

The Paradox of Population Administration Services: Administrative Achievement and Unequal Access in Pidie Regency

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ABSTRACT

This study analyzes the governance of population administration services at the Population and Civil Registration Office of Pidie Regency and the barriers that constrain service optimization. A descriptive qualitative approach was employed, with data collected through in-depth interviews, observation, and documentation; informants were selected purposively. The findings reveal a performance paradox: document ownership is very high, including electronic identity card (KTP-el) ownership of 99.82% in 2025, yet access and service experiences remain unequal. The expansion of mobile outreach services has broadened service reach, although reliability continues to be affected by network disruptions and the Population Administration Information System (SIAP). Digitalization has reduced distance-related barriers for some residents, but limited digital understanding, uneven dissemination of information on requirements, and the dominance of vertical accountability constrain its effectiveness. The study concludes that improvements should be directed toward a hybrid service architecture integrating digital channels, mobile outreach services, village (gampong)-subdistrict support, preliminary verification of requirements, and measurable complaint mechanisms so that services become more inclusive, reliable, and accountable.



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INTRODUCTION

Population administration services are fundamental public services that determine the legal recognition of citizens' identities and provide a gateway to a wide range of rights and public services, including education, health care, social assistance, banking, elections, and social protection. Accordingly, the quality of population administration services cannot be assessed solely by the number of documents issued; it must also be evaluated in terms of the government's ability to ensure easy access, procedural certainty, equal treatment, transparent information, and accountability mechanisms that are directly experienced by citizens. Law No. 24 of 2013 affirms the state's obligation to administer population affairs in an orderly manner and to protect residents' civil status and rights. From a governance perspective, these requirements position population administration services as an important indicator of the quality of state-citizen relations, because services that are formally available but difficult to access can still produce unequal access. This principle is consistent with Suhartoyo (2019), who emphasizes that public service delivery should move beyond procedural compliance toward services that are effective, transparent, and oriented to user needs.

Digital transformation has subsequently become one of the government's main strategies for expanding service reach and accelerating service delivery. The implementation of e-government can streamline administrative processes, disseminate information more rapidly, and facilitate interactions between government and citizens without constant reliance on face-to-face encounters. However, digitalization does not automatically produce better services. Its success is strongly shaped by organizational readiness, information quality, system integration, staff competence, and citizens' ability to use digital services. Nugraha (2018) shows that the success of e-government in local government depends on the integration of supporting elements rather than merely on the existence of applications. This finding is consistent with Mergel et al. (2019), who explain that public-sector digital transformation entails organizational and governance change rather than simply transferring services from conventional to electronic channels.

These challenges become more complex in areas characterized by geographical, infrastructural, and digital-literacy disparities. In regions with widely dispersed settlements, centralized services can impose greater travel costs, waiting times, and information barriers on residents of peripheral areas. At the same time, digital channels intended to reduce distance-related barriers can create new forms of exclusion when network quality, device availability, and technological capabilities are unevenly distributed. Damanik and Purwaningsih (2017) show that the quality of local e-government services is closely associated with information quality and the management of service channels, while Herdiana (2019) emphasizes the importance of adapting digital transformation to the characteristics and capacities of local communities. Thus, equitable population administration services require a combination of digital innovation, decentralized access, clear information, and institutional capacity.

These issues are particularly relevant to Pidie Regency. Administrative data collected in this study indicate that ownership of population administration documents has reached a very high level; for example, electronic identity card (KTP-el) ownership reached 99.82% in 2025. Nevertheless, such aggregate achievement does not necessarily reflect an equally accessible service experience. Residents of subdistricts located far from the regency center, such as Geumpang at approximately 108 kilometers and Mane at approximately 103 kilometers, must travel considerable distances to access certain services. Under some conditions, the journey can take up to approximately three hours and generate additional costs. Other persistent problems include incomplete applications resulting from uneven dissemination of requirements, network disruptions affecting the service system, and the limited ability of some residents to use digital channels. These conditions reveal a governance paradox: administrative achievement is high, yet accessibility and service experiences remain uneven.

