



Sapientia Diversalis Journal of Human Interaction and Social Studies

Vol 1 No 2 May 2026, Hal 57-66

ISSN: 3125-1269 (Print) ISSN: 3125-0696 (Electronic)

Open Access: <https://researchfrontiers.id/sapientiadiversalis>

Dynamic Governance in Population Services Under the “Dukcapil in the Village” Program in Batu Bara Regency

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Article Info :

Received:
25-04-2026
Revised:
03-05-2026
Accepted:
09-05-2026

Abstract

Population administration services play a crucial role in ensuring legal identity, social inclusion, and access to public services. This study examines the implementation of dynamic governance in population administration services through the Dukcapil in the Village Program in Batu Bara Regency. The research employed a qualitative approach within a post positivist paradigm. Data were collected through in depth interviews, observation, and document analysis involving officials of the Population and Civil Registration Office, village service personnel, and community members. Data analysis was conducted using ATLAS.ti based on the dynamic governance framework developed by Neo and Chen. The findings indicate that governance capabilities have contributed to improving service accessibility and administrative responsiveness through service decentralization and technology utilization. Institutional culture has supported transparency, professionalism, and citizen oriented service values, although public trust and community participation remain uneven across villages. Organizational change has encouraged workforce adaptation, digital transformation, and service innovation, yet several constraints persist, including limited human resources, infrastructure disparities, and low levels of digital literacy. The study concludes that sustainable population service improvement requires the integration of adaptive governance capacity, strong institutional values, and continuous organizational transformation to ensure inclusive, responsive, and citizen centered public services.

Keywords : Dynamic Governance, Population Administration, Public Service Innovation, Adaptive Governance, Citizen Centered Service.



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INTRODUCTION

The transformation of public service delivery has become a central concern within contemporary governance studies as governments across the world confront increasing societal complexity, rapid technological change, demographic expansion, and growing citizen expectations for accessible and responsive public services. Recent developments in governance scholarship indicate a shift from hierarchical administrative models toward adaptive and collaborative governance arrangements that emphasize learning capacity, institutional flexibility, and continuous policy adjustment in responding to dynamic environmental conditions (Osborne, 2010). Within this context, population administration services occupy a strategic position because legal identity functions as a gateway to social protection, education, healthcare, electoral participation, and broader citizenship rights. The growing emphasis on citizen centered governance has strengthened the argument that public institutions must move beyond procedural compliance and develop adaptive service mechanisms capable of reaching marginalized populations and geographically dispersed communities (Denhardt & Denhardt, 2015). Dynamic governance has consequently emerged as an influential framework for understanding how public organizations sustain policy effectiveness under conditions of uncertainty through the integration of institutional learning, organizational capability, and adaptive change processes (Neo & Chen, 2007). The relevance of this perspective has become increasingly evident in developing regions where expanding populations and territorial disparities continue to challenge the equitable delivery of population administration services. In the case of Indonesia, decentralization reforms have further expanded local government responsibilities, making the capacity of local institutions to innovate and adapt a critical determinant of service quality and policy performance (Birkland, 2020; Knill & Tosun, 2020).

Existing studies have generated important insights regarding the modernization of population administration services and the role of governance innovation in enhancing public service performance. Research demonstrates that digital transformation initiatives have contributed to improved administrative efficiency, accelerated document processing, and expanded service accessibility for citizens who previously faced substantial bureaucratic barriers (Wicaksono & Ramadhani, 2022). Similar findings indicate that smart service systems and information management technologies have strengthened administrative coordination while reducing procedural complexity in local population administration agencies (Yanuarto et al., 2025; Zebua & Hulu, 2025). At the governance level, investigations into dynamic governance practices reveal that adaptive leadership, organizational learning, and innovation capacity are significant factors influencing the sustainability of public service reform (Sufi, 2023). Studies examining service standards at the local government level further suggest that institutional responsiveness and administrative accountability contribute substantially to citizen satisfaction and service legitimacy (Sholichah et al., 2025). Although these studies collectively support the proposition that innovation and adaptability improve service outcomes, their findings also imply that technological adoption alone does not guarantee equitable service delivery because governance effectiveness depends on the interaction between institutional capabilities, organizational culture, and contextual conditions.

