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Territorial Expansion and Its Impact on Voter Data Accuracy: A Qualitative Evaluation of Policy Implementation in Pekanbaru City

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Abstract: Territorial expansion is one approach to administrative restructuring intended to improve public service delivery. However, its implications for electoral data governance require further investigation. This study examines the implementation of territorial expansion policies and the challenges associated with updating voter data in Pekanbaru City, Indonesia. Using a qualitative descriptive-explanatory design, data were collected through in-depth interviews with key stakeholders (Disdukcapil, KPU, local government) and document analysis. The findings reveal that territorial expansion improves accessibility and efficiency of civil administration services, particularly through innovations such as the Mobile AMAN service. However, significant challenges persist in voter data updating, including low public awareness, reluctance to update civil documents, and complexities in inter-agency data synchronization. Drawing on Edward III's implementation framework and Dunn's policy evaluation model, the findings identify institutional coordination, public participation, and data integration as important considerations in implementing territorial restructuring and managing voter data updates. This research contributes to the literature by linking territorial expansion with electoral data governance, offering policy recommendations to enhance voter data accuracy through integrated administration systems and community engagement.

Keywords: Territorial Expansion, Voter Data, Policy Implementation, Civil Administration, Electoral Governance.

INTRODUCTION

Territorial expansion and administrative reorganization have become significant global trends in decentralization, particularly in developing countries aiming to improve public service delivery, governance efficiency, and regional competitiveness. Administrative restructuring has been examined as a policy response to changing governance and public service needs. However, territorial restructuring may also introduce administrative challenges, particularly when changes in jurisdictional boundaries require corresponding adjustments to population records and electoral administration.

In the Indonesian context, territorial expansion is legally grounded in Law Number 23 of 2014 concerning Regional Government, which emphasizes improving public welfare, accelerating service delivery, and strengthening regional competitiveness. Normatively, this policy is designed as an instrument of decentralization to create more responsive and effective governance. However, in practice, territorial expansion not only produces administrative changes but also affects population data systems, development planning, and electoral governance. One of the most crucial implications lies in the accuracy of voter data, as changes in administrative boundaries require adjustments in population records, including Family Cards (KK) and Electronic Identity Cards (KTP-el).

In Pekanbaru City, territorial expansion has been implemented through Regional Regulation Number 4 of 2016 and Regional Regulation Number 2 of 2020. This policy emerged as a response to rapid population growth and the need to improve public service accessibility. While administratively it has succeeded in bringing services closer to communities, it also introduces challenges in population administration, particularly in updating voter data managed by the General Election Commission (KPU). Changes in administrative boundaries require synchronization between institutions, especially between the Population and Civil Registration Office (Disdukcapil) and the KPU, to ensure the validity of the Permanent Voter List (DPT).

In Pekanbaru City, administrative restructuring was introduced in response to population growth and increasing public service needs. These changes also required adjustments to population records and coordination with the General Elections Commission (KPU) in updating voter data. As Anderson (2006) noted, every public policy has cross-sectoral implications that require institutional coordination. Regional expansion concerns not only administrative aspects but also the political system and population data that form the basis for election administration. Dunn (2018) emphasized the importance of a policy analysis approach that systematically examines the interrelationships between variables to prevent policy-making problems. In the Pekanbaru context, regional expansion has presented challenges to data synchronization between the KPU and the Population and Civil Registration Office (Disdukcapil), particularly in the process of updating voter data.

Previous studies have extensively examined regional expansion, but generally focused on aspects of regional governance and public services. For example, Utami and Achmad (2023), in their study of the expansion of Jebres Village in Surakarta City, found that expansion increased the effectiveness of public services, but did not address its impact on the population system. Similarly, Yuwita (2021), who studied regional expansion in Tuah Madani District, Pekanbaru, found an increase in the quality of public services but did not address the impact on election administration. Meanwhile, Rusdi and Febriansyah (2023) highlighted the KPU's authority to establish regulations for updating voter data, but did not link this to changes in administrative areas. Meanwhile, Weriza, Asrinaldi, and Arif (2020) examined the work culture of data updating officers in regional elections, but focused on the behavior of implementers in the field, rather than structural factors such as regional expansion.