A number of previous studies have examined innovation and digitalization in public services. Nugraha (2018) highlights the prerequisites for successful e-government in local government, while Suhartoyo (2019) identifies procedural clarity and service orientation as important components of public service quality. In the context of population administration, Melinda et al. (2020) show that online population administration service innovations can improve ease of access, although their effectiveness continues to depend on organizational capacity and user acceptance. These studies provide a strong foundation for understanding service innovation; however, most emphasize program implementation, the effectiveness of digital channels, or service quality within a single dimension. Studies that simultaneously connect high administrative output with geographical access, information gaps, citizens' digital readiness, and intergovernmental coordination within a single service-governance framework remain limited.

Based on this gap, the novelty of this study is formulated in three respects. First, the study clearly distinguishes between successful document coverage and equity in service experience by incorporating citizens' transaction costs - distance, time, repeat visits, and the ability to use digital channels - into performance assessment. Second, it treats productivity, service quality, responsiveness, responsibility, and accountability not as independent dimensions but as an interconnected governance chain that interacts with geographical, technical, informational, social, and institutional barriers. Third, the study proposes a last-mile-oriented hybrid service model that integrates digital channels, mobile outreach services, village (gampong)-subdistrict support, preliminary verification, and citizen feedback, while shifting evaluation indicators from mere coverage toward equitable access, reliable service completion, information symmetry, and accountability to users. The contribution of this study therefore extends beyond describing the Pidie Regency case by offering an analytical explanation of how nearly universal administrative achievement can coexist with persistent service inequality.

This study aims to analyze the governance of population administration services at the Population and Civil Registration Office (Disdukcapil) of Pidie Regency and to identify the factors that hinder service optimization. Academically, the study is expected to enrich public administration scholarship on the governance of basic services in areas facing spatial and digital disparities. Practically, the findings are expected to provide a basis for improving service design by strengthening mobile services and service points located closer to communities, standardizing the dissemination of information on requirements and standard operating procedures, improving the stability and integration of digital services, and strengthening coordination among gampong, subdistrict, and regency governments. Accordingly, service improvement should be directed not merely toward increasing document ownership rates but toward creating population administration services that are more inclusive, effective, and accountable.

RESEARCH METHOD

This study employed a qualitative approach with a descriptive design to obtain an in-depth understanding of the governance of population administration services at the Population and Civil Registration Office of Pidie Regency. This approach was selected because the study was not intended to statistically test relationships among variables, but rather to interpret service processes, actors' experiences, implementation barriers, and the institutional context shaping public service practices. A qualitative descriptive design is relevant when research seeks to portray a phenomenon contextually on the basis of experiences and information obtained directly from research participants (Fadli, 2021; Yuliani, 2018). The unit of analysis was the governance of population administration services, with attention to the dimensions of productivity, service quality, responsiveness, responsibility, and accountability used in the analytical framework of this study.

The study was conducted at the Population and Civil Registration Office of Pidie Regency. The site was selected because of Pidie Regency's extensive geographical area and the accessibility challenges faced by residents living far from the regency service center. These conditions make Pidie Regency a relevant setting for examining the gap between administrative achievements in population administration services and the service experiences of citizens. Thus, the research site was treated not merely as a location for data collection but also as a socio-administrative context that influences the implementation of public service governance.

The study used both primary and secondary data. Primary data were obtained through in-depth interviews with key informants consisting of service officers at the Population and Civil Registration Office of Pidie Regency and members of the public as service users. Informants were selected purposively on the basis of their direct involvement, knowledge, or experience relevant to population administration service processes. Purposive sampling enables researchers to obtain information that is rich and closely aligned with the research focus, particularly when perspectives are required from actors with direct knowledge of the phenomenon under study (Campbell et al., 2020). Secondary data were obtained from documents related to service delivery, including regulations, standard operating procedures, periodic reports, and other institutional documents available at the research site.