Despite these advances, the existing literature remains characterized by several conceptual and empirical limitations that restrict a comprehensive understanding of governance adaptation in population administration services. A considerable proportion of prior studies has concentrated on technological innovation, digital platforms, and administrative efficiency while devoting comparatively limited attention to the broader governance mechanisms that enable such innovations to emerge, evolve, and remain sustainable over time (Wicaksono & Ramadhani, 2022; Yanuarto et al., 2025). Research grounded in dynamic governance perspectives has frequently emphasized organizational capabilities through dimensions such as strategic foresight, policy evaluation, and cross sector learning, yet has often overlooked the equally important dimensions of culture and change that constitute the theoretical foundation of dynamic governance itself (Neo & Chen, 2007). This tendency has produced a fragmented understanding of governance adaptation by treating innovation outcomes as indicators of success without adequately examining the institutional values, behavioral norms, and organizational transformation processes that shape implementation effectiveness. Furthermore, empirical evidence remains heavily concentrated in urban and technologically advanced settings, leaving rural and geographically dispersed regions underrepresented in the literature despite their distinct administrative challenges and governance realities (Sufi, 2023; Sholichah et al., 2025).

These unresolved limitations create significant scientific and practical concerns because population administration services directly influence citizens' access to legal identity and fundamental public rights. In many localities, geographical distance, uneven institutional capacity, limited digital literacy, and varying levels of public trust continue to constrain service accessibility despite the introduction of innovative service models. Such conditions indicate that governance adaptation cannot be adequately understood through efficiency indicators alone because successful service delivery requires a deeper alignment between policy design, organizational behavior, community engagement, and institutional learning processes (Denhardt & Denhardt, 2015; Osborne, 2010). The urgency of addressing this issue becomes particularly apparent in Batu Bara Regency, where population growth has increased substantially over recent years, reaching 479,667 residents in the first semester of 2025, thereby intensifying the demand for effective and inclusive population administration services (Dinas Kependudukan dan Pencatatan Sipil Kabupaten Batu Bara, 2025). The introduction of the "Dukcapil in the Village" program reflects a strategic effort to overcome spatial barriers by bringing services closer to citizens. Nevertheless, disparities in village participation, persistent gaps in document ownership, and variations in service utilization suggest that the relationship between governance innovation and service outcomes remains insufficiently understood.

Within the broader scientific landscape, this study positions itself at the intersection of public governance, policy implementation, and administrative innovation by examining how dynamic governance operates in the practical delivery of population administration services through the "Dukcapil in the Village" program. Unlike previous studies that primarily evaluate service innovation through technological effectiveness or administrative performance indicators, this research adopts the comprehensive framework of dynamic governance proposed by Neo and Chen, encompassing

capabilities, culture, and change as mutually reinforcing dimensions of governance adaptation (Neo & Chen, 2007). Such positioning enables a more integrated examination of how local governments anticipate future challenges, reassess existing practices, learn from diverse actors, cultivate governance values, and mobilize institutional transformation in responding to citizen needs. This perspective also contributes to public policy scholarship by linking governance adaptability with service accessibility and implementation outcomes, thereby extending existing discussions regarding the capacity of local governments to sustain innovation under decentralized governance arrangements (Birkland, 2020; Knill & Tosun, 2020; Suharto, 2022).

This study aims to analyze the implementation of dynamic governance in population administration services through the “Dukcapil in the Village” program in Batu Bara Regency and to identify the factors that facilitate and constrain its implementation. By examining governance adaptation through the interconnected dimensions of capabilities, culture, and change, the research seeks to generate a more comprehensive understanding of how local governments sustain service innovation in geographically diverse settings. The study contributes theoretically by expanding the empirical application of dynamic governance beyond its dominant focus on organizational capabilities and by incorporating a multidimensional interpretation of adaptive governance in public service delivery. Methodologically, it contributes through an in depth qualitative investigation that integrates institutional actors, village administrators, and service users to capture the complex interactions shaping governance performance at the local level.

