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DETERMINANT FACTORS OF POPULATION SERVICES POLICY AT THE BORDER OF INDONESIA

Johnny Hanny Posumah*

*Universitas Sam Ratulangi
Manado, North Sulawesi, Indonesia
ORCID ID 0000-0002-6950-2231*

Jericho Danga Pombengi

*Universitas Sam Ratulangi
Manado, North Sulawesi, Indonesia
ORCID ID 0000-0001-9553-4037*

*Corresponding author email: posumjohnny@gmail.com

Abstract. This study is aimed at identifying several problems while analyzing the determinants of population service policies in Lirung sub-district, Talaud archipelago district, North Sulawesi province, Indonesia. This study uses qualitative research methods, the data collection methods used in this study are as follows: interviews with employees and the people served, field observations, literature studies. Population services policy is optimal because it gets political support from the central government and local governments. Local governments often communicate to the public about population service policies. Resources for the implementation of policies and programs, policies and policy formats, and there need to be a real improvement, these factors have not been able to optimize service policies. This work has never been achieved and is the result of our research so that it can guarantee its authenticity.

Keywords: determinant factors, population service policy

JEL Classification: D78, I28, L88

INTRODUCTION

The Minister of Home Affairs Regulation (Permendagri number 120 of 2017 article 11) states that the establishment of the Technical Implementation Unit (UPT) of the Population and Civil Registration Service (Disdukcapil) is prioritized in remote sub-districts, which are difficult to reach by public transportation and have very limited access to services. Article 12, Permendagri number 120 of 2017 stipulates the availability of the following resources: employees, financing, facilities, and infrastructure. It also states the availability of positions in accordance with the duties and UPT Disdukcapil district. The number of employees in the Disdukcapil of Talaud Islands Regency is 20 people: 9 men and 11 women. (source: Agency for Development of Personnel and Human Resources of Talaud Islands Regency, Talaud Islands Regency in 2019 figures).

Observations show that the facilities and infrastructure such as the UPT Disdukcapil in Lirung District are not optimal as well as the budget for implementing policies and programs, the standard operating procedure is not yet visible so that it has an impact on the weakness of population administration services, activities such as family card services, ID cards, etc. that involve public services. So the people of the Lirung sub-district requiring population administration services must

move to the island of Karakelang, precisely in Melonguane which is the capital of the Talaud archipelago district to address the Population and Civil Registry Office at a considerable distance of 20 minutes from Lirung sub-district by speedboat transportation.



Figure 1. Unfavorable natural conditions for travel.



Figure 2. Map of the Talaud archipelago district

The big question arises why the population service policy in Lirung District is not implemented optimally. The population service policies in Lirung District are determined by the political support of the central government and local government Shabbir and Rondenelli (2007), community involvement, and the socialization to the community to provide population services in Lirung districts.

LITERATURE REVIEW

Junaidi (2015) said that the implementation of e-government in population administration services has been carried out by the Department of Population and Civil Registration of Serdang Regency since 2007 by utilizing ICT such as SIAK and eKTP in service. The benefits are increased efficiency, effectiveness, transparency, accountability, participation, security, and accuracy of population data. The supporting factors are leadership commitment, budget, policy, while human resources, infrastructure, and public awareness are inhibiting factors for e-government implementation.

Tezera (2019) factors for effective policy implementation, such as policy design, stakeholders and their involvement, institutional, policy, and community context, and implementation strategy. Most individuals identified the main factors as the programs implemented, the individual involvement, the officials, educators and students involvement, and the organizations in which they operate.

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Onomisi, Timothy and Ku Samsu, Ku Hasnita and Ismail, Mohd Mahadee and Wan Mohd Nor, Murni (2019) said that policy implementation can be ensured through committed leadership, orientation, and training. As a result it provides a valuable strategy that will ensure the implementation of the Federal Character Policy in the employment distribution of Nigerian civil servants and most importantly provides useful insights for policies facing implementation setbacks.