Data were collected through three techniques: in-depth interviews, observation, and documentation. Interviews were used to explore informants' experiences, perceptions, and assessments of service processes, accessibility, the quality of service interactions, technical barriers, and coordination in the delivery of population administration services. Direct observation of service-counter activities was conducted to obtain a factual picture of service flows, interactions between officers and citizens, and operational conditions that could not always be captured through interviews. Document analysis was used to examine the consistency of service practices with regulations, standard operating procedures, and available administrative data. Combining these three techniques enabled the study to develop a more comprehensive understanding by examining the phenomenon through actors' accounts, empirical conditions, and documentary evidence.

Data analysis was conducted iteratively and began during the data-collection process. Interview, observation, and documentary data were first organized according to issues relevant to the research focus. The data were then reduced by selecting information directly related to the governance of population administration services. The selected information was subsequently grouped thematically into the categories of productivity, service quality, responsiveness, responsibility, and accountability. During data presentation, the findings were organized into analytical narratives and, where necessary, supported by tables or documentary data to clarify identified patterns. The final stage involved drawing and verifying conclusions by comparing the consistency of information across sources and among interview data, observations, and research documents. This analytical process treats data reduction, presentation, and verification as interrelated stages rather than as separate linear procedures (Rijali, 2018).

To strengthen the trustworthiness of the findings, interpretations were not based on a single informant statement but were examined comparatively against information from other informants, field observations, and relevant documents. Inconsistencies were treated as data requiring further examination rather than being excluded, thereby providing a stronger empirical basis for the conclusions. Checking consistency across sources and methods is an important means of enhancing the credibility of qualitative research, alongside maintaining traceability throughout the data collection and analysis process (Mekarisce, 2020). Through these procedures, the research method was designed to

generate a contextual explanation of how population administration service governance operates, the factors that constrain it, and its implications for the quality of public services in Pidie Regency.

RESULTS AND DISCUSSION

The findings reveal one principal pattern of analytical significance: population administration performance in Pidie Regency has produced very high levels of document ownership, yet this output achievement has not been fully matched by service governance that is accessible, reliable, responsive, and accountable for all citizens. The discussion therefore extends beyond whether documents are successfully issued to examine how those outcomes are produced, who continues to bear the greatest access costs, how reliable the available service channels are, and the extent to which citizens receive adequate information and opportunities for accountability. This perspective is important because quantitative achievements can otherwise obscure governance-quality problems that become particularly visible during the final stages of expanding service coverage.

Productivity: High Achievement and the Service 'Last Mile' Problem

Service productivity demonstrates strong performance. Data for 2023-2025 show that KTP-el ownership increased from 99.40% to 99.82%, while birth certificate ownership among children aged 0-18 years rose from 97.31% to 98.60%. Family Card (KK) ownership remained very high and relatively stable, at 99.90% in 2023 and 99.80% in 2024-2025. In aggregate, these figures indicate the organization's ability to sustain service output at near-universal levels. However, closer examination of year-to-year changes shows that KTP-el coverage increased by only 0.42 percentage points over two years, whereas birth certificate coverage increased by 1.29 percentage points. This pattern suggests that the next challenge is no longer simply to expand volume on a large scale, but to reach residual groups that are increasingly difficult to serve because of geographical, informational, mobility, or digital-connectivity barriers.

Table 1. Population Administration Document Ownership in Pidie Regency, 2023-2025

No.	Population Administration Document	2023	2024	2025
1	Electronic Identity Card (KTP-el)	99.40%	99.60%	99.82%
2	Family Card (KK)	99.90%	99.80%	99.80%
3	Child Birth Certificate (Ages 0-18 Years)	97.31%	98.14%	98.60%

Source: Pidie Regency Disdukcapil data, 2023-2025 (processed by the researchers).