RESEARCH METHODS

This study employed an empirical qualitative research design within a post positivist paradigm to explore the implementation of dynamic governance in population administration services under the “Dukcapil in the Village” Program in Batu Bara Regency. A qualitative approach was considered appropriate because the phenomenon under investigation involves complex interactions among institutional actors, organizational culture, adaptive governance practices, and citizen experiences that cannot be adequately captured through quantitative measurement alone. The research site was selected based on the existence of service disparities and uneven achievement of population administration outcomes across several districts despite the implementation of service innovation initiatives. Participants consisted of officials from the Population and Civil Registration Office, village government personnel, and community members who directly engaged with the program as service providers and service users. Informants were selected through purposive sampling to identify individuals possessing substantial knowledge and direct involvement in program implementation, followed by snowball sampling to expand the range of relevant perspectives. Data were collected through in depth interviews, field observations, and document analysis, including population administration reports, service performance records, and demographic data published by the Population and Civil Registration Office of Batu Bara Regency (Dinas Kependudukan dan Pencatatan Sipil Kabupaten Batu Bara, 2025).

The primary research instrument was the researcher, supported by interview guidelines developed from the Dynamic Governance framework proposed by Neo and Chen, encompassing the dimensions of capabilities, culture, and change (Neo & Chen, 2007). Data credibility was strengthened through methodological triangulation, source triangulation, prolonged engagement with the field, and iterative verification of findings across different participant groups in accordance with qualitative research standards (Sugiyono, 2020). The collected data were analyzed using ATLAS.ti through a systematic process consisting of data organization, coding, categorization, network construction, thematic interpretation, and conclusion development. Analytical procedures were guided by the principles of qualitative content analysis to identify patterns of governance adaptation, institutional learning, and service innovation within the implementation of the program. Ethical considerations were addressed through voluntary participation, informed consent, confidentiality protection, anonymization of participant identities, and the use of research data exclusively for academic purposes. These procedures ensured the integrity of the research process while maintaining respect for participants' rights and safeguarding the trustworthiness of the study findings.

RESULTS AND DISCUSSION

Governance Capability in Enhancing Population Service Accessibility Through the “Dukcapil in the Village” Program

The empirical findings indicate that governance capability constitutes a central dimension in determining the effectiveness of population administration services under the “Dukcapil in the Village” Program. Interview data reveal that the Population and Civil Registration Office of Batu Bara Regency designed the program as a strategic response to persistent service accessibility challenges experienced by residents living in geographically distant villages. This initiative reflects an institutional effort to reposition public services closer to citizens while reducing administrative burdens associated with transportation costs and travel time. Such adaptive policy orientation aligns with the dynamic governance perspective, which emphasizes the capacity of public institutions to anticipate future demands and continuously adjust service arrangements to changing societal conditions (Neo & Chen, 2007).

Field observations demonstrate that population administration documents are increasingly perceived as essential prerequisites for accessing public services, social assistance programs, educational opportunities, and legal protection. Government officials acknowledged that demographic growth and expanding service demand required the development of innovative mechanisms capable of preventing administrative exclusion among rural populations. The introduction of village based service channels was therefore not merely an operational adjustment but also a strategic governance intervention intended to strengthen inclusiveness in public administration. Similar observations have been reported in citizen centered governance studies where service proximity functions as a critical determinant of administrative accessibility (Denhardt & Denhardt, 2015).