Mthethwa (2012) states that the policy is influenced by the content of the policy, the nature of the policy process, the actors involved in the formulation and implementation process. In order for the implementation process to be better, policy implementers must pay attention to several factors related to policy implementation. This article concludes by stating that supportive policy environment can be considered as one of the foundations for better and effective policy implementation.

Resident Service

Dwiyanto, et al, (2002) revealed that the performance of public services is influenced by the following factors:

- a. Discretionary authority, namely the steps taken by the organizer to resolve a certain case that has not been regulated in a standard regulation.
- b. Change orientation, the extent to which employees accept change.
- c. Culture of paternalism, a system that places the leader as the most dominant party.
- d. Service ethics, seen from whether an employee in providing services to the community feels committed to respecting the rights of consumers to obtain services transparently, efficiently, and with guaranteed service certainty.
- e. Incentive system, in the form of financial and non-material rewards for employees who excel to achieve the desired work results. Meanwhile, employees whose performance is not good are given disincentives such as warnings, delays / demotions, or dismissals.
- f. The spirit of cooperation is conceptualized as team cohesiveness.

Policy Implementation

According to Edward III (1980), that policy implementation is influenced by four variables, namely:

- a. Communication, namely the success of policy implementation requires the implementer to know what to do, where the goals and objectives of the policy must be transmitted to the target group so that it will reduce the distortion of implementation.
- b. Resources; although the contents of the policy have been communicated clearly and consistently if the implementer lacks the resources to implement it, the implementation will not run effectively. These resources can be in the form of human resources, such as implementer competence, and financial resources.
- c. Disposition; the character and characteristics possessed by the implementer, such as commitment, honesty, democratic nature. If the implementer has a good disposition, then the implementer can carry out the policy well as desired by the policymaker. When the implementer has a different attitude or perspective from the policymaker, the policy implementation process will also be ineffective.
- d. Bureaucratic Structure; organizational structure has a significant influence on policy implementation. The aspects of the organizational structure are Standard Operating Procedure (SOP) and fragmentation. Organizational structures that are too long will tend to weaken supervision and lead to red tape, namely complicated and complex bureaucratic procedures, which make organizational activities inflexible.

Shabbir and Rondinelli (2007) specifically related to the implementation of decentralization policies for developing countries. They stated that the implementation of decentralization policies was influenced by four interrelated variables, namely:

1. Environmental Condition means:
 - a. type of political system;
 - b. policy Financing Structure;
 - c. characteristics of local political structures;
 - d. resource constraints;
 - e. socio-cultural;
 - f. degree of involvement of program recipients;
 - g. availability of sufficient physical infrastructure.
2. Inter-Organizational Relations.
3. Resources for Policy and Program Implementation.
4. Characteristics and Capabilities of Implementing Agencies. According to Goggin et al. (1990) policy is assumed to be a “message” from the federal (central) government to local governments. The success of the implementation of the message is strongly influenced by three main things:
 - a. The content of the policy message, including resources, policy benefits, and public involvement.
 - b. Policy format (the form of the policy message), consisting of policy clarity (policy clarity), policy consistency (policy consistency), frequency, and acceptance of policy content (a receipt of message).
 - c. The reputation of the actor (the reputation of the communicators), which consists of the legitimacy and credibility of local government actors.

Determinant Factors in Population Service Policy

1. Environmental conditions, which include: type of political system, the structure of policy financing, characteristics of local political structures, resource constraints, socio-cultural, degree of involvement of program recipients, availability of adequate physical infrastructure. Quality policies will not succeed when implemented in situations and environmental conditions that are not conducive to the efforts of policy objectives.
2. Resources for Policy and Program Implementation, namely: control over resources, the balance between a budget distribution and activity programs, accuracy of budget allocation (a policy / program will not be able to achieve goals or targets without adequate budget support), sufficient income for expenditures, support for central political leaders, support for local political leaders.
3. Contents of the Policy, including resources, benefits of the policy, and public involvement in terms of the characteristics and support of the target group (whether the target group is an individual or a group). The characteristics of the target group will greatly affect the target group's support for the implementation process.
4. Policy Format, consisting of policy clarity, policy consistency, frequency, and acceptance of policy content.
5. Communication, the Implementer must transmit to the public about the goals and objectives of the policy so that it will reduce implementation deviations.
6. Bureaucratic Structure, an organizational structure that is too hierarchical will certainly hinder the implementation process.

