

Implementation of the Population Administration Service Program for Newborn Health Facilities at the Population and Civil Registration Office of Bandung City

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Abstract. *This study examines the implementation of the population administration service program related to newborn health facilities at the Population and Civil Registration Office (Disdukcapil) of Bandung City in 2024. Using Mazmanian and Sabatier's policy implementation framework, this research analyzes three core dimensions: the tractability of the problem, the ability of the policy to structure implementation, and non-statutory variables affecting implementation. The study employs a qualitative descriptive method, with data collected through in-depth interviews, documentation, and field observations. The findings reveal three major issues: (1) difficulties in controlling implementation challenges due to actor diversity, uneven public awareness, and suboptimal data accuracy; (2) policy characteristics show inconsistency in coordination mechanisms, limited resource allocation, and underdeveloped technological integration; and (3) external environmental factors particularly socio-economic disparities, technological readiness, and institutional support significantly influence implementation outcomes. Strengthening inter-agency coordination and improving digital administration systems are essential to optimizing newborn registration services.*

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INTRODUCTION

In the history of public administration, public services were initially understood simply as services provided by the government, where the public receives services based on the public interest (Denhardt & Denhardt, 2000; Guyomarch, 1999). Public services are a series of activities carried out by the government to meet the needs of the community in accordance with applicable provisions and regulations. The government serves the public, not the other way around, so the government's primary duty is to provide the best possible service for the public interest (Hardiansyah, 2018).

Service is essentially a series of activities, so service can be understood as a process. As a process, service occurs routinely and continuously, encompassing all aspects of community life. One form of manifestation of the State Apparatus' function as a servant of the people, in addition to being a servant of the state, is through the provision of public services by government institutions. Skyba & Polishchuk (2019) defines public service as all forms of activities carried out by service providers in order to meet the needs of recipients and implement the provisions of laws and regulations.

This definition emphasizes that government services are not merely administrative in nature but also constitute a key instrument in state governance. Therefore, this study focuses on analyzing the quality and effectiveness of public services, particularly regarding the fulfillment of public needs and the implementation of applicable regulations. This analysis focuses on public service theories that emphasize the government's role as a service provider, the underlying principles, and the quality indicators used to assess its success (Sanderson, 1996; Bovaird & Löffler, 2003; Denhardt & Denhardt, 2015).

Public service is defined as providing services (serving) the needs of people or communities who have an interest in the organization in accordance with the basic rules and procedures that have been established. To regulate the implementation of public services, the government issued Law Number 25 of 2009 concerning Public Services, which states that the state is obliged to serve every citizen and resident to fulfill their basic rights and needs within the framework of public services (Rustow, 1967). Public service is a service or provision to the community in the form of the use of public facilities, both services and goods carried out by public organizations.

Public services are essentially inseparable from the mandate of regulations regarding the implementation of regional government. Law of the Republic of Indonesia Number 23 of 2014 concerning Regional Government, for example, emphasizes that population administration matters are one of the authorities delegated to regional governments (Mukhlis, 2025; Suparto, 2021). This shows that population administration services are not merely an administrative process, but rather part of the public service responsibilities that must be implemented by regional governments to guarantee the basic rights of citizens.

The authority of regional governments in administering population administration affairs as regulated in Law No. 23 of 2014 indicates the delegation of responsibility from the central government to the regions in guaranteeing the basic rights of citizens. Thus, regional governments not only play a role as technical implementers of central policies, but also as decision makers who must ensure the effectiveness of implementation at the local level. In the context of this research, the Population and Civil Registration Office of Bandung City has a strategic role in carrying out government functions both as a representative of the governing authority and as a provider of public services for the community (the governed) through the utilization of population data for newborn health facilities.

Population data through population registration, civil registration, and population administration information management are a series of activities that organize and regulate document management. Government officials provide several types of public services to the public, ranging from birth certificates to death certificates, also known as civil registration. Civil registration also serves as a record of a person's legal status. The government's efforts to carry out this task are in accordance with the statutory mandate that every birth be registered with the implementing agency at the place of birth.

That in order to be used as a basis for legal certainty for a person, data or records of important events such as marriage, divorce, birth, death, child recognition, and child legitimacy need to be registered with the Population and Civil Registry Service. Of the various services of the Population and Civil Registry Service, one of them is birth registration, namely the creation of a birth certificate, where the birth certificate itself is important for the community because it is strong and legally valid evidence of a person's birth.

Birth certificates play an important role as an administrative requirement for obtaining various basic facilities, including health services for newborns, and as proof of a child's legality. However, public awareness of the importance of this document remains low. Data from the Bandung City Population and Civil Registration Office in 2024 shows that of the total population of 2,579,837, only 1,370,468 people (53.12%) had birth certificates, while the remaining 1,209,369 people (46.88%) did not have them (see Table 1). This condition emphasizes the need for further motivation and encouragement from the Population and Civil Registration Office to

the public to understand the function of birth certificates, as well as effective and efficient service innovations to expand the scope of ownership of these documents.

