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Proactive Civil Registration Services: Evaluating the "Jemput Bola" Innovation in Improving Population Administration Access in Animha District, Merauke Regency, Indonesia

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Abstract

Access to population administration services remains a persistent challenge in Indonesia's frontier, outermost, and disadvantaged (3T) regions, where geographic isolation and limited infrastructure restrict citizens' ability to obtain identity documents that underpin their administrative and civil rights. This study examines the implementation of the "jemput bola" (proactive outreach) innovation carried out by the Civil Registration and Population Administration Office of Merauke Regency in Animha District, South Papua Province, a remote area inhabited predominantly by the indigenous Malind community. Using a qualitative case-study design, data were collected through in-depth interviews, field observation, and documentation involving government officials, district and village administrators, and community members selected through criterion sampling, complemented by a structured questionnaire administered to 50 respondents across five villages to describe the program's reach and perceived outcomes. The findings show that 84% of respondents were aware of the program, while 64% had not possessed complete population documents prior to its implementation. Following the intervention, 76% reported improved understanding of their administrative rights, 88% experienced easier access to services, and 92% considered the program helpful or very helpful. Interpreted through Edward III's policy implementation framework and the public service accessibility perspective, the study finds that the innovation has substantially reduced geographic and economic barriers to service delivery, functioning as a citizen-centered model that narrows administrative exclusion. However, uneven information dissemination, limited personnel and operational time, and residents' incomplete supporting documents continue to constrain its full effectiveness. The study contributes empirical evidence on how mobile, community-based service delivery can advance inclusive governance in geographically isolated regions and offers practical implications for strengthening communication strategies, human resource capacity, and inter-agency coordination in similar contexts.

Keywords: policy implementation; public service innovation; jemput bola; population administration; service accessibility; civil registration; 3T region.

1. Introduction

Public service delivery constitutes one of the principal functions through which the state demonstrates its presence in fulfilling citizens' basic rights and needs. Sinambela (2011) defines public service as the range of activities undertaken by state administrators to meet societal needs in accordance with statutory provisions, while Dwiyanto (2018) situates administrative service, alongside goods and service delivery, as a core component of public administration. The quality of public service is widely regarded as a critical indicator of the success of bureaucratic reform, given its direct bearing on the level of public trust that citizens place in government institutions (Pasolong, 2013; Sinambela, 2011). An effective public service system must therefore be oriented toward accessibility, accountability, and fairness for all citizens, including those residing in geographically remote areas that have historically been underserved by centralized bureaucratic structures.

Among the various forms of public service, administrative service occupies a distinctive position because its output takes the form of a legally binding administrative decision rather than a physical good or an intangible service experience (Dwiyanto, 2008; Hardiyansyah, 2018). Administrative service functions as the gateway through which citizens gain access to other public services, including education, healthcare, and social protection programs, precisely because it establishes the documented legal identity upon which eligibility for these services typically depends. Population administration, in particular, generates identity documents such as the identity card (Kartu Tanda Penduduk, KTP), the family card (Kartu Keluarga, KK), and the birth certificate, which are not merely bureaucratic artifacts but constitute the foundational proof of legal existence upon which the state's recognition of an individual's civil status rests. Indonesia's Law No. 24 of 2013 on Population Administration affirms that every resident is entitled to legitimate population documents and to administrative services that are convenient, prompt, and non-discriminatory.

In practice, however, the equitable distribution of population administration services continues to encounter substantial obstacles, particularly in Indonesia's frontier, outermost, and disadvantaged (3T) regions. National-level data compiled by the Directorate General of Population and Civil Registration under the Ministry of Home Affairs point to recurring problems, including delays in document issuance, restricted access for communities in geographically difficult terrain, and uneven utilization of information-technology-based administration systems. Complementary evidence from the Central Statistics Agency indicates that a segment of the population, particularly in remote areas, economically disadvantaged groups, indigenous communities, and residents of 3T regions, still lacks basic identity documents such as birth certificates or electronic identity cards. The resulting documentation gap carries consequences well beyond bureaucratic inconvenience: it constrains access to education, healthcare, social assistance, and other rights that require verified legal identity as a precondition.