The studies reviewed in this article have primarily examined territorial restructuring, public service delivery, or voter data management as separate research topics. Building on this literature, the present study examines how administrative restructuring intersects with population administration and voter data updating in Pekanbaru City. Its contribution lies in investigating these interconnected administrative processes within a specific local governance context.

Normatively, the basis for compiling voter data is regulated in Law Number 7 of 2017 and General Elections Commission Regulation Number 7 of 2022. Based on these regulations, updating voter data is not only an activity prior to the election, but rather an ongoing process. However, in the context of the newly established regions in Pekanbaru City, this process faces significant challenges due to low public participation in updating population data. In addition to population administration issues, regional expansion also impacts the location of Polling

Stations (TPS). *Based on Law Number 7 of 2017 Article 350 paragraph (1), TPS are established with due regard to the principle of convenience for voters in casting their votes.* However, changes in regional boundaries due to expansion have raised public complaints, especially when TPS are located far from residential areas or are difficult to reach. This has the potential to reduce voter participation rates, especially for vulnerable groups such as the elderly, first-time voters, and informal workers.

Thus, it can be concluded that regional expansion in Pekanbaru City has multidimensional implications. On the one hand, this policy is intended to improve the quality of public services. However, on the other hand, this policy creates new complexities in population administration, voter data updates, and polling station distribution, which can ultimately affect the quality of the voter list and the level of public participation in the election. Therefore, this research is important to examine the evaluation of regional expansion and the challenges of voter data updates in Pekanbaru City.

Based on this thinking, this study uses a conceptual framework based on William N. Dunn's (2018) policy evaluation theory, which assesses the effectiveness of a policy through six main dimensions: effectiveness, efficiency, adequacy, equity, responsiveness, and accuracy. These six dimensions help explain how the regional expansion policy in Pekanbaru City impacts voter data synchronization and coordination between the agencies involved, namely the General Elections Commission (KPU), the Population and Civil Registration Agency (Disdukcapil), and the City Government. Systemically, this conceptual framework illustrates the relationship between regional expansion policies and voter data updates, mediated by structural factors such as institutional coordination, population data availability, and public participation.

This indicates a significant research gap, as the relationship between territorial expansion, population administration systems, and voter data updating remains underexplored, particularly in rapidly growing urban areas. This gap is critical because inaccuracies in population data can directly affect voter registration quality, electoral participation, and ultimately the legitimacy of democratic processes.

Therefore, this study aims to analyze the impact of territorial expansion on population administration, examine the challenges in updating voter data, and evaluate policy implementation using Edward III's policy implementation framework and Dunn's policy evaluation model. By integrating these perspectives, this study offers a novel contribution to public policy and electoral governance literature, particularly in understanding how administrative restructuring affects voter data accuracy and democratic quality at the local level.

METHODS

This study employs a qualitative approach with a descriptive-explanatory design to examine the implementation of territorial expansion policies and the challenges of updating voter data in Pekanbaru City. This approach is considered appropriate for capturing complex administrative dynamics, particularly those related to inter-agency coordination, policy implementation processes, and community participation in population data updating. The descriptive-explanatory design enables the study not only to describe empirical conditions following territorial expansion but also to explain the relationship between policy implementation factors and policy evaluation outcomes.

The research was conducted in Pekanbaru City, with a specific focus on Bukit Raya District as one of the areas most affected by territorial expansion policies. This location was selected due to its high population density and mobility, as well as its strategic role in the synchronization of population administration data and voter data. Based on Population Aggregate Data (DAK) for the first semester of 2024, Bukit Raya District has a population of 108,499 residents, while the Permanent Voter List (DPT) for the 2024 election recorded 76,193 voters. These characteristics make Bukit Raya District a relevant case for examining the

administrative challenges associated with territorial restructuring and voter data updating in Pekanbaru City.

The subjects of this research consist of key stakeholders directly involved in the processes of territorial expansion and voter data updating. Informants were selected using a purposive sampling technique, ensuring that participants possess relevant knowledge and experience related to the research focus. The informants include officials from the Population and Civil Registration Office (Disdukcapil), members of the Regional Government Affairs division (Tapem), representatives from the General Election Commission (KPU), and community members residing in newly expanded administrative areas. This purposive selection was intended to incorporate perspectives from policy implementers and residents affected by administrative restructuring. The range of perspectives obtained should be assessed in relation to the number of informants, their institutional roles, and the depth of the interview data.

