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Analysis Of Policy Implementation On Service Quality At The Department Of Population And Civil Registration Of North Lampung Regency

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Abstract

This study examines the implementation of North Lampung Regent Regulation No. 41 of 2025, assesses the quality of population administration services, and determines the extent to which policy implementation influences service quality at the Population and Civil Registration Office of North Lampung Regency. A quantitative approach with a descriptive-verificative design was employed. Data were collected from 100 service users through structured questionnaires, complemented by documentary data. Respondents were selected using simple random sampling. Policy implementation was assessed using four dimensions of the Edwards III model, namely communication, resources, disposition, and bureaucratic structure, while service quality was measured using the SERVQUAL dimensions. The data were analyzed using descriptive statistics and simple linear regression with the assistance of IBM SPSS Statistics 25. The findings indicate that the implementation of North Lampung Regent Regulation No. 41 of 2025 was positively perceived by respondents, with an overall mean score of 42.85 out of 48. Similarly, service quality received a favorable assessment, with a mean score of 32.18 out of 36. The regression analysis further demonstrates that policy implementation has a positive and statistically significant effect on service quality, as indicated by a t-value of 15.622 and a significance level of 0.000, which is below 0.05. The regression coefficient of 0.649 indicates that improvements in policy implementation are associated with corresponding improvements in service quality. Moreover, the R^2 value of 0.713 indicates that policy implementation accounts for 71.3% of the variation in service quality, while the remaining 28.7% is associated with factors beyond the scope of the research model. Overall, the findings demonstrate that effective policy implementation, supported by clear communication,

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adequate resources, committed implementers, and an appropriate bureaucratic structure, is an important determinant of improved population administration services.

Keywords: Policy Implementation; Service Quality; Public Services; Population Administration; North Lampung Regent Regulation.

INTRODUCTION

Public service delivery represents a fundamental manifestation of government responsibility in meeting citizens' needs. Its quality is determined not merely by the completion of administrative procedures but also by the ability of public organizations to provide services that are accessible, accurate, timely, transparent, and responsive (Manaf et al., 2023). Population administration services are particularly important because population documents, such as electronic identity cards, family cards, birth and death certificates, child identity cards, and population mobility documents, constitute essential administrative instruments for establishing legal identity and accessing various public and private services. Consequently, the provision of population administration services requires institutional capacity capable of responding effectively to the diverse and continuing needs of the community (Tawil et al., 2021).

In North Lampung Regency, population administration services are administered by the Department of Population and Civil Registration. The substantial demand for these services is reflected in the volume of applications recorded over the past three years. The number of population administration documents processed increased from **140,661 documents in 2023 to 254,632 documents in 2024**, before slightly declining to **251,138 documents in 2025**. Despite the decline, the 2025 figure remained considerably higher than that of 2023, indicating a persistently high service workload. Such conditions require adequate human resources, clear procedures, appropriate facilities, reliable information technology, and effective administrative mechanisms to ensure that increasing service demands do not compromise service quality.

In response to the need to strengthen service quality, the Government of North Lampung Regency enacted **Regent Regulation of North Lampung Regency Number 41 of 2025 concerning the Improvement of Service Quality at the Department of Population and Civil Registration of North Lampung Regency**. The regulation establishes a policy framework covering service requirements and procedures, completion standards, information technology, facilities and infrastructure, personnel competence, complaint management, monitoring, and evaluation. Nevertheless, the existence of a regulatory framework does not necessarily ensure effective

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implementation. Policy outcomes depend on the extent to which policy provisions are translated into operational practices. In this regard, Edwards III emphasizes four interrelated dimensions of policy implementation: **communication, resources, disposition, and bureaucratic structure.** These dimensions provide an appropriate framework for examining how the regulation is implemented within the organization.

The importance of examining implementation becomes more evident from the condition of service quality experienced by the community. Although the Community Satisfaction Survey at Disdukcapil North Lampung Regency showed improvement across several service components during 2023–2025, some indicators remained below the highest performance category. In 2025, the scores for service completion time, service products, facilities and infrastructure, and complaint handling were **84.76, 85.75, 85.88, and 86.94**, respectively, and remained within the "Fairly Good" category. This condition indicates a potential gap between the regulatory objectives and actual service outcomes. Accordingly, policy implementation needs to be examined not only in terms of its formal existence but also in relation to its contribution to service quality. In this study, service quality is assessed using the **SERVQUAL dimensions of tangibles, reliability, responsiveness, assurance, and empathy**.