PAPER OBJECTIVE

The purpose of the study was to analyze the determinants of population service policies in Lirung sub-district, Talaud archipelago district, North Sulawesi province, Indonesia in the context of implementing the regulation of the minister of home affairs #120 of 2017.

METHODOLOGY

This research uses qualitative research methods, namely contextual research involving humans as instruments and adapted to conditions to be able to collect data which are generally qualitative in nature. Creswell (2002) stated that the focus of this research is the determinants of population service policies in Lirung District, Talaud Islands Regency. There are 2 types of primary data and secondary data. The main informants of this research are all population policy implementers. The data collection techniques used in this study were as follows: i) Interview (in-depth interview), ii) Observation, iii) Literature study, iv) Focus Group Discussion. Data analysis techniques are: data reduction, data presentation, data condensation, data verification

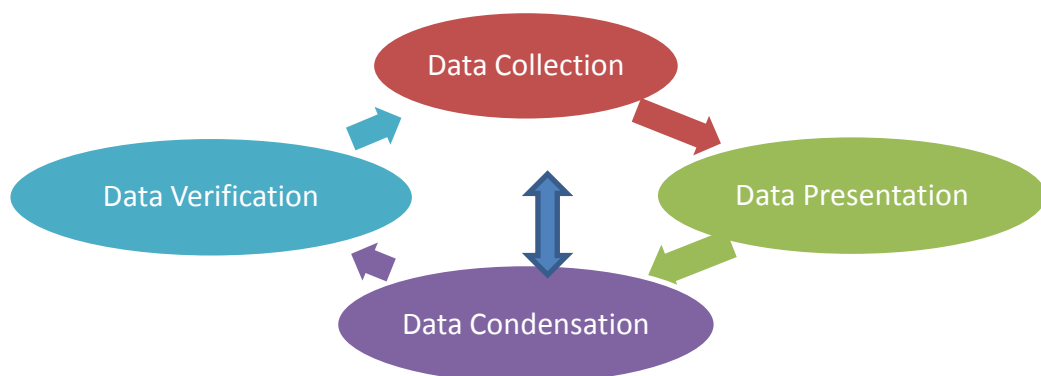


Figure 3. Interactive model data analysis (Miles & Huberman, 2014)

RESULTS AND DISCUSSION

The Talaud Islands Regency is one of the administrative areas in North Sulawesi Province with the characteristics of an Archipelagic, Border, Disadvantaged/Isolated District, and a Disaster-Prone Area with the capital city Melonguane. It is a marine area with a sea area of about 37,800 Km² (96.79%) and a land area of 1,251.02 km² (3.21%), A total area of 39,051.02 Km².

Salibabu Island includes Lirung District, Salibabu District, Kalongan District, Mongore District. Lirung sub-district consists of 4 villages, among others: Talalong Village, Sereh Village, Sereh Satu Village, Musi Village. And 3 (three) Villages, namely: Lirung Satu Village, Lirung Village, Lirung Matane Village. The distance between Lirung sub-district and Melonguane (district capital) is 18.148 km using speedboat sea transportation.



Figure 4. Distance between Lirung and Melonguane sub-districts (Capital of the Talaud archipelago district)

Determinant Factors of Population Service Policy in Lirung District, Talaud Islands Regency

The determining factors in population service policies in Lirung sub-district are factors or phenomena that can make a positive contribution to implementing population service policies, including: environmental conditions, resources for policy and program implementation, policy content, policy formats, communication, bureaucratic structure. However, not all of the above factors can determine population service policies.