Data were collected through in-depth interviews and document analysis. In-depth interviews were conducted to explore policy implementation processes, administrative challenges, inter-agency coordination, and public responses to territorial expansion. Meanwhile, document analysis was carried out on relevant regulatory and policy documents, including Regional Regulations of Pekanbaru City Number 4 of 2016 and Number 2 of 2020, Law Number 7 of 2017 on General Elections, and KPU Regulation Number 7 of 2022 concerning voter data management. The use of multiple data sources aims to ensure data validity through triangulation and to strengthen the credibility of the findings.

Data analysis was conducted using qualitative analysis techniques, which include data reduction, data presentation, and conclusion drawing. The analysis process was guided by Edward III's policy implementation framework, which focuses on four key variables: communication, resources, implementer disposition, and bureaucratic structure, to examine how territorial expansion policies are implemented in practice. In addition, Dunn's policy evaluation model was employed to assess policy outcomes based on six dimensions: effectiveness, efficiency, adequacy, appropriateness, responsiveness, and accuracy. The integration of these two analytical frameworks enables a comprehensive evaluation of both the implementation process and the outcomes of territorial expansion policies, particularly in relation to voter data updating.

RESULTS AND DISCUSSION

Interview findings suggest that territorial restructuring was perceived by participants as improving access to population administration services. Residents described administrative services as more accessible following the restructuring. However, the study does not present comparative service performance data that would establish the magnitude of these improvements. Residents in the newly expanded areas, particularly in Bukit Raya District, have found it easier to process population documents such as Family Cards, Birth Certificates, and Electronic ID Cards (KTP-el). The presence of new service offices in the newly expanded districts has accelerated the service process and expanded the reach of public administration. The Pekanbaru City Population and Civil Registration Office (Disdukcapil) explained that the process of updating population data after the expansion requires cross-system coordination because it must be adjusted to the national database. The process of synchronizing Population Identification Numbers (NIK) and changing addresses takes time due to adjustments to old and new area codes. To expedite this process, Disdukcapil developed an innovative mobile service through the AMAN Mobile (Population Administration Serving the Community). These mobile vehicles operate regularly in sub-districts and villages, providing services such as e-KTP (electronic ID card) registration, Family Card (Kartu Keluarga) printing, and address updates for residents in newly established areas. According to the Population and Civil Registration Office (Disdukcapil), the Mobile AMAN program is an effective solution for accelerating population data adjustments in new areas, making it easier for residents to update documents

without having to visit the office. According to the information provided by Disdukcapil, the Mobile AMAN service facilitates updates to population documents in communities affected by administrative restructuring. These services may support voter data management by improving access to population administration. However, the extent to which the program has improved voter data accuracy or reduced processing times requires additional documentary or administrative evidence.

Interviews with the Pekanbaru City Regional Expansion Policy Formulation Team revealed that in the initial stages of formulating the regional expansion policy, the government estimated that the population document adjustment process would be completed within five years. However, the dynamics of national policy regarding the implementation of lifetime electronic ID cards (e-KTP) changed this scheme. This policy shifted the document renewal process from a periodic model to one based on specific data updates, such as changes in address or residency status. Consequently, local governments need to adjust their implementation strategies to remain aligned with national policy and ensure synchronization between population and voter data.

Interviews with the Pekanbaru City Election Commission (KPU) revealed that the primary principle of voter data compilation is the de-jure principle, based on valid population documents registered in the national system. This means that a person can only be included in the Permanent Voter List (DPT) if they possess valid population documents in their domicile. This principle requires consistency and accuracy of data between the population and voter systems. Therefore, regional expansion that changes administrative boundaries and area codes requires technical adjustments to avoid discrepancies between population data and the DPT. The KPU also emphasized that the voter data update process is carried out through factual verification and remapping based on the Village (Kelurahan) according to the latest population data. Routine coordination between the KPU, the Population and Civil Registration Agency (Disdukcapil), and the Pekanbaru city government continues to minimize the potential for duplicate data and loss of voting rights. Although this process is complex, the KPU assesses that synergy between agencies is increasing with the implementation of administrative digitization and NIK-based data validation.