Achievements approaching 100% should be interpreted cautiously because high productivity can create the impression that service problems have been resolved, even though such indicators primarily reflect document output rather than the transaction costs borne by citizens in obtaining those documents. In Pidie, the distance to the service center from Geumpang, approximately 108 km, and from Mane, approximately 103 km, indicates that the issuance of a single document may be preceded by substantial travel costs, travel time, and the risk of repeated visits. Institutional productivity and efficiency from the citizen's perspective therefore do not necessarily move in the same direction. A public service quality perspective requires local government to assess not only the number of service products delivered, but also the convenience, certainty, and affordability of the processes through which citizens obtain them (Kurniawan, 2016; Suhartoyo, 2019).

This finding can be interpreted as a service last-mile problem. When document coverage is already very high, the remaining groups tend to require more targeted interventions than those provided through routine service approaches. Consequently, an additional gain of 0.1 or 0.2 percentage points at this stage may require greater organizational effort than when overall coverage was lower. Performance evaluation therefore cannot rely solely on percentage targets for document ownership. Disdukcapil needs to complement productivity measures with indicators that are more sensitive to citizens' experiences, such as the proportion of services completed in a single contact, effective completion time, the number of applications that must be repeated because requirements are incomplete, and the distribution of achievement across subdistricts. Such measures would shift the focus from administrative productivity to productivity oriented toward service value.

Service Quality: Expanded Reach Does Not Automatically Ensure Reliability

Efforts to improve service quality are evident in the increased intensity of mobile or outreach services (jemput bola). The frequency of activities increased from 24 in 2023 to 32 in 2024 and 45 in 2025. Cumulatively, the rise from 24 to 45 activities represents an 87.5% expansion over two years. This increase is an organizational response suited to Pidie's geographical characteristics because services are brought closer to gampong communities, reducing residents' dependence on travel to the regency center. Service innovations that bring government channels closer to citizens are consistent with a public-sector innovation orientation that places access and user needs at the center of service improvement (Kurniawan, 2016).

Table 2. Frequency of Mobile Outreach Service Activities (Jemput Bola)

No.	Implementation Fiscal Year	Number of Activities
1	2023	24 activities
2	2024	32 activities
3	2025	45 activities

Source: Pidie Regency Disdukcapil service implementation documents (processed by the researchers).

However, an increase in activity frequency cannot be equated directly with improved quality when the reliability of service processes at delivery points continues to depend on network stability and access to the Population Administration Information System (SIAK). Network disruptions transform the problem from 'service unavailability' into 'service presence without guaranteed completion.' This distinction is important. A mobile service that reaches citizens but cannot complete transactions because of connectivity constraints still imposes opportunity costs on both citizens and officers. In other words, activity frequency is an indicator of implementation, whereas quality should be assessed according to successful service completion. Research on e-government in local government likewise shows that the mere existence of technological channels is insufficient; information quality, system support, and organizational readiness determine whether such channels actually generate service benefits (Damanik & Purwaningsih, 2017; Nugraha, 2018).

The implication is that the jemput bola program needs to shift from asking 'how many activities were conducted?' to 'how many citizens' needs were resolved during each activity?' More precise operational indicators would include the completion rate per visit, the number of transactions delayed because of network problems, recovery time when SIAK is disrupted, and the number of citizens required to make follow-up visits. This shift in indicators would make quality evaluation more substantive and prevent the organization from treating increased activity as automatic evidence of improved outcomes. The finding also reinforces the argument that public-sector digital transformation entails organizational and work-process change rather than simply adding electronic channels (Mergel et al., 2019).

Responsiveness: Digitalization Addresses Distance but Not Yet the Full Range of User Capabilities

Disdukcapil's responsiveness is reflected in the provision of online services designed to reduce distance-related barriers. In principle, digital channels are a logical response for a geographically extensive area because some stages of service delivery can be completed without physical presence. However, the effectiveness of this response depends on citizens' ability to understand digital procedures. Internal survey data from 2025 show that only 15% of respondents in urban areas were categorized as 'fully understand,' compared with only 2% in remote/rural areas. These figures indicate that providing digital channels is not equivalent to ensuring that citizens can use them independently.