1. Environmental Condition

Quality policies will not succeed when implemented in situations and environmental conditions that are not conducive to the efforts of policy objectives. Cheema & Rondinelli (2007). Support from the central government to help accelerate the development of the outermost islands is very large, so that environmental conditions are a determining factor for population service policies in Lirung sub-district. However, it is very unfortunate that the Talaud local government has not yet made a local regulation on the population administration of the Talaud Islands Regency. The structure of policy financing has not been arranged in the APBD of the Talaud Islands Regency, there is no political will from the regional government to respond to the policies of the central government. The pattern of social relations formed between one community and another consisting of a group of indigenous peoples is always created in every activity of the Lirung sub-district community. The existence of the availability of resources in the form of physical UPTD offices in Lirung sub-district is available but has not seen the presence of human resources and service activities in it.

The degree of community involvement in population service policies has begun to be optimal because of community involvement in helping local governments to jointly implement population service policies consistently. Community involvement in population service policies is very high because they need services that are closer, faster, and uncomplicated. Supporting physical infrastructure such as internet facilities in the form of Palapa Rings through the BAKTI service from the Ministry of Communication and Information of the Republic of Indonesia has been installed in the Talaud archipelago district.

Based on field observations, indicators of environmental conditions in the implementation of population service policies are optimal, seen from the very intense political support of the central and regional governments as well as the enthusiastic participation of the community to get fast and appropriate services.

Tezera (2019) says that the factors for effective policy implementation are policy design, stakeholders and their involvement, institutional, policy, and societal context, and implementation strategies. Population service policies indicate that environmental conditions are a determining factor for population service policies. This means that there are similarities with the research mentioned above.

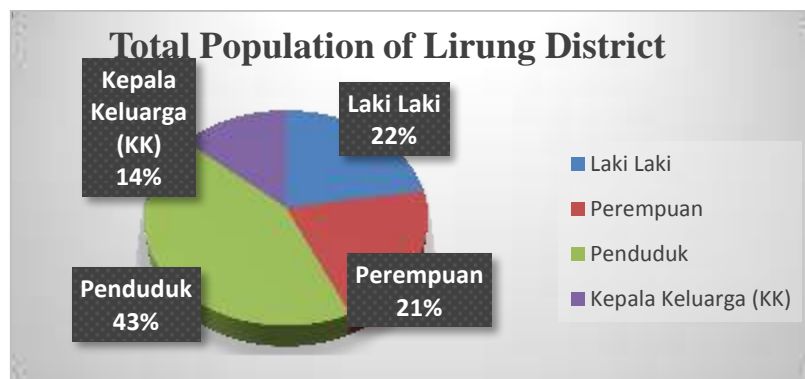


Figure 5. Total population of Lirung sub-district Data Source: Disdukcapil Talaud 2020

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2. Resources for Policy and Program Implementation

Goggin et al.'s (1990) policy is assumed to be a "message" from the central government to local governments. Permendagri nomor 120 of 2017 stipulates that it should have been implemented in the Lirung sub-district government. Christiani (2021) competent and qualified resources will facilitate the implementation of the Destaba program and the achievement of its goals. The results of the study indicate that the resources for the implementation of population service policies and programs define that the accuracy of budget allocations from local governments has not been optimal in allocating the population service policy budget in Lirung sub-district. Likewise, the balance between budget distribution and program activities related to population service policies in Lirung sub-district has not been maximized. The support of local political leaders has been observed, however, the actions to execute or decide on the budget for internet-based population services have not been optimal.

The control over resources is still lacking, the balance between budget distribution and activity programs is not maximized, the accuracy of budget allocation for the implementation of population service policies is not optimal while the support of the central political leaders is very intense to build the outermost islands bordering other countries along with the support of political leaders local government of the Talaud Islands Regency. In theory, Cheema & Rondinelli's (2007) policy perspective on resource indicators for the implementation of policies and programs has not been able to answer the existing problems. If the local government has goodwill to allocate the population service policy budget, all the needs and needs of the Lirung District Disdukcapil UPT will definitely be optimal, so that services to the community regarding population administration will improve. Christiani (2021) competent and qualified resources will facilitate the program management to achieve its goals.