Table 1. Birth Certificate Ownership Data in Bandung City in 2024

No.	Information	Gender	Soul (Person)
1	Total Population	Man	1,292,690
		Woman	1,287,147
		Total	2,579,837
2	Have a Birth Certificate	Man	692,408
		Woman	678,060
		Total	1,370,468
3	Do Not Have a Birth Certificate	Man	600,282
		Woman	609,087
		Total	1,209,369
Percentage of Ownership (%)			53.12

Therefore, a policy implementation process is needed which is determined in several stages, and each stage is interconnected between the Population and Civil Registration Service of Bandung City and various health facility service providers in order to maximize services, especially for newborns. When implementing this policy, implementing organizations often design programs to help achieve the goals set by government agencies. Therefore, this policy can be considered a decision made by the Bandung City Population and Civil Registration Office, as the administrator of administrative population management issues.

Presidential Regulation No. 82 of 2018 concerning Health Insurance stipulates that newborns must be registered with BPJS Kesehatan under the National Health Insurance-Indonesian Health Card (JKN-KIS) program. This regulation applies to every baby born to parents who are JKN-KIS participants, and registration must be completed no later than 28 days after birth. The infant's JKN-KIS membership is adjusted to the parents' membership. If the parents are Premium Assistance Recipients (PBI), the infant's membership status also becomes PBI. If registration is delayed, the premium will still be calculated from the baby's birth date. The requirements for registering newborns with BPJS Kesehatan differ based on the type of membership. For PBI participants, registration can be done directly by the participant's family with active membership status. Required documents include the mother's JKN-KIS card, a birth certificate from a health facility, and the parents' Family Card. In addition, infants over three months old must have a Population Identification Number (NIK) registered with the Civil Registration Agency (Dukcapil). Cooperation and collaboration in the utilization of population data between the Civil Registration Agency (Disdukcapil) and health facilities are needed to guarantee the rights of citizens, especially BPJS-PBI participants for newborns.

Previous research by M. Ilham Deniar Wardiansyah (2022) showed that the Bandung City Population and Civil Registration Office (Disdukcapil) strived to improve the quality of population services through its Mobile Service Program (Mepeling). However, that study focused more on the quality of the Mepeling service program's implementation. Another study by Namira Mudia Syaika (2021) showed that the innovation of the Bandung City Population and Civil Registration Office through the SALAMAN (Completed in Hand) service application is expected to make it easier for the public to process birth certificate documents, but in reality, many people are still not familiar with the application so that the issuance of birth certificates, especially for newborns, is not optimal.

These issues will be discussed using Sabatier and Mazmanian's policy implementation theory. The success of an implementation process is largely determined by the implementation model used by policymakers and implementers. Mazmanian and Sabatier, as cited by Agustino (2008:145-149), proposed an Implementation Analysis Framework Model that emphasizes the

variables that influence the achievement of formal objectives throughout the implementation process.

Based on these studies, this problem attracted the author's attention to conduct research at the Bandung City Population and Civil Registration Office, related to the implementation of a population data utilization program for newborn health facilities, which was analyzed through the theory of government policy implementation. Research on birth certificate ownership was previously conducted by Candra and Lestari (2018) through the study "The Effect of the SIAK Application and Birth Certificate Services on Public Satisfaction" which highlighted the role of information system effectiveness in birth certificate services.

In addition, Fadilah and Maesaroh (2020) through the study "Analysis of 6 in 1 Service Innovation at the Surabaya City Population and Civil Registration Office" showed that the integration of digital services improves the efficiency and quality of population administration services. In contrast to that research, this study focuses on the utilization of population data in relation to newborn health facilities, so it is expected to provide new contributions both in terms of policy implementation theory and in terms of public service policies in the health and population sector. Thus, the authors raised the title "Implementation of the Population Data Utilization Program for Newborn Health Facilities at the Bandung City Population and Civil Registration Office in 2024".

METHODS

The study employed a descriptive qualitative research design to examine the implementation of the Population Data Utilization Cooperation Program for newborn health facilities at the Bandung City Civil Registry Office. This approach was considered appropriate because the research focuses on understanding complex policy implementation processes involving multiple actors, institutional interactions, and contextual factors that cannot be captured through quantitative measurement. A qualitative design enables in-depth exploration of experiences, perceptions, and administrative practices, particularly in analyzing how policy directives are translated into operational activities at the local level. The research was conducted in a natural setting, positioning the researcher as the primary instrument for data collection and interpretation. This allowed flexibility in capturing empirical realities, social dynamics, and implementation challenges encountered by stakeholders. The unit of analysis consisted of actors involved in the implementation of the program, including government officials, health facility personnel, and community members as service beneficiaries.