Previous studies have widely addressed public policy implementation and service quality; however, empirical research specifically examining the implementation of **Regent Regulation of North Lampung Regency Number 41 of 2025** and its relationship with population administration service quality at Disdukcapil North Lampung Regency remains limited. This study therefore seeks to fill this gap by analyzing the implementation of the regulation, assessing service quality from the perspective of service users, and examining the effect of policy implementation on service quality. Using a quantitative approach, the study is expected to provide empirical evidence regarding whether the regulatory strengthening introduced by the local government has been effectively translated into operational practices and whether such implementation contributes to improvements in public service quality.

POLICY IMPLEMENTATION

Policy implementation represents a critical stage in the public policy process, as it translates governmental decisions into concrete actions aimed at achieving predetermined objectives (Gambi, 2017). The existence of a regulation, however, does not necessarily ensure that its intended objectives will be achieved. Rather, successful implementation depends largely on the capacity of implementing organizations to translate normative provisions into operational

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procedures, administrative actions, and services that are meaningful to target groupsc(Barusman et al., 2020). (Chen, 2021) conceptualizes policy implementation as a series of activities undertaken to operationalize policy decisions through concrete actions involving multiple actors with distinct functions and authorities. Accordingly, coordination constitutes an essential element of the implementation process because policy outcomes depend not only on the quality of policy formulation but also on the ability of implementing actors to integrate the various components required for effective execution. From a public administration perspective, policy implementation therefore encompasses organizational capacity, implementers' behavior, working mechanisms, and the availability of adequate resources (Markoski & French, 2019).

Within this perspective, the policy implementation model proposed by (Kulachai et al., 2018) identifies **communication, resources, disposition, and bureaucratic structure** as four interrelated dimensions that influence implementation effectiveness. Communication concerns the transmission of policy information to implementers and target groups, particularly in terms of message transmission, clarity, and consistency (Barusman & Virgawenda, 2019). Resources refer to the personnel capacity, information, authority, facilities, and infrastructure required to support policy execution (DePaula et al., 2018). Meanwhile, disposition reflects the attitudes, acceptance, willingness, and commitment of implementers toward carrying out the policy; in public service delivery, these characteristics can be observed through compliance with regulations, commitment to service standards, professionalism, and responsiveness to citizens' needs. Finally, bureaucratic structure concerns the distribution of responsibilities, operational procedures, authority, and coordination mechanisms that provide direction and certainty throughout the implementation process. A well-defined bureaucratic structure can minimize overlapping responsibilities and unnecessary procedures, whereas an ineffective structure may impede coordination and ultimately constrain the achievement of policy objectives (Yue et al., 2019).

Building on this perspective, the present study conceptualizes policy implementation as the extent to which **Regulation of the Regent of North Lampung Regency Number 41 of 2025** is translated into actual practices of population administration services at the Department of Population and Civil Registration of North Lampung Regency. The policy implementation variable (X) is operationalized through the four dimensions of Edwards III: **communication, resources, disposition, and bureaucratic structure.** These dimensions are considered interdependent components that collectively determine the effectiveness of policy implementation. Accordingly, implementation is assessed not merely in terms of the formal existence or execution of the regulation, but also in terms of the organization's capacity to communicate policy requirements

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clearly, provide the necessary resources, foster implementers' commitment, and establish an organizational structure capable of directing service delivery in an orderly and consistent manner.

PUBLIC SERVICE QUALITY

Public service represents a fundamental function of government in meeting citizens' needs through the provision of goods, services, and administrative assistance. However, effective public service delivery requires more than mere compliance with formal requirements; it also involves ensuring that services are responsive to citizens' needs and expectations (Gesk & Leyer, 2022). In this regard, service quality reflects an organization's capacity to provide services that meet established standards while creating a positive experience for service users. Accordingly, evaluating service quality should not be limited to the outcomes received by citizens but should also consider the service delivery process, its consistency, and the organization's ability to provide services that are accurate, timely, reliable, and responsive to users' needs (Walle, 2016).