Merauke Regency in South Papua Province exemplifies these structural challenges. Prior studies conducted in the regency have documented limitations in physical facilities, unmet expectations regarding the reliability and timeliness of service completion, and constraints stemming from an inadequate number of trained personnel and low community awareness of administrative

requirements (Difinubun, 2022; Irawan et al., 2021; Maskikit, 2022; Wibowo et al., 2022). Animha District, one of Merauke's constituent districts, illustrates these difficulties in an especially acute form. The district's terrain is dominated by low-lying wetlands, savanna, tropical forest, and extensive river networks, conditions that render many overland routes impassable during the rainy season and that confine much of the population's mobility to river transport. Villages are dispersed across considerable distances, and residents, most of whom belong to the indigenous Malind community and rely on subsistence agriculture, sago processing, fishing, and hunting, often lack the financial means and time required to travel to the regency capital to process identity documents. Under these conditions, a substantial share of the population has historically remained without complete population documents, a condition that curtails their capacity to exercise administrative and political rights, including the right to vote in general elections.

In response to these persistent barriers, the Civil Registration and Population Administration Office (Dinas Kependudukan dan Pencatatan Sipil, or Disdukcapil) of Merauke Regency introduced the "jemput bola" innovation, literally translated as "picking up the ball," a proactive, mobile service delivery model in which officials travel directly to villages to record biometric and demographic data and issue identity documents on-site, rather than requiring residents to travel to a fixed service center. This innovation reflects the spirit of Law No. 25 of 2009 on Public Service, which mandates that public services be delivered in an inclusive, non-discriminatory, and citizen-oriented manner, and represents a broader shift in Indonesian local governance away from a passive, office-centered bureaucratic model toward a proactive, citizen-centered one.

This shift resonates with a growing body of evidence on similar mobile and outreach-based service interventions across Indonesia. Arma et al. (2021) found that a mobile electronic-ID service implemented in Sinjai Regency substantially increased document ownership among residents of remote villages. Amalia and Satispi (2024) reported that a proactive jemput bola service targeting persons with disabilities in DKI Jakarta accelerated administrative processing and strengthened beneficiaries' civic participation. Similar findings have emerged from Sidoarjo Regency, where an integrated jemput bola program improved perceived service quality among recipients (Marfiati & Reviandani, 2023), and from Surabaya, where the Kalimasada program combined door-to-door outreach with digital data integration to expand civil registration coverage (Rosyida & Hariyoko, 2024). Internationally, comparable mobile and outreach-based civil registration strategies have been documented as effective mechanisms for closing birth-registration gaps in low-resource settings, particularly when outreach activities are integrated with existing health or community facilities (Paleker et al., 2023; Suthar et al., 2019; UNICEF/UNESCAP, 2010–2025).

Despite this accumulating evidence, most existing studies evaluate mobile civil registration services either in urban and peri-urban contexts or through single-dimension outcome measures such as document issuance counts, leaving comparatively little empirical attention to how such innovations perform in geographically extreme, indigenous-majority settings such as South Papua, and to how the classic determinants of policy implementation, namely communication, resources, disposition, and bureaucratic structure, interact to shape service outcomes in such contexts (Edwards III, 1980). Understanding these dynamics requires an analytical

framework capable of dissecting implementation processes at the level of frontline service delivery, rather than only measuring aggregate outcomes. This study addresses that gap by examining the implementation of the jemput bola innovation in Animha District through the lens of Edward III's policy implementation framework, combined with a public service accessibility perspective. Specifically, the study aims to describe and analyze how the innovation has been implemented as a means of expanding population administration access and fulfilling residents' administrative rights, and to identify the factors that support and hinder its effectiveness in this geographically and culturally distinctive setting.

It is worth noting that the challenges documented in Animha District are not unique to this single locality but are broadly representative of the structural conditions facing many 3T districts across Indonesia's eastern provinces, where geographic isolation, dispersed indigenous populations, and limited fiscal capacity at the regency level jointly constrain the reach of standard, office-based bureaucratic service models. Understanding how a specific innovation performs under these conditions therefore carries relevance not only for Merauke Regency but also for the broader policy conversation on how Indonesia's population administration system can be adapted to serve its most geographically marginalized citizens without requiring those citizens to bear a disproportionate share of the cost of accessing their own legal identity.