The findings further reveal the existence of a strong thinking ahead orientation among policy actors responsible for program implementation. Informants consistently emphasized that digital integration through the Dukcapil application was introduced to create a sustainable service model capable of accommodating future increases in population administration requests. Village operators were granted access to service platforms that enabled document submission and verification processes without requiring direct visits to the district office. This orientation reflects the strategic foresight component of dynamic governance, whereby institutions seek to anticipate future service requirements before they evolve into administrative problems (Neo & Chen, 2007).

Evidence from interviews also indicates that service innovation was developed within a broader policy framework emphasizing long term administrative modernization. Local officials linked program implementation with regional development objectives focused on increasing innovation performance and improving public service outcomes. The policy orientation demonstrates that governance capability extends beyond operational efficiency and encompasses the institutional capacity to align service innovation with broader development priorities. Such findings correspond with public policy scholarship emphasizing the importance of adaptive institutions in sustaining policy effectiveness under changing social environments (Birkland, 2020).

The dimension of thinking again emerged through continuous evaluation mechanisms conducted by the Population and Civil Registration Office. Informants described regular coordination meetings involving internal administrative units and village operators to identify service obstacles and formulate corrective measures. Evaluation activities remained operational despite budgetary limitations because communication platforms and virtual meetings were utilized to maintain organizational learning processes. This pattern illustrates how adaptive governance depends upon institutional willingness to reassess existing practices and revise implementation strategies when necessary (Alim, 2022).

To further understand organizational learning outcomes, data regarding community satisfaction were analyzed. The findings are presented in Table 1.

Table 1. Community Satisfaction Index in Population Administration Services, 2020–2024

Indicator	2020	2021	2022	2023	2024
Community Satisfaction Index	N/A	85.94	85.78	86.51	96.74

Source: Population and Civil Registration Office of Batu Bara Regency (2025).

The data presented in Table 1 demonstrate a positive trajectory in public satisfaction, particularly between 2023 and 2024. The increase suggests that evaluation mechanisms and service adjustments generated measurable improvements in citizen perceptions regarding administrative service quality. Interview participants associated these improvements with enhanced coordination between village operators and district level administrators. Previous studies similarly identify continuous evaluation as a crucial element in strengthening institutional responsiveness and public trust in administrative services (Sholichah et al., 2025).

Another significant finding concerns the implementation of thinking across capabilities through interorganizational collaboration. The program requires active interaction among district government agencies, village administrations, technical operators, and community members. Data collected from interviews indicate that administrative processes increasingly rely on collaborative arrangements rather than hierarchical decision making structures. This governance pattern reflects the transition from conventional bureaucratic administration toward network based governance arrangements emphasized within contemporary public governance literature (Osborne, 2010).

Despite these achievements, empirical evidence also reveals limitations affecting the effectiveness of cross sector collaboration. Several informants noted that specific administrative procedures, including the collection of document blanks and final document retrieval, still require interaction with the central office. These procedural dependencies reduce the degree of service autonomy available at the village level and partially constrain the intended accessibility benefits of the program. Comparable challenges have been observed in population administration innovations implemented in other Indonesian regions, where institutional integration remains an ongoing governance challenge (Wicaksono & Ramadhani, 2022).

The study also found disparities in program coverage across villages and districts, indicating that collaborative governance mechanisms have not yet developed uniformly throughout Batu Bara Regency. Differences in village participation rates suggest variations in administrative readiness, technological capacity, and local institutional commitment. Such disparities demonstrate that governance capability cannot be evaluated solely through policy design because implementation outcomes are significantly shaped by contextual institutional conditions. Similar conclusions have been reported in studies examining dynamic governance and digital administration systems in local government settings (Sufi, 2023; Karunia, 2023).

Taken together, the findings confirm that the capability dimension of dynamic governance has been substantially embedded within the “Dukcapil in the Village” Program through strategic foresight, continuous evaluation, and collaborative governance practices. The program illustrates how local governments can adapt population administration services to changing demographic and spatial realities while maintaining a citizen oriented service approach. Several implementation challenges remain visible, particularly regarding service integration and institutional coverage across villages. The evidence nonetheless demonstrates that governance capability functions as a foundational mechanism enabling administrative innovation, organizational learning, and service accessibility within decentralized public service systems (Knill & Tosun, 2020, Suharto, 2022).