3. Content Policy

From a resource perspective, the office of the Technical Implementation Unit of the Population and Civil Registration Office of the Lirung sub-district has not been able to properly implement the policy. However, community involvement in supporting population service policies is optimal. The benefits of the policy for the people of the Lirung sub-district have a very good impact and make it easier for them get access to population administration files or documents. Resources, benefits of policies, and public involvement are considered from the characteristics and support of the target group. The characteristics of the target group will greatly affect the target group's support for the implementation process. According to Goggin et al (1990) the community participation is optimal, but the availability of the sub-district UPTD office is not maximized.

Content Policy according to Goggin et al. (1990) includes resources, policy benefits, and public involvement with the reference to the characteristics and support of the target group. The characteristics of the target group will greatly affect the target group's support for the implementation process. If the resources have been adequately provided in the form of computer facilities and internet networks, as well as the sub-district Disdukcapil UPT office, and the benefits of the policy are fully comprehended, the policy factor will be fulfilled because community involvement has been optimal as it can be observed from their enthusiasm for accepting the policy. Policy indicators that include resources, policy benefits, and community involvement have not been able to determine population service policies in Lirung sub-district.

4. Policy Format

The clarity of the policies implemented to the community is not optimal, resulting in many local residents who are not aware how the policies can meet the wishes and needs of the community, because the local government does not socialize the implementation program for managing population administration documents that already exists in the sub-district government.

The consistency of population service policies has not been optimal or in other words, the local government's response is still slow.

The local government has not optimally announced the population service policy in the Lirung District community, so the community is so enthusiastic about waiting for population services in the sub-district. Of course, the benefits that will result from the implementation of population service policies will reduce the cost consequences, because the community does not spend too much time and energy, and money. The position of policymakers has not been optimal, indicating that there are no local regulations on population administration, so that program implementers have been prepared with existing resources.

Goggin et al. (1990) policy clarity, consistency, frequency, and acceptance of policy content have not been optimal in the implementation of population service policies in Lirung sub-district. Because policy consistency often encounters many obstacles and policy content, which is not optimal, if the local government has policy clarity in this case disseminating policies to the public.

5. Communication

The government informs about the goals and objectives of the population service policy through the village head and Lurah at every meeting. We always convey to the people who will require population administration to immediately go to the Village office and collect the files to be brought to the Talaud Disdukcapil office. Such step of communicating the population service policy to the community has been carried out because this is a routine task and the community needs it. Although Rai (2020) states that there are often failures in communication. Edward III (1990) the local government has informed the public about the aims and objectives of the population service policy so that it will reduce implementation deviations. This means that the government has campaigned for the purpose of the population service policy to the people of the Lirung sub-district. It turns out that Edward III's policy theory is still relevant to the existing phenomena in the field so that the communication indicator is one of the determining factors in the implementation of population service policies in the Lirung sub-district.

6. Bureaucratic Structure

The Standard Operating Procedure (SOP) does not yet exist at the sub-district level, so it tells of many problems in providing population services. Fragmentation or distribution of responsibilities within one scope is not evenly distributed. The local government uses the 'pick up the ball' method from the community and afterwards it is accommodated in the Kades or Kelurahan office and waits for a good day to be brought to the Talaud Islands Regency Population and Civil Registration Office.

An organizational structure that is too hierarchical will certainly hinder the implementation process. According to Edward III (1990), the aspects of organizational structure are Standard Operating Procedure (SOP) and fragmentation. The organizational structures that are too long will tend to weaken supervision and lead to red tape, namely complicated and complex bureaucratic procedures, which make organizational activities inflexible. The indicators of the bureaucratic structure are not optimal in implementing population service policies in the Lirung sub-district because the SOPs and distribution in the sub-districts are not evenly distributed.