One of the main challenges in updating voter data in newly created regions is the lack of updated population registration documents. Several factors contributing to this include:

1. There's a lack of public understanding regarding regional expansion and its implications for population administration. Some residents only learned about the boundary changes after data collection by village officials, so they haven't yet adjusted their documents.
2. Concerns about other administrative consequences, such as impacts on taxes, bank accounts, and other official documents linked to addresses or identities, have made some residents reluctant to update their population data independently.
3. Synchronizing data between agencies is complex. Changes in area codes and administrative boundaries after the expansion require coordination between the Population and Civil Registration Office (Disdukcapil) and the General Elections Commission (KPU) to ensure the accuracy of NIK and voter data. Delays in updating citizen documents can delay the DPT (Voter List) update process.
4. Unequal public participation. While service innovations like the AMAN Car have been helpful, some residents still don't utilize these services due to limited information or time constraints.

Due to the combination of these factors, the process of updating voter data in newly created regions has become more complex. This emphasizes that the success of regional expansion policies is determined not only by bureaucratic design and implementation, but also by public awareness and active participation in updating population documents. This challenge

needs to be addressed through intensive outreach, easily accessible administrative services, and more integrated cross-agency coordination to ensure voter data remains accurate and reliable.

Interviews with residents in the newly established areas indicate that residents generally feel the direct benefits of the regional expansion policy, particularly in improved public services and easier administrative access. Residents noted that service offices are now closer and that document processing times are shorter than before the expansion. However, some residents admitted they have not yet made any document changes due to concerns about the impact on taxes, bank accounts, or other official documents related to identity. This situation underscores the need for broader outreach and more user-friendly services to encourage active community participation.

Overall, the results of this study indicate that the regional expansion policy in Pekanbaru City has had a positive impact on improving public services and improving population administration. However, challenges remain, including data synchronization between agencies, low public participation in updating population documents, and limited understanding of the implications of the expansion policy. Therefore, strengthening institutional coordination, increasing human resource capacity, and intensifying public outreach are key factors in supporting the accuracy and sustainability of voter data in the future.

Territorial Expansion and Improvement of Public Services

The findings show that territorial expansion in Pekanbaru City has significantly improved access to public services, particularly in population administration. Residents in newly expanded areas such as Bukit Raya District reported that services have become closer, faster, and more accessible. The establishment of new administrative service points has reduced travel distance and processing time for documents such as Family Cards, Birth Certificates, and Electronic Identity Cards (KTP-el).

These findings indicate that territorial expansion functions as an effective administrative strategy to enhance service accessibility. From a policy perspective, this reflects the achievement of effectiveness in public service delivery, as administrative restructuring successfully reduces spatial barriers and improves government responsiveness. This is consistent with decentralization theory, where proximity of services is a key determinant of service quality.

Administrative Innovation and Data Integration (Mobile AMAN)

The study finds that the Population and Civil Registration Office (Disdukcapil) introduced the Mobile AMAN service as an innovative solution to accelerate population data updating following territorial expansion. This service operates directly in communities, providing document processing and real-time synchronization with the national database. Empirically, this innovation reduces administrative delays and improves service efficiency by minimizing the need for residents to visit central offices.

From Dunn's evaluation perspective, this reflects efficiency and responsiveness, as limited resources are optimized through mobile services. At the same time, this innovation illustrates the importance of adaptive governance, where policy implementation is supported by flexible service delivery mechanisms rather than relying solely on formal institutional structures.

Challenges in Voter Data Updating and Institutional Synchronization

Despite improvements in administrative services, the findings reveal persistent challenges in updating voter data. A significant number of residents have not updated their population documents following territorial expansion, which affects the accuracy of the Permanent Voter List (DPT). The General Election Commission (KPU) emphasized that voter registration is based on the *de jure* principle, requiring valid and updated population data.

In addition, the process of synchronizing data between Disdukcapil and KPU is complex, involving adjustments to administrative codes, address changes, and integration with national databases. Delays in updating population documents contribute to discrepancies in voter data. This finding highlights a structural challenge in data governance, where administrative changes are not automatically followed by data system integration. From a policy evaluation perspective, this indicates limitations in accuracy, as inconsistencies in data directly affect electoral quality.

Public Awareness and Participation in Administrative Updating

The study finds that public participation in updating population documents remains uneven. While residents generally perceive territorial expansion positively due to improved services, some have not updated their documents due to limited understanding and concerns about administrative consequences such as taxation and banking records.