Table 3. Public Understanding of Digital Service Mechanisms in 2025

No.	Residential Area Category	Fully Understand	Do Not Understand at All
1	Urban areas	15%	85%
2	Remote/rural areas	2%	72%

Source: 2025 internal survey data (processed by the researchers).

Table 3 presents only two extreme categories, namely 'fully understand' and 'do not understand at all.' Because intermediate levels of understanding are not shown, the figures are not treated as a complete distribution for comparing all levels of digital literacy across areas. Nevertheless, the low proportion of residents who reported full understanding - particularly the 2% recorded in remote areas - remains a clear signal that technological responsiveness must be accompanied by social responsiveness. Government cannot merely provide applications or online channels; it must also ensure assistance, simple instructions, help channels, and alternative service points for citizens who cannot use digital services independently.

These conditions reveal a paradoxical risk of digitalization. Technology can reduce distance-related barriers for citizens with connectivity and digital skills, while simultaneously shifting administrative burdens onto those who are less prepared. If digital services become the dominant channel without support from face-to-face channels or assisted digital services, geographical inequality may be transformed into digital inequality. This is consistent with Lythreath et al. (2022), who show that the digital divide concerns not only access to technology but also differences in skills, use capabilities, and the benefits people can derive from technology. Research on smart village development similarly emphasizes that technology-based transformation at the local level must be adapted to community capacities and regional characteristics so that innovation does not remain merely a technical project (Herdiana, 2019). Findings on PADUKO in Padang Panjang also show that innovations in online population administration services require organizational support and user acceptance if their benefits are to be realized in practice (Melinda et al., 2020).

On this basis, responsiveness in Pidie Regency is better directed toward a hybrid service model. Digital channels should be maintained for residents who are able to use them, while gampong governments, subdistrict offices, mobile services, and support officers serve as bridges for groups facing limitations in devices, connectivity, or digital literacy. This model is more appropriate to local conditions than a digital-only strategy. Analytically, responsiveness should not be measured by how quickly an organization launches innovations, but by the extent to which those innovations solve problems experienced by different user groups.

Responsibility: Procedural Compliance Is Insufficient Without Information Symmetry

With respect to responsibility, the findings indicate that service delivery refers to established Standard Operating Procedures (SOPs). However, internal compliance with SOPs has not been fully accompanied by the equitable dissemination of information on service requirements. As a result, some applicants continue to arrive with incomplete documents and must repeat the process. This condition highlights the distinction between procedural compliance and substantive responsibility. An organization may be administratively compliant because officers follow established rules, yet from the citizen's perspective the service remains ineffective when requirements are not understood before arrival.

This information problem becomes more serious in areas where residents must travel long distances. For citizens living close to the service center, one missing document may simply result in an additional visit. For residents of Geumpang or Mane, the same information error can translate into more than one hundred additional kilometers of travel. Information quality therefore has distributive consequences: inconsistent information imposes unequal burdens on citizens. Public service principles require procedures to be clear and easy to understand so that the costs generated by administrative complexity are not shifted onto service users (Suhartoyo, 2019).

Strengthening responsibility should therefore be situated within information governance across levels of government. Gampong and subdistrict governments should function not merely as passive information transmitters but as preliminary verification nodes using the same requirement checklists and procedural updates as Disdukcapil. Information on requirements should be available in concise, consistent, and easily updated formats through both digital and non-digital channels. Under such a mechanism, the success of SOP implementation would be assessed not only by officers' compliance at service counters, but also by the system's ability to prevent citizens from arriving with incorrect or incomplete requirements.