CONCLUSION

The determinants of population service policies in the Lirung sub-district are still dominated or determined by environmental conditions through political support from the central government, the assistance of supporting facilities, namely the internet and political support from the local government. The factor of community involvement in supporting population service policies has been optimal so that the community's desire to obtain population services can be fulfilled in the sub-

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district. The factor of two-way communication with the community by disseminating or transmitting population service policies is held in the Lirung sub-district.

Meanwhile, resource factors in implementing policies and programs, policy content, policy formats, and bureaucratic structures in providing population services are not optimal, as standard operating procedures not yet available in the office, consistency in implementing population service policies has not been reached yet.

Practically it is hoped that the results of this study can contribute to the Regional Government of North Sulawesi Province and the Indonesian and global governments to better understand the meaning and purpose of the determinants of population service policies in the Lirung sub-district, the outermost island. This research is expected to be useful for improving the quality of human life, the benefits can be felt in the short term or the benefits will be felt in the long term.

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**ВИЗНАЧАЛЬНІ ФАКТОРИ ПОЛІТИКИ ОБСЛУГОВУВАННЯ НАСЕЛЕННЯ
НА КОРДОНІ ІНДОНЕЗІЇ**

Johnny Hanny Posumah
Universitas Sam Ratulangi
Manado, North Sulawesi, Indonesia

Jericho Danga Pombengi
Universitas Sam Ratulangi
Manado, North Sulawesi, Indonesia

Дослідження спрямоване на виявлення кількох проблем під час аналізу детермінант політики обслуговування населення в підрайоні Лірунг, район архіпелагу Талауд, провінція Північний Сулавесі, Індонезія. У цьому дослідженні використовуються якісні методи дослідження, методами збору даних, які використовуються в цьому дослідженні, є такі: інтерв'ю з працівниками та людьми, які обслуговуються, польові спостереження, дослідження літератури. Політика обслуговування населення є оптимальною, оскільки отримує політичну підтримку з боку центрального уряду та місцевих органів влади. Органи місцевого самоврядування часто інформують громадськість про політику обслуговування населення. Ресурси для реалізації політики і програм, політики і формати політики, а також необхідно реальне поліпшення, ці фактори не змогли оптимізувати політику обслуговування.

Результати цього дослідження можуть допомогти регіональному уряду провінції Північний Сулавесі, а також урядам Індонезії та всього світу краще зрозуміти значення та мету детермінант політики обслуговування населення в підрайоні Лірунг, найвіддаленішому острові.

Ключові слова: визначальні фактори, політика обслуговування населення.

**ОПРЕДЕЛЯЮЩИЕ ФАКТОРЫ ПОЛИТИКИ ОБСЛУЖИВАНИЯ НАСЕЛЕНИЯ
НА ГРАНИЦЕ ИНДОНЕЗИИ**

Johnny Hanny Posumah
Universitas Sam Ratulangi
Manado, North Sulawesi, Indonesia

Jericho Danga Pombengi
Universitas Sam Ratulangi
Manado, North Sulawesi, Indonesia

Исследование направлено на выявление нескольких проблем при анализе определяющих факторов политики обслуживания населения в подрайоне Лирунг, округ архипелага Талауд, провинция Северный Сулавеси, Индонезия. В этом исследовании используются качественные методы исследования, методы сбора данных, используемые в этом исследовании, следующие: интервью с сотрудниками и обслуживаемыми людьми, полевые наблюдения, литературные исследования. Политика в области народонаселения является оптимальной, поскольку получает политическую поддержку со стороны центрального правительства и местных органов власти. Органы местного самоуправления часто сообщают общественности о политике обслуживания населения. Ресурсы для реализации политик и программ, политик и форматов политик, и должно быть реальное улучшение, эти факторы не смогли оптимизировать политику обслуживания.

Результаты этого исследования могут помочь региональному правительству провинции Северный Сулавеси, а также правительствам Индонезии и всего мира лучше понять значение и цель детерминант политики обслуживания населения в подрайоне Лирунг, самом удаленном острове.

Ключевые слова: детерминантные факторы, политика обслуживания населения.