To assess service quality, this study adopts the Service Quality (SERVQUAL) framework developed by (Ali & Raza, 2017). The SERVQUAL model conceptualizes service quality through five dimensions: tangibles, reliability, responsiveness, assurance, and empathy. The tangibles dimension concerns the physical facilities, equipment, personnel appearance, and overall comfort of the service environment. Reliability refers to the organization's ability to deliver services accurately, consistently, and as promised. Responsiveness reflects employees' willingness and ability to assist users and provide prompt services, whereas assurance concerns employees' knowledge, competence, courtesy, and capacity to foster users' confidence and trust (Gavahi et al., 2023).

The fifth dimension, empathy, refers to the individual attention and concern demonstrated by service personnel toward users' needs. In population administration services, these five dimensions can be observed through the adequacy of service facilities, the accuracy of document issuance, consistency in service procedures, promptness in responding to citizens' needs, employees' competence and courtesy, and the attention provided to individual service users. Accordingly, this study defines service quality as the capacity of the Department of Population and Civil Registration of North Lampung Regency to deliver administrative services that meet citizens' needs across the five SERVQUAL dimensions: tangibles, reliability, responsiveness, assurance, and empathy. These dimensions subsequently serve as the basis for assessing citizens' perceptions of the quality of services they receive (Cepiku & Mastrodascio, 2021).

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RESEARCH FRAMEWORK

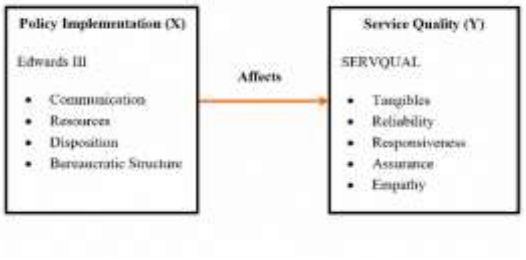


Figure 1. Research Framework

RESEARCH METHOD

This study employed a **quantitative approach with a descriptive-verificative design**. The descriptive component was intended to provide a measurable account of policy implementation and public service quality, whereas the verificative component was used to empirically examine the effect of policy implementation on service quality. The study was conducted at the **Population and Civil Registration Office of North Lampung Regency**, with users of population administration services serving as the units of analysis. The independent variable was the implementation of **North Lampung Regent Regulation No. 41 of 2025**, operationalized through four dimensions of the Edwards III model: communication, resources, disposition, and bureaucratic structure. Meanwhile, public service quality was treated as the dependent variable and assessed using the five SERVQUAL dimensions: tangibles, reliability, responsiveness, assurance, and empathy (Ocampo et al., 2019).

The study population comprised individuals who had used population administration services provided by the Population and Civil Registration Office of North Lampung Regency. Because the number of service users could not be determined with certainty due to the dynamic nature of service demand and the possibility that an individual might access multiple documents within a single visit, the required sample size was determined using the **Lemeshow formula for an unknown population.** With a 95% confidence level, an estimated population proportion of 0.50, and a 10% margin of error, the minimum sample size was calculated as 97 respondents and subsequently increased to **100 respondents** to ensure adequate data coverage. Respondents were selected through **simple random sampling**, with eligibility restricted to North Lampung residents aged at least 17 years who had used the services of the Population and Civil Registration Office within the preceding six months and were willing to complete the questionnaire in full.

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Data were collected through **questionnaires and documentary evidence**. The questionnaire was administered directly to service users immediately after they had completed their service process, thereby ensuring that their responses reflected their most recent service experience. The instrument consisted of **21 statements**, comprising 12 items measuring policy implementation and 9 items assessing service quality, all rated on a four-point Likert scale. Secondary data were obtained from relevant administrative documents, including service application records, Community Satisfaction Survey reports, records of public complaints, and **North Lampung Regent Regulation No. 41 of 2025.** Prior to the main survey, the questionnaire was pilot-tested on **30 respondents who were not included in the main sample**. Item validity was assessed using the Pearson Product-Moment correlation, with an item considered valid when the calculated correlation coefficient exceeded 0.361 and its significance value was below 0.05. Instrument reliability was subsequently evaluated using **Cronbach's Alpha**, with a coefficient of at least 0.70 considered acceptable. The testing results indicated that all 21 items satisfied the established validity and reliability criteria.