Accountability: The Dominance of Vertical Accountability and Weak Citizen Feedback

Accountability is a particularly decisive dimension of governance quality because the findings show that accountability mechanisms remain predominantly vertical, operating through bureaucratic

reporting to higher levels of government, while interactive transparency channels and the management of public complaints have not been fully optimized. This pattern produces relatively strong administrative accountability but a weaker balance of accountability to service users. Public services require not only evidence that organizational targets have been achieved, but also mechanisms that allow citizens to report service failures, receive follow-up action, and determine whether their complaints have been resolved.

Weak feedback channels also deprive the organization of important data for service improvement. Network disruptions, unclear requirements, failed online applications, or the service needs of particular groups may recur when user experiences are not systematically recorded. In digital transformation, feedback data should form part of the service-improvement cycle because successful digitalization requires an organizational culture that supports more adaptive decision-making based on user needs (Mergel et al., 2019). Complaint channels should therefore not be treated as administrative add-ons but as instruments of organizational diagnosis.

Accountability reform needs to proceed in two directions. First, vertical accountability should be maintained to ensure compliance with regulations and administrative targets. Second, horizontal accountability to citizens should be strengthened through complaint-response time standards, trackable resolution status, publication of the most frequently occurring service disruptions, and periodic evaluations of user satisfaction and access burdens. Combining these two directions would reduce the gap between organizationally reported success and citizens' actual service experiences.

Synthesis: From Administrative Success to Inclusive Service Governance

When the five dimensions are considered together, the principal problem in the governance of population administration services in Pidie Regency is not low output, but an imbalance among output, access, reliability, user capacity, information, and accountability mechanisms. Productivity is already high, yet some citizens continue to face substantial access costs. Mobile services have expanded sharply, but network dependence limits the rate of successful service completion. Digital channels are available, yet full public understanding remains low. SOPs are in place, but information on requirements is not yet fully symmetrical. Bureaucratic reporting exists, but public feedback has not become a primary source of organizational learning. This synthesis is summarized in Table 4.

This imbalance demonstrates that the success of public services cannot be assessed solely through administrative achievement. High levels of document ownership must be accompanied by ease of access, certainty of completion, and the ability of all social groups to use the available service channels. Thus, near-universal achievement actually requires greater attention to those groups that continue to face geographical, digital, or informational barriers.

These findings underscore the need to shift from coverage-based service delivery toward governance that treats citizens' experiences as a measure of success. Such an approach requires the integration of digital services, mobile outreach, gampong and subdistrict support, and effective feedback mechanisms. A hybrid service model is particularly relevant because it preserves the efficiencies of digital channels while providing alternatives for citizens who are not yet able to access services independently.

Table 4. Synthesis of the Governance Analysis of Population Administration Services

Dimension	Analytical Diagnosis	Governance Implication
Productivity	Document coverage is near universal, but marginal gains are increasingly small and do not capture citizens' access costs.	Use outcome indicators beyond coverage: single-contact completion, effective processing time, and achievement by subdistrict.
Quality	The frequency of jemput bola services increased by 87.5% during 2023-2025, but reliability is affected by the network/SIAK.	Measure completion rates, delayed transactions, and successful service delivery per visit.

Dimension	Analytical Diagnosis	Governance Implication
Responsiveness	Digitalization addresses distance-related barriers, but full user understanding remains low, particularly in remote areas.	Implement hybrid services and assisted digital services through gampong/subdistrict offices and jemput bola outreach.
Responsibility	SOPs are available, but uneven information causes citizens to bear the costs of repeating the process.	Establish a single source of information on requirements and preliminary verification across gampong-subdistrict-regency levels.
Accountability	Vertical accountability is stronger than complaint mechanisms and transparency to users.	Develop two-way accountability through complaint SLAs, follow-up tracking, and evaluation of user experience.

Source: Research analysis, 2026.