Institutional Culture and Public Service Values in the Implementation of Village Based Population Administration

The findings indicate that institutional culture plays a decisive role in shaping the quality of population administration services under the “Dukcapil in the Village” Program. Interviews with village operators and administrative officials reveal that service implementation is strongly influenced by organizational values emphasizing transparency, accountability, and public responsibility. These values have gradually become embedded in daily service practices and influence interactions between public officials and citizens. Neo and Chen (2007) argue that governance culture determines how public organizations interpret policy objectives and transform them into operational behavior.

Evidence from field observations demonstrates that transparency has become an important mechanism for reducing opportunities for informal administrative practices. Service procedures, document requirements, and processing stages are communicated openly through village offices and administrative operators. Informants reported that residents increasingly understand the official procedures required for obtaining population documents, which reduces informational asymmetry

between service providers and service users. Such conditions reflect the principles of public service ethics emphasized by Denhardt and Denhardt (2015), where transparency functions as a foundation for public trust and democratic accountability.

The implementation process also illustrates efforts to minimize the possibility of illegal service brokerage practices. Several informants explained that direct communication channels between citizens and village operators have reduced dependence on intermediaries who previously offered document processing assistance for additional fees. Community members acknowledged that administrative procedures are now easier to understand because information is available directly at the village level. This finding suggests that institutional culture influences not only organizational behavior but also citizen perceptions regarding the legitimacy of public services (Neo & Chen, 2007).

Field data nevertheless reveal that remnants of intermediary practices continue to exist in several local contexts. Interviews indicate that some residents still prefer relying on personal networks because they perceive administrative procedures as complex or time consuming. Such perceptions demonstrate that cultural transformation within public service institutions requires sustained efforts beyond procedural reform. Similar challenges have been identified in studies of population administration services where institutional modernization frequently progresses faster than changes in citizen behavior patterns (Suharto, 2022).

The meritocratic dimension of governance culture emerged strongly from discussions regarding human resource competence. Informants consistently emphasized that service quality depends upon the educational background and administrative capabilities of village operators responsible for handling population administration requests. Professional competence was viewed as an essential requirement because operators must understand regulatory provisions and administrative procedures while maintaining responsiveness toward citizens. Studies on citizen centered governance similarly highlight professional capacity as a prerequisite for sustainable public service improvement (Purwadi et al., 2025).

To examine the relationship between educational capacity and service professionalism, documentation concerning village service personnel was analyzed. The distribution of educational qualifications is presented in Table 2.

Table 2. Educational Composition of Village Service Personnel Supporting the “Dukcapil in the Village” Program

Educational Qualification	Number of Personnel
High School	47
Diploma	18
Bachelor Degree	69
Other Qualifications	7

Source: Research documentation and Population and Civil Registration Office of Batu Bara Regency (2025).

The data in Table 2 indicate that personnel holding bachelor degrees constitute the largest proportion of service operators involved in program implementation. Interview findings suggest that higher educational attainment contributes positively to administrative accuracy, communication effectiveness, and problem solving capacity during service delivery. Several village offices with better qualified personnel demonstrated greater consistency in applying service standards and responding to citizen inquiries. This pattern supports arguments that meritocratic governance cultures strengthen institutional effectiveness through competence based service provision (Sholichah et al., 2025).

Another important cultural dimension concerns rationality in policy implementation. Government officials explained that the program was designed to address practical challenges experienced by residents who faced significant administrative burdens when accessing population services. The decision to institutionalize village based services reflected an effort to align policy instruments with actual community needs rather than relying solely on bureaucratic assumptions. Such policy rationality is consistent with public policy perspectives emphasizing evidence based decision making and contextual responsiveness in governance processes (Birkland, 2020; Knill & Tosun, 2020).