The collected data were processed using **IBM SPSS Statistics version 25**, beginning with data checking, coding, tabulation, and computation of composite scores for each research variable. The analysis proceeded in two stages. First, **descriptive analysis** was conducted to identify the general tendency of respondents' assessments of policy implementation and service quality. Second, **inferential analysis** was employed to examine the effect of policy implementation on service quality. Prior to hypothesis testing, the regression model was assessed through the **Kolmogorov–Smirnov normality test** and the **Glejser heteroscedasticity test.** The hypothesized effect of policy implementation on service quality was then examined using **simple linear regression**, expressed as $Y = a + bX + \varepsilon$. The statistical significance of the effect was evaluated using the **t-test at a 5% significance level**, while the explanatory contribution of policy implementation to variations in service quality was determined from the **coefficient of determination (R^2) (Ghozali, 2016)**.

DISCUSSION

Implementation of Regent Regulation No. 41 of 2025

The findings indicate that the implementation of **North Lampung Regent Regulation No. 41 of 2025** was perceived positively by service users. This assessment is reflected in the responses to the 12 statements measuring policy implementation, all of which were concentrated in the *Agree* and *Strongly Agree* categories, with mean scores ranging from 3.49 to 3.64. Overall, the

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policy implementation variable obtained a mean score of 42.85 out of a maximum score of 48. These results suggest that, from the perspective of service users, the provisions stipulated in the regulation have generally been translated into practice in the delivery of population administration and civil registration services in North Lampung Regency. Thus, the implementation of the regulation can be regarded as generally consistent with its intended direction and objectives.

This finding can be interpreted through **George C. Edward III's policy implementation model,** which identifies communication, resources, disposition, and bureaucratic structure as four interrelated determinants of implementation effectiveness. Communication ensures that policy provisions and service procedures are conveyed clearly and consistently to both implementers and service users. Resources refer to the availability of personnel, competencies, facilities, information, and authority required to operationalize the policy. Meanwhile, disposition concerns the commitment, attitude, and readiness of implementing officials, whereas bureaucratic structure encompasses the division of responsibilities, procedures, coordination, and working mechanisms that guide implementation. The interaction among these dimensions creates the organizational conditions necessary for translating regulatory provisions into consistent public service practices.

Overall, the positive assessment provided by respondents indicates that the implementation of Regent Regulation No. 41 of 2025 has been relatively well received by the community. Nevertheless, a positive overall perception does not necessarily imply that every aspect of implementation is free from limitations or requires no further improvement. Sustaining effective implementation requires continued attention to clear communication, adequate resources, strong implementer commitment, and well-defined bureaucratic procedures. Accordingly, the descriptive findings provide an important basis for examining whether the observed quality of policy implementation is associated with the quality of services received by the community.

Quality of Services at the Population and Civil Registration Office of North Lampung Regency

The findings also demonstrate that the **quality of services provided by the Population and Civil Registration Office of North Lampung Regency** was positively assessed by respondents. This conclusion is supported by the nine indicators used to measure service quality, all of which received responses concentrated in the *Agree* and *Strongly Agree* categories. The mean scores for the individual indicators ranged from 3.51 to 3.62, while the overall mean score reached 32.18

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out of a maximum score of 36. The relatively narrow difference between the highest score, recorded for indicator Y5 (3.62), and the lowest score, recorded for indicator Y2 (3.51), indicates a consistent pattern in respondents' assessments. Therefore, from the users' perspective, the services provided by the Population and Civil Registration Office were generally perceived as being of good quality.

The positive assessment further suggests that the population administration services experienced by respondents had generally generated favorable service experiences. The delivery of these services is guided, among other provisions, by **North Lampung Regent Regulation No. 41 of 2025,** which provides a regulatory basis for population registration and civil registration services. In this context, service quality extends beyond the final delivery of administrative documents and also encompasses the manner in which services are organized and delivered to users. Therefore, the favorable responses may indicate that service procedures, mechanisms, and interactions between service personnel and the community have generally operated satisfactorily from the perspective of service recipients.