2. Literature Review and Conceptual Framework

2.1 Policy Implementation: Competing Models and the Rationale for Edward III

Policy implementation refers to the process through which a formulated policy is translated into concrete actions capable of producing its intended outcomes (Agustino, 2016; Akib & Tarigan, 2008). The public policy literature offers several competing analytical models for understanding this process. Grindle's (1980) model emphasizes the interaction between policy content and the implementation environment, arguing that a policy's design, including the interests it affects and the resources it commands, jointly determines its implementability. Mazmanian and Sabatier's (1983) framework highlights the tractability of the problem being addressed, the ability of the policy statute to structure implementation, and non-statutory variables such as socioeconomic conditions and the attentiveness of implementing officials. Van Meter and Van Horn (1975) similarly stress the interaction between implementing agencies and target groups, along with the broader economic, social, and political environment surrounding implementation. Baedhowi's (2004) model, developed within the Indonesian bureaucratic context, emphasizes the compatibility between policy design and organizational capacity at the point of delivery.

Among these frameworks, the model proposed by Edward III (1980) has been particularly influential in the analysis of Indonesian public service innovations because of its parsimony and its direct applicability to frontline, citizen-facing service contexts (Indiahono, 2017; Nugroho, 2004; Widodo, 2017). The model identifies four interrelated variables that jointly determine implementation success. The first, communication, concerns the clarity, consistency, and reach of information conveyed from

policymakers to implementers and, in turn, to target groups; inadequate or inconsistent communication commonly produces misunderstanding among the public regarding procedures and requirements. The second, resources, encompasses the human capital, budget, facilities, and information systems necessary to carry out a policy; a well-designed policy will fail to produce optimal outcomes if implementers lack adequate staffing, equipment, or operational funding. The third, disposition, refers to the attitudes, commitment, and integrity of frontline implementers; officials who are receptive to a policy's objectives and genuinely oriented toward public service tend to deliver more responsive, transparent, and accountable service, whereas indifferent or resistant implementers can undermine even a well-resourced program. The fourth, bureaucratic structure, concerns the standard operating procedures, division of labor, and coordination mechanisms that govern how implementing units work together; excessively complex or poorly coordinated structures can generate overlapping authority, procedural bottlenecks, and delayed decision-making.

Compared with the alternative frameworks described above, Edward III's model offers a more operational and diagnostic lens for evaluating a specific, bounded service innovation such as jemput bola, because it decomposes implementation into discrete, empirically observable variables rather than treating the implementation environment as an undifferentiated whole. This operational quality makes it particularly well suited to a case study that seeks not only to describe programmatic outcomes but also to identify specific bottlenecks amenable to policy correction. Accordingly, this study adopts the Edward III framework as its primary analytical lens, while drawing on the complementary models above, particularly Van Meter and Van Horn's emphasis on implementer-target group interaction, to enrich the interpretation of findings where relevant.

2.2 Public Service Quality, Innovation, and Accessibility

Public service quality is widely regarded as a central indicator of bureaucratic reform, given its direct bearing on public trust (Hardiyansyah, 2018; Sinambela, 2011). Administrative service in particular is understood as a legally consequential activity: its output constitutes a formal decision that establishes a legal relationship between the state and the individual (Dwiyanto, 2008). Public service innovation, understood broadly as the introduction of new methods, technologies, or delivery models intended to improve service outcomes, has emerged as a governance response to persistent gaps between service supply and citizen demand, particularly where physical distance and infrastructural deficits impede access. Proactive or "jemput bola" service models represent one such innovation, substituting the mobility burden traditionally placed on citizens with a mobility obligation assumed by the implementing agency.

The accessibility of public services is commonly analyzed along physical, economic, and temporal dimensions. Physical accessibility concerns whether citizens can reach a service point without excessive geographic burden; economic accessibility concerns whether the costs associated with obtaining a service, including transportation, lodging, and lost income, are within citizens' means; and temporal accessibility concerns whether services can be obtained within a reasonable time frame relative to citizens' other obligations. A service model that substitutes citizen mobility with official mobility, often termed a proximity or citizen-centered service model, directly targets the physical and economic

dimensions of accessibility, while its effect on the temporal dimension depends on the adequacy of personnel numbers and scheduling. Importantly, accessibility gains achieved through physical proximity do not automatically resolve what this study terms administrative exclusion, namely a condition in which citizens remain unable to complete a service transaction because they lack prerequisite documents or sufficient procedural understanding, even when a service point is made physically available to them.