Informants were selected using purposive sampling, with clearly defined criteria to ensure relevance and depth of information. The selection criteria included: (1) direct involvement in the implementation of the program, (2) knowledge of administrative procedures and policy mechanisms, and (3) experience in interacting with the service system. The informants consisted of: (1) key officials from the Bandung City Civil Registry Office (e.g., heads of divisions and technical operators); (2) health facility personnel (hospital staff, community health center officers, and midwives) involved in newborn data reporting, and (3) community members (parents of newborns) who directly experienced the service. The number of informants was determined based on the principle of data saturation, where data collection was concluded when no new significant information emerged.

Data collection was carried out through four integrated techniques to ensure methodological triangulation. First, a literature review was conducted to analyze policy documents, regulations, and previous studies related to population administration and digital public services. Second, non-participant observation was undertaken to examine service procedures, workflow mechanisms, and interactions between officers and service users at the Civil Registry Office and selected health facilities. Observations focused on registration processes, system utilization (e.g., digital applications), and administrative coordination. Third, in-depth semi-structured interviews were conducted as the primary data collection method. Semi-structured interviews were chosen to allow flexibility in probing informants' experiences while

maintaining consistency with research objectives. The interview guide covered themes such as policy implementation processes, coordination mechanisms, technical constraints, and perceived effectiveness of the program. In certain cases, structured questions were used to confirm specific procedural aspects, thereby complementing the exploratory nature of the interviews.

Fourth, documentation analysis was conducted by reviewing official reports, administrative records, standard operating procedures (SOPs), and relevant institutional archives. These documents were used to validate and contextualize findings obtained from interviews and observations. Data analysis followed the interactive model of Miles et al. (2014) consisting of data condensation, data display, and conclusion drawing. Data condensation involved selecting, coding, and categorizing raw data from interview transcripts, field notes, and documents. Codes were developed both inductively from the data and deductively based on the theoretical framework of policy implementation. The categorized data were then organized into thematic matrices (data display) to facilitate pattern identification and comparison across informants. Finally, conclusions were drawn and continuously verified through iterative analysis to ensure consistency and validity. To ensure the trustworthiness of the findings, several validation techniques were applied. Credibility was strengthened through prolonged engagement in the field, triangulation of data sources and methods (interviews, observations, and documents), and member checking with selected informants. Dependability was ensured by maintaining an audit trail of data collection and analysis procedures. Confirmability was achieved by systematically linking interpretations to empirical evidence, while transferability was supported through thick descriptions of the research context, allowing readers to assess the applicability of findings to similar settings.

RESULTS AND DISCUSSION

The Level of Difficulty in Overcoming Problems in Implementing the Population Data Utilization Program with Newborn Health Facilities Providers

The implementation of a population data utilization program through newborn health facilities in Bandung City is one of the Bandung City Government's strategic innovations to improve the quality of data-driven public services. This program arose from the need for a more efficient, integrated, and responsive population administration system to meet the needs of the community, particularly for families with newborns who require population documents immediately after birth.

In line with the development of information technology, the Bandung City Population and Civil Registration Office (Disdukcapil) presents a digital innovation in the form of the SALAMAN (Sadayana Urusan Administrative Kependudukan di Handgaman) application. This application functions as a means of integrating health data from health service facilities (faskes) with the regional population system. Through this system, the birth registration process can be carried out directly at hospitals, community health centers, or maternity clinics without parents having to come to the Disdukcapil office. Thus, the SALAMAN application is expected to be a breakthrough in minimizing delays in obtaining birth certificates and accelerating the population administration process at the community level.

However, the implementation of digital-based public policies like SALAMAN is not without challenges and obstacles in the field. Research has shown that several factors influence the extent to which these policies achieve their intended goals. These issues arise not only from technical aspects such as network constraints or system outages, but also from social issues, human resources, and inter-agency coordination. Field findings indicate that several external factors, such as technological infrastructure support, officer training, and public perception of digital public services, also influence the policy's success. In other words, the success of the SALAMAN program depends not only on the quality of the policy design but also on the ability of all stakeholders to overcome obstacles that arise during the implementation process.

Therefore, to understand more comprehensively the level of difficulties faced in implementing the population data utilization program with institutions providing newborn health facilities in Bandung City, the following presents the results of in-depth interviews with key informants consisting of structural officials from the Population and Civil Registration Agency and beneficiary communities.

Theoretical Discussion of the Level of Difficulty of Population Data Programs

Within the framework of Sabatier and Mazmanian's (1980) policy implementation theory, the success of a public policy is influenced by three main aspects: *the tractability of the problem*, *the ability of the statute to structure implementation*, and *non-statutory variables affecting implementation*. In this section, the discussion focuses on the first aspect, *the tractability of the problem*, which explains the extent to which the difficulty of a policy problem can be controlled and resolved through administrative and institutional actions.

According to Sabatier and Mazmanian, the more complex a problem and the more actors involved, the greater the level of difficulty in implementation. This complexity includes the technical characteristics of the policy, the heterogeneity of the target group, and the extent of the expected behavioral changes in the community. In the context of implementing a population data utilization program through newborn health facilities in Bandung City, the level of difficulty lies in the effort to integrate cross-sector digital systems between the Population and Civil Registration Office (Disdukcapil) and health facilities such as hospitals, community health centers, and maternity clinics.

