen inclusive and socially just public services in Gresik Regency.

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