2.3 Prior Research on Mobile and Outreach-Based Civil Registration

A growing body of empirical research has examined mobile and outreach-based approaches to civil registration and population administration, both within Indonesia and internationally. Arma et al. (2021), studying the implementation of a mobile electronic-ID service in Sinjai Regency, found that the intervention substantially increased document ownership among residents of geographically remote villages, attributing this success primarily to the direct presence of service officers in target communities. Amalia and Satispi (2024) examined a jemput bola service directed at persons with disabilities in DKI Jakarta and found that the model accelerated administrative processing time while also increasing beneficiaries' engagement in civic activities, suggesting that proactive service delivery can generate downstream participatory benefits beyond the immediate transaction. Nurafifah and Ilosa (2024) reported comparable improvements in service accessibility in a separate outreach-based population administration program, while Sabar et al. (2021) examined civil registration as a right specifically for vulnerable groups, arguing that registration systems must be evaluated not only on procedural efficiency but also on their capacity to reach populations at heightened risk of exclusion.

Marfiati and Reviandani (2023) evaluated an integrated jemput bola program in Sidoarjo Regency and found that service quality,

measured across dimensions of reliability, responsiveness, and empathy, improved markedly following the shift to a mobile delivery model. Rosyida and Hariyoko (2024) documented the Kalimasada policy innovation in Surabaya, which combined door-to-door outreach with digital population data integration, and found that the combination of physical outreach and technological integration produced more accurate and up-to-date population records than outreach alone. Alfiatussyuaidah and Putra (2022) applied an importance-performance analysis to population and civil registration services in Ogan Ilir Regency and found that accessibility and responsiveness consistently ranked among the service dimensions most valued by, and most in need of improvement for, rural residents.

Beyond the Indonesian context, international evidence on civil registration and vital statistics strengthening similarly points to outreach and facility-integration strategies as effective means of closing registration gaps in low-resource settings. Suthar et al. (2019), reviewing approaches to strengthening civil registration and vital statistics systems across multiple developing-country contexts, concluded that mobile registration units and community-based outreach were among the most consistently effective strategies for reaching underserved populations. Paleker et al. (2023) similarly found that integrating birth registration with existing health-facility visits and community outreach activities substantially narrowed birth-registration gaps for newborns in under-resourced settings. Regional evidence compiled by UNICEF and UNESCAP across a range of Asia-Pacific contexts between 2010 and 2025 further corroborates the effectiveness of mobile and outreach-based registration models, while also cautioning that such interventions require sustained institutional support to avoid becoming episodic rather than systemic solutions.

Table 1 summarizes the geographic and thematic focus of these prior studies alongside the positioning of the present research.

Table 1. Summary of Prior Studies on Mobile and Outreach-Based Civil Registration Services

Study	Location / Context	Key Focus
Arma et al. (2021)	Sinjai Regency, Indonesia	Mobile electronic-ID service in remote villages
Amalia & Satispi (2024)	DKI Jakarta, Indonesia	Jemput bola service for persons with disabilities
Marfiati & Reviandani (2023)	Sidoarjo Regency, Indonesia	Integrated jemput bola service quality
Rosyida & Hariyoko (2024)	Surabaya, Indonesia	Kalimasada outreach and data integration policy
Nurafifah & Ilosa (2024)	Indonesia (regional)	Outreach-based population administration innovation
Alfiatussyuaidah & Putra (2022)	Ogan Ilir Regency, Indonesia	Importance-performance analysis of civil registration service
Sabar et al. (2021)	Indonesia	Civil registration as a right for vulnerable groups
Suthar et al. (2019)	Multiple developing countries	Approaches to strengthen civil registration and vital statistics
Paleker et al. (2023)	Low-resource settings (global)	Facility-based birth registration and outreach integration
UNICEF/UNESCAP (2010–2025)	Asia-Pacific region	Regional frameworks for mobile registration and outreach
Present study (2025)	Animha District, Merauke, Indonesia	Edward III implementation analysis in an indigenous, geographically extreme 3T setting

Source: Synthesized by the author from the reviewed literature.