Despite positive perceptions toward the program, interviews revealed that a portion of residents continue to visit the Population and Civil Registration Office directly. Informants attributed this tendency to concerns regarding document processing certainty, personal preferences for face to face interaction, and varying levels of trust in village administrative capacity. These findings indicate that rational policy design does not automatically guarantee uniform behavioral responses among citizens. Institutional culture therefore extends beyond organizational arrangements and encompasses societal perceptions that influence service utilization patterns.

The findings further demonstrate the presence of a citizen oriented culture reflected in efforts to provide equitable services for diverse population groups. Village operators reported that elderly residents, individuals with limited mobility, and socially vulnerable citizens receive assistance during administrative procedures to ensure equal access to population documentation. Such practices illustrate the integration of inclusiveness into everyday service delivery and reinforce the principle that public administration should prioritize citizen welfare rather than bureaucratic convenience (Osborne, 2010). Comparable evidence from local public service studies shows that inclusive service arrangements contribute significantly to reducing administrative exclusion among vulnerable groups and strengthening social equity outcomes (Sarasvati, 2025; Prudencia, 2026).

Taken together, the empirical evidence indicates that governance culture under the “Dukcapil in the Village” Program is characterized by the gradual institutionalization of transparency, meritocracy, rationality, citizen orientation, and inclusiveness. These cultural attributes influence how public officials interpret their responsibilities and shape interactions with service users. Variations in public trust and administrative capacity remain visible across different local contexts, indicating that cultural transformation remains an ongoing process rather than a completed achievement. The findings reinforce Neo and Chen’s (2007) proposition that sustainable governance performance depends not only on organizational capabilities but also on the institutional values that guide administrative behavior and public service delivery.

Adaptive Organizational Change and Service Transformation in Population Administration

The findings indicate that organizational change within the “Dukcapil in the Village” Program is primarily reflected in the capacity of personnel to adapt to evolving service demands and technological developments. Interviews with service providers revealed that administrative officers continuously adjusted their work routines to accommodate digital service mechanisms and decentralized service delivery. This adaptive capacity was not limited to technical operations but also involved changes in problem solving approaches and service responsiveness. Neo and Chen (2007) emphasize that dynamic governance requires able people who possess the capability to learn, adapt, and respond effectively to changing policy environments.

Field evidence demonstrated that village operators increasingly performed functions that previously depended on district level offices. Informants explained that service personnel were required to understand document verification procedures, digital submission mechanisms, and population database requirements. Several participants acknowledged that continuous learning became an integral aspect of daily service provision because regulatory and technological adjustments occurred periodically. Similar findings were reported by Alim (2022), who observed that adaptive personnel competence constitutes a critical prerequisite for sustaining dynamic governance in population administration services.

The transformation process was also supported by training activities organized by the Population and Civil Registration Office for village based operators. Training sessions focused on document processing procedures, digital platform utilization, and service standard implementation. Interview data suggested that personnel who participated regularly in technical guidance activities demonstrated greater confidence in addressing service requests. This condition reflects the argument of Neo and Chen (2007) that institutional adaptation depends significantly on the quality of human resources capable of translating policy objectives into operational practices.

Document analysis further revealed that human resource availability remains a strategic factor influencing organizational adaptability. Service implementation across villages required adequate personnel capable of supporting both administrative and technological functions. Human resource composition within the agency provides insight into the institutional capacity supporting service

transformation. The importance of personnel capacity in public sector adaptation has also been highlighted in studies of governance reform and administrative modernization (Putra et al., 2026).

Table 3. Human Resource Capacity Supporting the “Dukcapil in the Village” Program

Category	Number
Civil Servants	19
Structural Officers	5
Functional Officers	6
Implementing Staff	8
Non Civil Servants	12

Source: Documentation of the Population and Civil Registration Office of Batu Bara Regency (2025).