Technical barriers such as internet network disruptions, unprepared digital infrastructure in some small health facilities, and disruptions to the SALAMAN application system were major factors affecting the effectiveness of the program's implementation. Furthermore, the heterogeneity of the target group, with communities with varying levels of digital literacy, further exacerbated the difficulties. Not all parents of newborns understood digital administration procedures, requiring health workers at the facilities to act as intermediaries in the data input process. This situation illustrates that high-tech policies require social adaptation to be effective across all levels of society.

Furthermore, *the tractability of the problem* is also influenced by the extent to which the policy requires changes in public behavior. The SALAMAN program requires active public participation in reporting births and entrusting digital systems to manage population administration. This aligns with Robichau & Lynn (2009), who stated that policy implementation is not simply a matter of carrying out orders, but also an effort to manage various inputs to produce outputs that meet public needs. This means that the level of difficulty will increase if the policy demands fundamental behavioral changes within an established social system.

In this study, interview results indicated that several internal factors contributed to implementation challenges, such as the limited number of operators in small health facilities, suboptimal coordination between agencies, and the need for ongoing training. As Hudson et al. (2019); Junginger, (2013); Ansell et al. (2017) noted, policy implementation often fails not because of flawed policy design, but because of technical and coordination difficulties among the actors involved. This is also reflected in the implementation of the SALAMAN program, where differences in capacity between health facilities led to variations in the effectiveness of implementation in the field.

Thus, based on *the tractability of the problem perspective*, the level of difficulty in implementing the population data utilization program in Bandung City can be categorized as quite high. Technical complexity, varying human resource capabilities, and the community's level of adaptation to digital services are the main challenges. Nevertheless, local government efforts through training health facility operators and improving digital infrastructure demonstrate an adaptive response to implementation challenges. Therefore, while *tractability* remains high,

policy direction has shown improvement toward a more efficient and integrated public service system.

When compared with other policy implementation theories, such as Watson et al. (2018); Runhaar et al. (2014); Leeman et al. (2022); Birken et al. (2017) theory provides a more systematic approach in explaining the relationship between policy, implementers, and the external environment.

According to Pülzl & Treib (2007); Jatmikowati, (2021) and Van & Van, (1975) implementation is an activity that occurs after a policy is enacted and aims to manage inputs to produce outputs in the form of services for the public. This view emphasizes the importance of administrative and executive processes, but does not detail the factors that contribute to success or obstacles in the field. Van & Van (1975) view implementation as the stage of carrying out laws, involving various actors, procedures, and techniques to achieve policy objectives. This theory emphasizes the importance of inter-organizational coordination and the alignment of policies with environmental conditions. In the context of SALAMAN, this theory is relevant because it demonstrates that synergy between the Civil Registration Office (Disdukcapil) and health facilities is a crucial factor in policy success.

Alexander (1985) define implementation as the process of carrying out policies to fulfill public promises and produce concrete outputs for the community. This theory emphasizes that the more coordination links involved, the greater the risk of implementation failure. This is evident in the SALAMAN program, which involved numerous actors across sectors, making coordination a major challenge. Meanwhile, Crosby (1996) and Spillane et al. (2002) emphasized that implementation encompasses a series of activities aimed at translating policy objectives into concrete actions, including staffing, resource provision, and mobilization of implementing organizations. This perspective reinforces Sabatier and Mazmanian's analysis that human resource readiness at the implementing level is key to policy effectiveness.

Based on this comparison, Sabatier and Mazmanian's theory is considered most appropriate for this study because it provides a comprehensive analytical framework encompassing internal policy variables, regulatory capacity, and external environmental factors influencing implementation. Therefore, this theory is able to explain in depth the level of difficulty in implementing the population data utilization program in Bandung City, from both technical, institutional, and social perspectives.

Impact Analysis on Newborn Care

Difficulties encountered during the implementation phase have had a direct impact on newborn care in Bandung. First, delays in birth certificate issuance due to application glitches mean parents have to wait longer, delaying services that should be expedited. Second, limited human resources at small health facilities have the potential to create an additional workload for healthcare workers, burdening newborn care, which should focus on medical aspects, with administrative challenges.

Furthermore, a lack of public awareness has led some people to continue visiting the Civil Registration Office (Disdukcapil) in person, which contradicts the goal of service efficiency. Disparities in operator readiness between large and small health facilities also contribute to unequal service quality. Consequently, the policy's benefits have not been fully felt by all levels of society.

Nevertheless, this program has brought about positive changes in community behavior. Parents who previously tended to delay obtaining birth certificates are now becoming accustomed to registering births early. This indicates that the policy has had a significant impact on improving population administration compliance, although challenges remain that need to be addressed through improved digital infrastructure, human resource training, and strengthened coordination and outreach.