2.4 Civil Registration as a Foundation for Legal Identity and Rights

A further strand of literature situates population administration within the broader concept of civil registration systems, which record vital events such as birth, marriage, and death, and thereby establish the legal identity upon which citizens' access to rights and services depends. International development literature has long emphasized that the absence of legal identity disproportionately affects populations in remote, indigenous, or economically marginalized settings, precisely the profile of Animha District's population (Paleker et al., 2023; Suthar et al., 2019). Indonesia's own legal architecture reinforces this understanding: Law No. 24 of 2013 on Population Administration establishes population documents as a right rather than a discretionary benefit, while Law No. 25 of 2009 on Public Service obligates government agencies to design service delivery around principles of accessibility and non-discrimination. Read together, this body of law and literature frames the jemput bola innovation not merely as an administrative convenience but as an instrument through which the state operationalizes its constitutional obligation to ensure that legal identity, and the rights that flow from it, are not contingent on a citizen's geographic location or economic capacity to travel.

This framing carries particular significance in the Animha context, where the indigenous Malind community's subsistence-based livelihood pattern, dependent on seasonal agricultural, fishing, and forest-based activities, means that the opportunity cost of traveling to a distant service center is not merely financial but also directly competes with subsistence activities essential to household welfare. Under such conditions, a service model that brings the state to the citizen, rather than requiring the reverse, addresses a structural asymmetry that purely procedural reforms, such as simplifying

application forms or digitizing internal workflows, would leave largely untouched.

Taken together, the studies reviewed above converge on a broadly consistent finding: proactive, outreach-based service delivery tends to increase document ownership and reduce access barriers among underserved populations, whether the target group is defined by disability status, geographic remoteness, or infrastructural marginality more broadly. What remains comparatively underexplored is how these mechanisms operate in an indigenous, geographically extreme district such as Animha, where terrain, cultural context, dispersed settlement patterns, and subsistence-based livelihoods compound the standard implementation challenges identified in the Edward III framework. Moreover, few prior studies have systematically decomposed implementation outcomes according to the four Edward III variables in tandem with a multidimensional accessibility perspective. This study positions itself to fill that gap by offering a context-specific, theory-grounded account of implementation dynamics in such a setting.

2.5 Conceptual Framework

Building on Edward III's model, this study analyzes the implementation of the jemput bola innovation through four independent variables, communication, resources, disposition, and bureaucratic structure, as determinants of the dependent variable, effective policy implementation, operationalized as the program's contribution to expanding population administration access and fulfilling residents' administrative rights. Table 2 summarizes the indicators associated with each variable, which subsequently guided both the interview protocol and the thematic coding of qualitative data.

Table 2. Conceptual Framework: Edward III Policy Implementation Variables and Indicators

Variable	Indicators	Description
Communication	Clarity of information; consistency; dissemination reach	The process of conveying policy content from policymakers to implementers and target groups
Resources	Human resources; budget; facilities; information and authority	Availability of resources required for effective policy execution
Disposition	Implementer commitment; integrity; receptiveness to the policy	Attitudes and commitment of implementers that shape implementation outcomes
Bureaucratic structure	Standard operating procedures; division of tasks; inter-unit coordination	Organizational arrangements that govern coordinated and systematic policy execution
Policy implementation (dependent)	Accuracy of execution; goal attainment; effectiveness	The extent to which implementation succeeds, as shaped by the four variables above

3. Research Methods

3.1 Research Design

This study employed a qualitative case-study design, appropriate for generating an in-depth, context-embedded understanding of how a specific policy innovation unfolds in a bounded setting (Creswell, 1998). Consistent with Nassaji's (2015) characterization of qualitative inquiry as primarily concerned with what occurs within a given context rather than with establishing generalizable causal relationships, the case-study approach allowed the researcher to examine the interaction between policy design and local conditions, drawing on multiple sources of evidence to construct a detailed account of the phenomenon under

investigation, namely the implementation of the jemput bola innovation in population administration service delivery.