The data presented in Table 3 indicate that the program is supported by a combination of structural, functional, and operational personnel. The presence of functional officers and implementing staff contributed directly to service continuity at both institutional and village levels. Interview findings revealed that task distribution became more flexible as personnel adapted to fluctuating service demands across locations. Human resource diversification strengthened organizational resilience and facilitated administrative adaptation in accordance with dynamic governance principles (Neo & Chen, 2007).

Beyond personnel capacity, organizational change was reflected in the emergence of more agile service processes. Informants explained that document submission procedures became shorter because several administrative stages could be completed directly at village service points. Service users reported that they no longer needed to repeat verification processes at multiple offices, which reduced administrative burdens. The emergence of flexible service arrangements reflects the concept of agile governance proposed by Rohman and Wulandari (2025), where administrative structures adapt to contextual service needs.

Adaptive process transformation was also visible in the coordination mechanisms established between village operators and the Population and Civil Registration Office. Coordination increasingly relied on real time communication channels that enabled rapid clarification of administrative requirements. Participants stated that operational decisions could be implemented more quickly because information exchange occurred continuously rather than through lengthy bureaucratic procedures. Comparable patterns were identified by Sufi (2023), who found that organizational flexibility strengthens the capacity of public institutions to sustain service innovation.

Digital transformation constituted another important dimension of organizational change within the program. Interviews revealed that service delivery increasingly depended on digital applications, electronic documentation, and integrated administrative databases. These systems facilitated faster verification processes and improved document traceability throughout the service cycle. Research conducted by Fiteri and Kiswanto (2026) and Zebua and Hulu (2025) similarly demonstrates that digital systems enhance administrative efficiency and service responsiveness in population administration institutions.

The adoption of digital workflows also altered traditional bureaucratic practices that previously relied heavily on manual administration. Informants reported that document tracking became more transparent because service status could be monitored electronically. Administrative records were organized systematically through digital information systems, reducing the risk of document loss and duplication. Such developments align with smart governance initiatives emphasizing information technology integration within public administration processes (Karunia, 2023).

Despite these achievements, several constraints continue to influence the sustainability of organizational change. Participants identified unstable internet connectivity, limitations in technical personnel, and varying levels of digital literacy among citizens as recurring challenges affecting service implementation. Some residents preferred direct visits to government offices because they experienced difficulties using digital procedures independently. Similar obstacles have been identified in studies examining electronic government implementation and population administration reforms in Indonesia (Putra & Suwadi, 2024; Martino, 2024).

The evidence suggests that adaptive governance within the “Dukcapil in the Village” Program is characterized by continuous organizational adjustment rather than static institutional arrangements. Service innovation emerged through the interaction between capable personnel, flexible administrative processes, and technology enabled service mechanisms. Adaptive responses to geographic constraints and changing community needs illustrate the practical manifestation of governance transformation at the local level. These findings reinforce arguments that sustainable public service innovation depends on the capacity of institutions to continually evolve through organizational learning and adaptive governance practices (Rani, 2025; Purwadi et al., 2025).

CONCLUSION

The implementation of the Dukcapil in the Village Program in Batu Bara Regency demonstrates the practical relevance of dynamic governance in strengthening population administration services through the integration of governance capability, institutional values, and organizational adaptation. Service accessibility has improved through village based service delivery mechanisms supported by technological utilization and administrative innovation, although variations in service outcomes remain evident across local contexts. Institutional values emphasizing transparency, professionalism, accountability, inclusiveness, and citizen orientation have contributed to strengthening service legitimacy, yet challenges related to public trust and community engagement continue to influence program effectiveness. Organizational transformation has facilitated workforce adaptation, digital service development, and more flexible administrative processes in responding to changing societal needs. Persistent constraints associated with human resource limitations, infrastructure disparities, network connectivity, and digital literacy indicate that adaptive governance remains an ongoing process rather than a completed institutional achievement. Sustainable improvement of population administration services therefore depends on continuous capacity development, strengthening of public service values, expansion of digital support systems, and adaptive policy implementation capable of responding to evolving community demands and territorial service challenges.

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