Characteristics of Government Policy in Supporting Population Data Utilization Programs with Newborn Health Facilities Providers

The policy of population administration services through newborn health facilities in Bandung City is one form of local government innovation in expanding access to digital-based public services. The presence of the SALAMAN (Sadayana Urusan Administrasi Kependudukan dalam Tangan) application is a key pillar in realizing faster, easier, and integrated population administration services. This program also emphasizes the Bandung City Government's commitment to supporting the national *One Data Policy* and the target of *Zero Underreported Births*, where every birth must be immediately recorded in the population system in real time and accurately.

In the context of public services, this policy demonstrates the government's efforts to transform from a conventional service system to a digital-based system that is integrated across sectors. Population administration services, previously conducted only at the Population and Civil Registration Office, have now been expanded to hospitals, community health centers, and maternity clinics as the primary *entry points* for population data. This change demonstrates the policy's adaptive, participatory, and responsive nature to community needs.

Therefore, it is important to further examine how the characteristics of this policy are formed and implemented on the ground. The following section will outline the results of interviews with key informants, including officials from the Bandung City Population and Civil Registration Office (Disdukcapil), health facility staff, and beneficiary communities, to provide a comprehensive picture of how this policy is implemented and the challenges faced during implementation.

Theoretical Discussion of Characteristics of Government Policy

From the perspective of O'Toole (2004) policy implementation theory, a policy's ability to provide clear direction in its implementation depends heavily on the statute's ability to structure implementation, namely the extent to which a regulation or policy is systematically designed to regulate the division of authority, objectives, procedures, and evaluation mechanisms required for implementation. This aspect emphasizes that policies with a clear legal and operational structure will be easier for implementers in the field to implement and will produce policy outcomes as planned.

In the context of implementing the population data utilization policy through newborn health facilities in Bandung City, this aspect is evident through the clarity of the legal basis, implementation procedures, and measurable objectives. The Bandung City Government, through the Population and Civil Registration Office (Disdukcapil), has established a Standard Operating Procedure (SOP) that regulates the digital newborn registration mechanism through the SALAMAN application. The SOP outlines the registration stages, the responsibilities of each party (health facilities and Disdukcapil), and the flow of data communication between agencies. This demonstrates that the policy has a strong and directed implementation structure as described in the Sabatier and Mazmanian model, where clarity of rules and objectives is key to the success of public policy.

The objectives of this policy are also specific and measurable, namely ensuring that every baby born is immediately registered in the population system and obtains a birth certificate without having to come directly to the Disdukcapil office. This achievement is in line with the national *One Data Policy* and the *Zero Underreported Birth target*, which shows that the characteristics of the local policy in Bandung City are consistent with the direction of national policy. Indicators of policy success have also been determined concretely, such as the time of certificate issuance (1–3 days), the percentage of registered births, and the level of public satisfaction. The clarity of these indicators is an important part of *the ability of the statute to structure implementation*, because it provides guidelines for objective evaluation of policy implementation in the field.

However, even though a policy has a sound legal and procedural structure, its effectiveness still depends on the capacity of implementers at the operational level. In line with Sabatier and Mazmanian's view, successful implementation is determined not only by the strength of the policy design but also by the ability of implementing actors to understand and implement existing regulations. In the case of Bandung City, there is still variation in competency across health facilities; large hospitals tend to have trained operators, while some smaller community health centers still require technical assistance and further training. Therefore, a strong policy structure needs to be balanced with strengthened human resources so that legal instruments can be translated into effective administrative actions.

When linked to decentralization theory, this policy demonstrates the concrete implementation of the principle of regional autonomy, where city governments have the authority to innovate in the delivery of public services. Decentralization provides space for local governments to adapt policies to the needs of their communities, as stipulated in Law Number 23 of 2014 concerning Regional Government. Within this framework, the Bandung City Population and Civil Registration Office (Disdukcapil) policy represents a form of *discretionary policy innovation*, a regional policy born of local needs to accelerate public services through the integration of population and health data. This policy demonstrates that a strong regional institutional structure and the existence of decentralized space can accelerate the adaptation of public services to a more efficient digital system.

This finding aligns with Gilmour & Jensen (1998) assertion that government is the unit responsible for maintaining the social system through effective public policy and authority. At the local level, the ability of local governments to formulate clear and structured policies such as SALAMAN demonstrates strong institutional capacity in carrying out government functions, as proposed by Salvador & Sancho (2021); Maulana et al. (2025); Salam et al. (2026); Khan, (2017) in their theory of governance. Therefore, this policy is not only the result of administrative implementation, but also a manifestation of the local government's role in providing efficient, prompt, and adaptive public services to the social development of the community.

Furthermore, the policy's linkage to public service theory as outlined in Ministerial Decree No. 63 of 2003 on Administrative and Bureaucratic Reform (PAN) demonstrates that the policy's characteristics meet the principles of quality public service, such as timeliness, ease of access, and accountability of providers. The existence of standard operating procedures (SOPs) and routine reporting mechanisms between health facilities and the Population and Civil Registration Office (Disdukcapil) reflect the principles of accountability and service certainty as mandated by national public service regulations.