The scope of the study was deliberately bounded to the jemput bola service delivered by the Disdukcapil of Merauke Regency, without extending the analysis to other categories of public service. This boundary reflects the study's specific interest in how mobile, proactive service delivery addresses the access barriers faced by residents with limited physical or economic capacity to reach fixed service centers, and in how such a model interacts with the four Edward III implementation variables within a single, well-defined administrative innovation.

3.2 Research Site and Participants

The study was conducted in Animha District, Merauke Regency, South Papua Province, an area characterized by extensive wetlands, savanna, tropical forest, and river systems that constrain overland mobility, particularly during the rainy season, and inhabited predominantly by the indigenous Malind community, whose livelihoods center on subsistence agriculture, sago processing, fishing, and hunting. Fieldwork focused on five villages that were targets of the jemput bola program, where

officials from the Civil Registration and Population Administration Office directly assisted residents with the recording and issuance of identity documents, including the electronic identity card, the family card, and birth, death, and marriage certificates.

Participants were selected using criterion sampling, a purposive technique aimed at identifying individuals with direct knowledge of, or involvement in, the phenomenon under study (Patton, 2008). Table 3 summarizes the categories, sources, and roles of the informants engaged through in-depth interviews.

Table 3. Profile of Research Informants Selected through Criterion Sampling

Category	Source / Position	Role in Data Collection
Disdukcapil officials and field officers	Merauke Regency Civil Registration and Population Administration Office	Program planning, coordination, and direct field service delivery
Animha District government apparatus	District head and administrative staff	Coordination of program logistics and inter-agency liaison
Village government apparatus	Village heads and village staff	Liaison between Disdukcapil officers and community members
Community members / service recipients	Heads of household in the five target villages	Service experience, access barriers, and satisfaction with the program
Other stakeholders	Customary leaders and civil society representatives	Community perspective on service reception and rights advocacy

Source: Field data, compiled by the author (2025).

In addition to the interview informants described above, a structured questionnaire was administered to 50 respondents drawn from heads of household across the five target villages, to describe the program's reach and perceived outcomes at a broader scale than the interview sample alone could capture. The questionnaire generated descriptive frequency data that complement, and were triangulated against, the qualitative interview evidence.

3.3 Data Sources and Collection Techniques

Data were collected through three complementary techniques. In-depth interviews were conducted with informants using a semi-structured protocol covering program awareness, service experience, perceived barriers, and assessments of communication, resource adequacy, and coordination. Direct field observation was undertaken during service delivery activities in each of the five villages, allowing the researcher to record the interaction between officers and residents, the physical conditions under which services were delivered, and the sequence of administrative procedures followed. Documentation review encompassed policy and regulatory documents pertaining to population administration and the jemput bola program, standard operating procedures issued by Disdukcapil, administrative and demographic statistics for Animha District, and internal program monitoring and evaluation reports.

The structured questionnaire, administered alongside the qualitative instruments, captured five categories of information: respondents' awareness of the program and the channels through which they learned of it; the completeness of their population documents before the program's implementation; changes in their understanding of administrative rights following participation; their perceived ease of accessing services after the intervention, together with any residual barriers; and their overall assessment of the program's helpfulness.

3.4 Data Analysis Technique

Qualitative data were analyzed using the interactive model of Miles et al. (2014), comprising data reduction, data display, and conclusion drawing and verification, conducted iteratively throughout the fieldwork period rather than as a single terminal step. Interview transcripts and field notes were coded thematically around the four Edward III variables, communication, resources, disposition, and bureaucratic structure, as well as the physical, economic, and temporal dimensions of service accessibility identified in the conceptual framework. Questionnaire responses were analyzed descriptively using frequency and percentage distributions to characterize patterns of awareness, document ownership, access, and impact across the sample, providing a quantitative complement that contextualizes and triangulates the qualitative findings, consistent with standard descriptive analysis procedures in mixed qualitative-descriptive research designs (Usman & Akbar, 2022).