Analytical Contributions and Theoretical Implications

Compared with previous research, the findings of this study broaden the discussion of public service innovation at the local level. Damanik and Purwaningsih (2017) emphasize information quality in e-government services; Nugraha (2018) highlights the supporting elements of successful e-government; Herdiana (2019) stresses the need to align technology with local community capacity; and Melinda et al. (2020) demonstrate the importance of organizational support and user acceptance in online population administration services. This study brings these strands together within a single governance framework by showing that administrative achievement, spatial access, system reliability, users' digital capacity, information symmetry, and citizen accountability interact with one another. Success in one dimension therefore does not automatically eliminate barriers in another.

The first analytical contribution is the identification of a service-performance paradox at the stage of near-universal coverage. Very high document ownership does not necessarily mean that service burdens are distributed equitably, because the remaining groups may face the greatest transaction costs. Under these conditions, the governance challenge shifts from simply increasing document numbers to resolving last-mile problems: who remains difficult to reach, how much time and travel cost must be borne, and how often citizens must repeat the process. This finding broadens the interpretation of productivity because institutional performance cannot be assessed solely through output; it must also be considered alongside users' experiences and access burdens.

The second analytical contribution concerns the identification of an interdependent chain of barriers. Geographical distance creates a need for digitalization and mobile services, yet both strategies remain dependent on network stability, system readiness, and citizens' digital capabilities. When information on requirements is inconsistent, disruption at one point can lead to repeat visits; when feedback channels are weak, recurring patterns of failure do not necessarily return to the organization as actionable knowledge. Service barriers should therefore not be treated as isolated problems, but as a chain of governance bottlenecks that can shift friction from one channel to another. This interpretation is consistent with Mergel et al. (2019), who argue that public-sector digital transformation involves organizational and work-process change rather than simply the addition of technology.

The third contribution is the formulation of a hybrid service architecture oriented toward resolving the last mile rather than pursuing a digital-only strategy. Digital channels remain available to citizens who are ready to use them, while mobile services, subdistrict service points, and assisted digital services through gampong and subdistrict offices function as bridges for residents constrained by distance, devices, connectivity, or literacy. This model should be complemented by preliminary verification of requirements and a trackable complaint system. Its evaluative implication is a shift in the measurement of success from coverage alone toward more citizen-centered indicators, such as single-contact completion, effective completion time, delayed transactions, repeat visits, the distribution of outcomes across subdistricts, and complaint resolution. This orientation is consistent with the public value of e-government perspective, which regards improved public service quality, administrative effectiveness, and value received by citizens as important elements in assessing e-

government success (Twizeyimana & Andersson, 2019). At this point, the novelty of the study becomes more substantive: it does not merely recommend a combination of service channels, but links service design to the diagnosis of unequal access and to performance measures that capture citizens' experiences.

CONCLUSION

This study concludes that the governance of population administration services at the Population and Civil Registration Office of Pidie Regency reveals a performance paradox between administrative success and citizens' service experiences. Productivity has reached a very high level, as indicated by KTP-el ownership of 99.82%, Family Card ownership of 99.80%, and child birth certificate ownership of 98.60% in 2025; however, these achievements do not yet fully reflect equitable access, process reliability, or ease of service. Analytically, the findings indicate that as document coverage approaches universality, the governance challenge shifts from expanding coverage to resolving the last mile, namely reaching groups that continue to bear the greatest transaction costs because of distance, limited digital capacity, unequal access to information, and system instability. The increased frequency of mobile services has expanded reach, but their effectiveness remains influenced by network connectivity and dependence on the population administration system. Digital services are also not yet fully responsive to differences in user capacity, while service accountability remains stronger vertically than through citizen-feedback mechanisms. Governance improvements should therefore be directed toward a hybrid service architecture that combines digital channels, mobile services, closer service points, the role of gampong and subdistrict offices as information and preliminary-verification nodes, and a trackable complaint system. Measures of success should likewise shift from document coverage alone toward equitable access, single-contact completion, system reliability, information symmetry, and accountability to users.

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