Referring to previous research and relevant theories, it can be concluded that the characteristics of population data utilization policies in Bandung City demonstrate the ability of a sound legal and institutional structure to guide policy implementation. However, to increase its effectiveness, it is necessary to strengthen the capacity of implementers, equalize technological infrastructure, and improve the digital literacy of the community. This aligns with Sabatier and Mazmanian's theory that successful public policy implementation is the result of a combination of strong policy design (*statutory structure*), institutional support, and the adaptive capacity of implementers in the field.

Impact Analysis on Newborn Care

In general, the characteristics of the Bandung City Government's policy on implementing population administration services through newborn health facilities align with public service needs. The clarity of standard operating procedures (SOPs), multi-stakeholder involvement, flexible mechanisms, and political support demonstrate a strong foundation for the policy.

However, there are several important caveats. First, although the policy takes into account community diversity, low digital literacy still leads to dependence on healthcare facility staff. Second, differences in human resource capacity between large and small healthcare facilities lead

to uneven service quality. Third, disruptions to the SALAMAN application and limited outreach can reduce the policy's effectiveness.

The direct impact on newborn services is increased speed and ease of birth registration. Parents no longer delay obtaining birth certificates, allowing every newborn to obtain legal identity more quickly. Thus, this policy has relatively strong characteristics, but it still requires improvements in technical aspects, resources, and outreach to truly optimize public services.

External Environmental Factors Influencing the Success of Population Data Utilization Programs with Newborn Health Facilities Providers

In the implementation of a public policy, external environmental factors play a crucial role in determining its success. Hussin et al. (2025) and Ye & Guo (2025) emphasized that even well-designed policies, their implementation is still influenced by non-statutory external variables, such as political support, resources, socioeconomic conditions, and community attitudes and interests. This also applies to the implementation of the population data utilization program through neonatal health facilities in Bandung City, which is influenced by a number of external factors, as follows:

Theoretical Discussion of External Factors

According to Neysmith & Dent (2010); Mugambwa et al. (2020); Orlandi & Rabie (2021) non-statutory variables affecting implementation are external factors that influence the success of public policy implementation, outside the formal regulatory framework. These factors include social and economic conditions, political support, public participation, and the nature of the bureaucratic environment in which the policy is implemented. In the context of implementing a population data utilization program through neonatal health facilities in Bandung City, these variables play a significant role in determining the extent to which the policy can be implemented effectively and achieve public service objectives.

Community participation is a key element in ensuring the successful implementation of public policies. Interviews revealed that varying levels of digital literacy significantly influence program effectiveness. Not all parents of newborns understand how to use the SALAMAN app, potentially creating obstacles in filling out and submitting population data. However, a collaborative approach involving healthcare facility operators has become an adaptive strategy that strengthens the program's success. Healthcare workers not only perform medical functions but also act as facilitators of population administration. Changes in community behavior are also beginning to emerge: parents are now more accustomed to applying for birth certificates through healthcare facilities, indicating increased awareness and trust in digital public service systems.

This finding aligns with Sabatier and Mazmanian's view that public acceptance *and* willingness to change behavior in accordance with policy direction are indicators of successful implementation. In the context of *good governance*, as formulated by the UNDP community participation and responsiveness are essential principles of good governance. This means that policy implementation in Bandung City has demonstrated participatory governance practices, although digital literacy improvements are still needed so that all community groups can enjoy the program's benefits equally.

Political support is also the most dominant external factor in strengthening policy effectiveness. An interview with the Head of the Population Registration Division revealed that the birth registration program through health facilities has received full support from both the central and regional governments. This program aligns with the national One Data Policy and the Zero Underreported Birth target, demonstrating vertical consistency between national policy and its implementation at the regional level.

This support is not only normative but also manifested in the form of budgets, regulations, and digital infrastructure development. Within the framework of implementation theory, this strengthens policy legitimacy, as Sabatier and Mazmanian emphasize that successful

implementation requires political support and a clear legal mandate. With strong legitimacy, programs like *SALAMAN* have a greater chance of long-term sustainability and can serve as a model for digitalizing public services that can be replicated by other regions.

Development of Information Technology and Infrastructure

Technology readiness and information infrastructure are crucial components of the external environment. Most health facilities in Bandung City have trained operators capable of inputting birth data directly into the *SALAMAN* system. However, technical challenges, such as internet network disruptions and application errors, continue to cause delays in birth certificate issuance. This situation indicates that despite the system's well-designed design, *technological readiness* is not evenly distributed across all healthcare facilities. The government is addressing this by providing a manual data submission option as a form of administrative flexibility. From a *good governance perspective*, this step reflects the principles of effectiveness and efficiency, where the bureaucracy is able to adapt to technical conditions on the ground without sacrificing public services. Therefore, strengthening digital infrastructure is a strategic agenda to support the sustainability of data-driven policies in the future.