3.5 Trustworthiness of Data

The credibility of the findings was strengthened through source and method triangulation, cross-checking interview accounts against observational and documentary evidence, and through member checking with key informants to confirm the accuracy of interpretations drawn from their statements. Dependability was further supported by maintaining a detailed field log documenting the sequence of data collection activities across the five villages, which allowed the researcher to trace how emerging themes were refined over the course of fieldwork.

4. Results

4.1 Research Site Profile

Animha District is located in the southern lowlands of South Papua Province, an area dominated by savanna, swampland, tropical forest, and river networks. The district's soft, waterlogged terrain renders several overland transportation routes difficult to traverse

during the rainy season, with residents relying substantially on river transport by boat to reach the regency capital. The population is predominantly composed of the indigenous Malind community, whose settlement pattern is dispersed across geographically separated villages, and whose livelihoods depend primarily on subsistence agriculture, sago processing, fishing, and hunting. These geographic and socioeconomic conditions, combined with comparatively low levels of formal education and limited access to health and infrastructure services, form the backdrop against which the jemput bola innovation was introduced as a means of extending population administration services into villages that had historically been difficult for the regency's fixed service center to reach.

Field data were organized around four thematic indicators reflecting the program's implementation and outcomes: (1) program awareness and implementation experience, (2) fulfillment of administrative rights through document ownership, (3) access to population administration services, and (4) overall program impact and evaluation. Each indicator is presented below together with its corresponding descriptive data.

4.2 Program Awareness and Implementation Experience

Prior to presenting community-level awareness data, Table 4 summarizes the categories of population documents processed through the program during the observation period, illustrating the breadth of administrative services delivered through a single mobile visit.

Table 4. Categories of Population Documents Processed through the Jemput Bola Program

Document Type	Administrative Function
Electronic Identity Card (e-KTP)	Primary proof of legal identity for adult residents
Family Card (Kartu Keluarga)	Registration of household composition and family relationships
Birth Certificate (Akta Kelahiran)	Legal proof of birth and basis for subsequent document issuance
Death Certificate (Akta Kematian)	Legal proof of death for inheritance and civil status updates
Child Identity Card (Kartu Identitas Anak)	Identity document for residents under 17 years of age
Marriage Certificate (Akta Nikah)	Legal proof of marital status

Source: Field documentation, Disdukcapil Merauke Regency (2025).

Among the 50 respondents surveyed across the five target villages, 42 (84%) reported awareness of the jemput bola program, while 8

(16%) did not, as shown in Table 5. Respondents indicated that information reached them through multiple channels, including village officials, direct socialization by field officers, and word of mouth among residents, suggesting that dissemination has been reasonably effective but not yet fully equitable across the district.

Table 5. Community Awareness of the Jemput Bola Program (N = 50)

Category	Frequency	Percentage
Aware of the program	42	84%
Not aware	8	16%
Total	50	100%

Source: Field questionnaire (2025).

Beyond awareness, interview and observational data indicate that the program was implemented by having a project team travel directly to each of the five villages to process the document types listed in Table 4 on-site. Officers provided direct assistance with form completion and procedural explanation, an approach that respondents consistently described as reducing the confusion that had previously accompanied independent document processing, particularly among residents with limited prior experience navigating administrative procedures.

4.3 Fulfillment of Administrative Rights

Prior to the program's implementation, only 18 respondents (36%) possessed complete population documents, while 32 (64%) did not, as shown in Table 6. This finding indicates that, before the intervention, a substantial majority of residents in the sampled villages lacked the identity card or other core documents required to exercise administrative rights, including the right to vote in general elections.

Table 6. Completeness of Population Documents Prior to Program Implementation (N = 50)

Category	Frequency	Percentage
Complete documents	18	36%
Incomplete documents	32	64%
Total	50	100%

Source: Field questionnaire (2025).

Following the intervention, 38 respondents (76%) reported an improved understanding of the importance of population

documents and their associated administrative rights, while 12 (24%) reported no significant change, as shown in Table 7. This shift suggests that the program's benefits extended beyond the

immediate issuance of documents to include an educational effect

on residents' awareness of the civic significance of legal identity.

Table 7. Improvement in Community Understanding of Administrative Rights after the Program (N = 50)

Category	Frequency	Percentage
Improved understanding	38	76%
No significant improvement	12	24%
Total	50	100%

Source: Field questionnaire (2025).