However, the relatively high descriptive scores do not, by themselves, establish the factors responsible for the observed level of service quality. Public service quality may be shaped by various organizational and administrative factors, including the extent to which policy provisions are effectively translated into operational practices. In this study, the implementation of Regent Regulation No. 41 of 2025 was specifically examined as a potential determinant of service quality. Consequently, the positive descriptive assessment of service quality requires further examination through statistical testing to determine whether policy implementation has a significant effect on the quality of services received by the community.

Effect of Regent Regulation No. 41 of 2025 on Service Quality

The statistical findings demonstrate that the implementation of **North Lampung Regent Regulation No. 41 of 2025 has a positive and significant effect on service quality** at the Population and Civil Registration Office of North Lampung Regency. This conclusion is supported by the *t*-test result, which produced a calculated *t* value of 15.622 with a significance level of 0.000, well below the 0.05 threshold. Furthermore, the regression coefficient of 0.649 indicates a positive direction of influence, suggesting that improvements in policy implementation tend to be accompanied by improvements in service quality. The strength of the relationship is further reflected in the correlation coefficient (*R*) of 0.845. In addition, the *R Square* value of 0.713

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indicates that policy implementation explains 71.3% of the variation in service quality, while the remaining 28.7% is attributable to factors outside the model.

These findings are consistent with the theoretical perspective of **George C. Edward III**, which emphasizes communication, resources, disposition, and bureaucratic structure as fundamental components of effective policy implementation. In the context of this study, the effectiveness of Regent Regulation No. 41 of 2025 is therefore not determined solely by the existence of the regulation as a formal legal instrument, but also by the extent to which its provisions are translated into actual service practices. Clear communication facilitates the understanding of service procedures among both officials and service users, while adequate resources provide the operational support required for effective service delivery. At the same time, implementers' commitment and a clearly defined bureaucratic structure facilitate consistent application of the policy. Accordingly, stronger implementation across these dimensions creates greater opportunities for the delivery of services that meet community needs.

Taken together, the findings provide empirical evidence that the implementation of Regent Regulation No. 41 of 2025 plays an important role in shaping service quality at the Population and Civil Registration Office of North Lampung Regency. The significance of the regression model is further confirmed by the *F* statistic of 244.055 with a significance level of 0.000, indicating that the model significantly explains the relationship between policy implementation and service quality. Thus, more effective implementation—supported by clear communication, adequate resources, positive implementer disposition, and an effective bureaucratic structure—is associated with better perceived service quality. Nevertheless, because 28.7% of the variation in service quality remains unexplained by the model, future efforts to improve public services should also consider other determinants beyond policy implementation.

CONCLUSION

Based on the analysis of data obtained from 100 respondents, it can be concluded that the implementation of **North Lampung Regent Regulation No. 41 of 2025** was positively perceived by the community. This is reflected in the mean scores of the policy implementation indicators, which ranged from 3.49 to 3.64, with an overall mean score of **42.85 out of 48.** These findings indicate that the implementation of the regulation has generally been carried out in a manner that supports the provision of population administration and civil registration services at the Population and Civil Registration Office of North Lampung Regency.

The **quality of services** provided by the Population and Civil Registration Office of North

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Lampung Regency was also positively assessed by service users. All indicators received responses concentrated in the *Agree* and *Strongly Agree* categories, with mean scores ranging from 3.51 to 3.62 and an overall mean score of **32.18 out of 36.** These results indicate that, from the perspective of the community as service recipients, the quality of population administration and civil registration services was generally perceived as good. Thus, both policy implementation and service quality demonstrated positive tendencies based on respondents' assessments.

Furthermore, the results of the **simple linear regression analysis** demonstrate that the implementation of North Lampung Regent Regulation No. 41 of 2025 has a **positive and significant effect on service quality.** The calculated *t* value of 15.622 with a significance level of 0.000 (<0.05) confirms the statistical significance of the effect, while the regression coefficient of 0.649 indicates that an increase of one unit in policy implementation is associated with an estimated increase of 0.649 units in service quality. The coefficient of determination (R^2) of **0.713** indicates that policy implementation explains **71.3%** of the variation in service quality, whereas the remaining **28.7%** is attributable to other factors outside the research model.

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