The effectiveness of policy implementation also depends heavily on public communication strategies. Interviews with beneficiary communities revealed that some parents are still unaware that birth certificates can be obtained directly through health facilities. Low levels of public awareness campaigns have led to people continuing to visit the Civil Registration Office (Disdukcapil) to process documents manually. According to Sabatier and Mazmanian, understanding the objectives and benefits of a policy is crucial for ensuring successful implementation. Therefore, public communication should be designed not only through formal outreach but also through community-based approaches such as integrated health posts (Posyandu), private midwives, and community health centers (Puskesmas). This strategy aligns with the principles of *transparency* and *accountability* in *good governance*, which mandate that the public has the right to clear, open, and easily accessible information regarding public policies that affect their administrative rights.

A collaborative bureaucratic culture is one of the external forces strengthening the implementation of this policy. Coordination between the Population and Civil Registration Office (Disdukcapil) and the Bandung City Health Office, as well as the involvement of hospitals, community health centers (Puskesmas), clinics, and private midwives, demonstrates that public service governance has moved toward a *network governance model*. In this model, various public and non-public actors play an active role in achieving policy objectives. This condition reflects the application of *good governance principles*, namely *collaboration*, *rule of law*, and *responsiveness*. The successful integration of birth registration services in health facilities is also in line with the concept of basic health services as stipulated in Law Number 36 of 2009 concerning Health, which emphasizes the importance of collaboration between service units such as community health centers, hospitals, and clinics in improving community welfare. In other words, the involvement of health facilities in population services is a concrete form of public policy implementation that is responsive to community needs from the beginning of life (newborns).

Meanwhile, external factors that remain major obstacles are limited technological infrastructure and a lack of public outreach. Internet network disruptions or *SALAMAN* application errors cause service delays, while weak public communication prevents some people from fully utilizing this service. If these obstacles can be minimized through increasing technological capacity and intensifying socialization, then the implementation of the population data utilization program with neonatal health care providers in Bandung City will be more optimal, in accordance with national policy objectives and community needs.

Dominant Factor Analysis

Based on the overall analysis, the external factors most influential in the successful implementation of the population data utilization program through newborn health facilities in

Bandung City were political support and inter-agency collaboration. Political support provides legitimacy and policy sustainability, while inter-agency collaboration strengthens technical implementation on the ground.

Meanwhile, the main obstacles stem from limited technological infrastructure and weak public outreach, which results in delays in service delivery and unequal use of digital services across all levels of society. These factors demonstrate that successful public policy implementation is not solely the result of formal regulations, but also the dynamic interaction between government, society, and the institutional environment.

These findings align with research by Fadilah et al. (2026) in Denpasar City, which showed that public participation and transparency strengthen the effectiveness of digital policies; Lanin & Hermanto (2019) in Banyuwangi, which found that accountability and responsiveness of officials increase public satisfaction; Sulistyaningsih et al. (2023) and Natalia et al. (2023) in Bandung, which emphasized the importance of political support and infrastructure readiness for the success of *smart governance policies*. Therefore, the application of *good governance principles* combined with social, political, and technological support is key to the successful implementation of digital public service policies at the regional level.

The analysis shows that the implementation of this policy depends not only on clear formal regulations but also heavily influenced by human resource readiness, technological support, and cross-agency collaboration. Furthermore, community participation and the application of *good governance principles* are crucial foundations for the effectiveness and sustainability of this public service program. The first prominent finding relates to the level of complexity (*tractability*) of the *problem* in policy implementation. The population data utilization program through the SALAMAN application in Bandung City was primarily intended to simplify the process of obtaining newborn population documents directly from health facilities. However, research results indicate that its implementation faces various technical and social challenges in the field.

The main obstacle arises from differences in digital literacy skills among the public. Not all parents understand how to use digital services, especially those from lower-middle-class educational or economic backgrounds. This results in some people still choosing to go directly to the Population and Civil Registration Office (Disdukcapil) to process documents manually. This situation aligns with Proctor et al. (2011) and Hoppe et al. (1987) concept of *tractability of the problem*, which states that the level of implementation success is greatly influenced by the complexity of the problem and the diverse characteristics of the target group.

Furthermore, the disparity in healthcare facility capacity is also a contributing factor to variations in implementation effectiveness. Large facilities such as hospitals and community health centers generally have adequate operators and digital infrastructure, while small clinics and independent midwives still face limitations in internet access and computer hardware. In this context, the Bandung City Government, through the Population and Civil Registration Office (Disdukcapil), has attempted to adapt by assigning specialized operators to healthcare facilities and providing technical training, demonstrating the local government's ability to adapt to the challenges of implementation in the field.