This indicates that improved service accessibility does not automatically lead to higher participation. The gap between service provision and community response reflects a limitation in policy communication. From Edward III's framework, this condition shows that communication is a critical factor in policy implementation. Without effective dissemination of information, policy objectives cannot be fully achieved, even when resources and institutional structures are adequate.

Policy Implementation Analysis Based on Edward III

Based on the findings, the implementation of territorial expansion policies in Pekanbaru can be analyzed through four key variables proposed by Edward III. First, communication remains a challenge, as some residents do not fully understand the implications of territorial expansion for population administration. This indicates that policy socialization has not been fully effective. Second, regarding resources, the introduction of Mobile AMAN indicates that the local government has developed an additional mechanism for delivering population administration services. However, the adequacy of implementation resources cannot be established without examining staffing, funding, technical infrastructure, and service coverage. Third, the disposition of implementers is relatively strong, as government institutions demonstrate commitment through coordination, verification processes, and service adjustments aligned with national policies. Fourth, the bureaucratic structure shows an organized coordination mechanism between institutions, particularly between Disdukcapil, KPU, and local government. However, structural complexity still poses challenges in ensuring data synchronization. Overall, these findings suggest that while implementation factors are generally supportive, communication and coordination remain critical areas for improvement.

Policy Evaluation Based on Dunn's Model

Using Dunn's policy evaluation framework, the findings suggest perceived improvements in service accessibility following territorial restructuring. Mobile AMAN represents an additional service delivery mechanism that may improve accessibility. However, the available evidence is insufficient to establish improvements in efficiency because the study does not present comparative information on service costs, resource utilization, or administrative performance. Adequacy is generally achieved, as administrative services meet community needs, although participation gaps remain. Appropriateness is reflected in the alignment of territorial expansion with broader policy goals of improving governance and service delivery. Responsiveness is demonstrated through innovations such as Mobile AMAN and inter-agency coordination. However, limited public participation indicates that responsiveness needs to be strengthened through more inclusive communication strategies. Accuracy remains the main challenge, particularly in ensuring consistency between population data and voter data. Delays in document updates and institutional synchronization issues affect the reliability of voter data.

Thus, while territorial expansion performs well in administrative dimensions, its success in electoral data governance depends on improving data integration and public participation.

The findings identify several key challenges, including limited public understanding of territorial expansion, low participation in updating population documents, and the complexity of cross-agency data synchronization. At the same time, the study highlights important opportunities, such as the use of mobile service innovations, increasing digitalization of administrative systems, and strengthening inter-agency coordination. These findings suggest that the success of territorial expansion policies depends not only on administrative restructuring but also on the ability of institutions to engage communities and integrate data systems effectively.

CONCLUSION

This study aimed to examine the impact of territorial expansion on population administration and voter data updating, as well as to evaluate policy implementation in Pekanbaru City. The findings demonstrate that territorial expansion has improved the accessibility and efficiency of public services, particularly in population administration, through institutional restructuring and service innovations such as mobile-based administration services.

However, the study also reveals that improvements in administrative services are not automatically followed by improvements in voter data accuracy. The main challenges lie in limited public participation in updating population documents, varying levels of public awareness, and the complexity of inter-agency data synchronization. These findings indicate that administrative restructuring alone is insufficient to ensure effective electoral data governance without strong community engagement and integrated data systems.

The findings illustrate the relevance of communication, resources, implementer disposition, and bureaucratic structure in examining the implementation of territorial restructuring. Dunn's evaluation framework also provides a basis for identifying perceived improvements in service accessibility and continuing challenges in administrative coordination and voter data updating. Nevertheless, a comprehensive assessment of policy effectiveness, efficiency, and voter data accuracy requires additional empirical evidence.

The novelty of this study lies in its contribution to linking territorial expansion with voter data governance, an area that has received limited attention in previous research. By integrating perspectives of public administration and electoral governance, this study provides a more comprehensive understanding of how administrative policies affect democratic processes at the local level.

Therefore, this study recommends strengthening public communication strategies, enhancing integrated and digital population data systems, and improving coordination among institutions to ensure the accuracy and sustainability of voter data. Continuous monitoring and evaluation are also essential to support adaptive policy implementation in the context of dynamic urban governance.

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