Further findings indicate that this policy has a relatively strong structure and implementation guidelines. There is a clear legal basis, such as regulations regarding birth registration through health facilities, technical implementation guidelines, and a SALAMAN application-based workflow system. Normatively, this demonstrates the *ability of statute to structure implementation*, namely the policy's ability to provide a directed structure for implementers in the field. However, implementation in the field shows that there is still a lack of uniformity in understanding SOPs and service standards across healthcare facilities. Some operators admitted to not having received comprehensive training on app updates or newborn data input procedures. As a result, the data verification and submission process is sometimes delayed, impacting the speed of birth certificate issuance.

This situation illustrates that despite the strong normative nature of the policy design, its implementation remains dependent on human resource capacity and inter-agency coordination mechanisms. Strengthening the capacity of personnel and harmonizing standard operating procedures (SOPs) across all healthcare facilities are crucial recommendations to ensure consistent policy implementation across Bandung City. Another significant finding is that the implementation of this policy is concrete evidence of the effectiveness of regional government decentralization. The Bandung City Government demonstrated its ability to adapt national policies to the local context through the innovative application of SALAMAN (Sadar Pelayanan Masyarakat Bandung). Consistent with the views of Dick-Sagoe (2020) and Balaguer-Coll et al. (2010), decentralization provides local governments with the opportunity to adapt public policies to the needs of their communities.

This innovation demonstrates that regions are not merely implementers of central policies but also creative actors capable of developing new service models. Local governments are able to build synergy between the Population and Civil Registration Office, the Health Office, hospitals, community health centers, and clinics, which collectively implement birth registration from birth onward. Thus, decentralization plays a strategic role in strengthening the effectiveness of public policy implementation based on direct service delivery to the community. The fourth finding shows that external environmental factors and the application of good governance principles are important determinants of policy success. Non-statutory variables affecting implementation, such as political support, public participation, and socio-economic conditions, have a significant influence on the success of policy implementation.

In the context of the Bandung City program, political support from the central and regional governments has proven very strong. This program aligns with the national *One Data Policy* and *Zero Underreported Birth policies*, which provide legitimacy and budgetary support for the development of a digital population service system. Furthermore, the principles of *good governance* as proposed by the UNDP are also reflected in the implementation of this program. Community participation is evident in the increased awareness among parents to directly process population documents at health facilities. Accountability and transparency are realized through a digital reporting system and information disclosure within the SALAMAN application. Meanwhile, cross-agency collaboration demonstrates the principles of effectiveness and efficiency in local governance.

However, research also shows that challenges remain in information transparency and public outreach. Some members of the public do not yet fully understand the benefits of these digital services, so public communication needs to be improved to ensure the principles of responsiveness and public participation are fully realized. From an institutional perspective, the Bandung City Population and Civil Registration Office (Disdukcapil) demonstrates a strong capacity to build a collaborative bureaucratic model. Health facilities serve not only as providers of medical services but also as liaisons for population administration. Coordination between health facilities, the Health Office, and Disdukcapil demonstrates a synergistic working pattern.

This model approaches the concept of *network governance*, where the success of public policy no longer depends on a single institution, but on a network of complementary cross-sector collaborations. This collaboration has increased bureaucratic efficiency, accelerated service delivery, and strengthened public trust in digital-based public services. Thus, the effectiveness of population data utilization policies in Bandung City is largely determined by the ability of the local government to build collaborative networks and optimize the role of cross-sectoral institutions.

While the program has shown significant progress, research has identified several key barriers that still need to be addressed. First, limited information technology infrastructure in some healthcare facilities, particularly in the outskirts of Bandung, leads to delays in data delivery. Second, a lack of intensive public outreach has left some residents unaware of the digital service mechanisms available. These two factors have direct implications for the quality of public services. Therefore, increasing technological infrastructure capacity, ongoing operator training,

and a more extensive public communication strategy need to be the focus of further policy so that all levels of society can enjoy equal and efficient access to population services.

This study shows that the successful implementation of the population data utilization program through newborn health facilities in Bandung City is the result of synergy between policy clarity, regional institutional capacity, and the application of good governance principles in a dynamic external environment. These findings reinforce Sabatier & Mazmanian's (1980) theory regarding the importance of integration between policy structures and external environmental factors, and support Mauliana et al. (2020) view that decentralization enables regional innovation in increasing the effectiveness of public policy. Furthermore, the application of good governance principles has been shown to be an ethical and operational foundation that ensures the sustainability of and public trust in local government policies. Thus, the effectiveness of this program depends not only on regulations and technology, but also on the adaptability of local governments, cross-agency collaboration, and active community involvement in supporting more transparent, participatory, and citizen satisfaction-oriented public service governance.

CONCLUSION

The implementation of the population data utilization program for newborn health facilities in Bandung City has progressed but remains suboptimal. Three main aspects influence the implementation process: (1) the complexity of issues related to data variability and low public awareness; (2) policy characteristics that are not yet fully structured to support smooth implementation; and (3) external factors such as socio-economic conditions and limited technological infrastructure. Improving digital data integration, enhancing human resource capacity, and strengthening coordination mechanisms are crucial for advancing newborn administration services.

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