(12%) as fairly easy, together indicating that 88% of respondents experienced improved ease of access, as shown in Table 8.

4.4 Access to Population Administration Services

Following the program's implementation, 24 respondents (48%) rated access to services as very easy, 20 (40%) as easy, and 6

Table 8. Perceived Ease of Access to Population Administration Services after the Program (N = 50)

Category	Frequency	Percentage
Very easy	24	48%
Easy	20	40%
Fairly easy	6	12%
Total	50	100%

Source: Field questionnaire (2025).

Despite these gains, residual barriers persisted. As shown in Table 9, 36% of respondents cited incomplete supporting documents as the main obstacle they still encountered, 30% cited distance, 24%

cited insufficient information, and 10% cited other constraints. These barriers were reported as interrelated: several respondents suggested that a lack of information prior to a scheduled visit contributed directly to their inability to present complete supporting documents at the time officers arrived.

Table 9. Barriers Still Encountered by Respondents in Accessing Services (N = 50)

Barrier	Frequency	Percentage
Incomplete documents	18	36%
Distance	15	30%
Lack of information	12	24%
Other	5	10%
Total	50	100%

Source: Field questionnaire (2025).

helpful, together indicating a 92% positive assessment, as shown in Table 10.

4.5 Program Impact and Overall Evaluation

On overall program impact, 26 respondents (52%) described the program as very helpful, 20 (40%) as helpful, and 4 (8%) as fairly

Table 10. Community Assessment of the Overall Impact of the Jemput Bola Program (N = 50)

Category	Frequency	Percentage
Very helpful	26	52%
Helpful	20	40%
Fairly helpful	4	8%
Total	50	100%

Source: Field questionnaire (2025).

Respondents also reported increased proactive engagement in managing personal and family documentation following their participation in the program, alongside residual concerns regarding limited service duration per village visit and an insufficient ratio of officers to the number of residents requiring assistance. These

concerns are examined further in the discussion below, where they are interpreted through the resources and bureaucratic structure dimensions of the Edward III framework.

Table 11 consolidates the five descriptive indicators presented above, providing an overview of the program's reach and perceived outcomes across the sampled population.

Table 11. Consolidated Summary of Descriptive Findings across All Indicators (N = 50)

Indicator	Positive Outcome	Residual Gap
Program awareness	84% aware	16% unaware
Document completeness (baseline)	36% complete	64% incomplete
Understanding of administrative rights (post-program)	76% improved	24% unchanged
Ease of access (post-program)	88% easy / very easy	12% only fairly easy
Overall program impact	92% helpful / very helpful	8% only fairly helpful

Source: Compiled by the author from Tables 4–9.

5. Discussion

5.1 Communication and the Limits of Equitable Dissemination

The 84% awareness rate observed in this study suggests that the communication function within Edward III's framework has been largely, though not completely, fulfilled. Information about the program reached most residents through a combination of formal channels, village officials and field staff, and informal social transmission, indicating a communication process that is neither purely top-down nor fully organic. The remaining 16% who were unaware, together with an informant's account that information is sometimes incomplete for residents in coastal areas (Respondent 3), points to a persistent equity gap in information dissemination, one that is compounded by the district's dispersed settlement pattern and difficult terrain. Consistent with Edward III's emphasis on the clarity, consistency, and reach of communication as joint determinants of implementation success, this finding indicates that the physical proximity achieved by the mobile service model has outpaced the informational proximity required to fully realize its benefits. This observation aligns with Van Meter and Van Horn's (1975) proposition that implementation outcomes depend not only on the actions of implementing agencies but also on the quality of their interaction with target groups, particularly regarding the timeliness and completeness of information exchange.

5.2 Resources and the Disposition of Frontline Implementers

Interview evidence indicates that field officers demonstrated strong disposition, characterized by high commitment and direct engagement with residents in completing administrative forms and clarifying procedural requirements, which respondents credited with reducing the confusion that previously accompanied document processing. However, this disposition operated under binding resource constraints: a limited number of officers, restricted service time per village, and modest operational facilities meant that not all residents could be served comprehensively within a single visit. This pattern corroborates Edward III's proposition that a well-disposed implementing body cannot alone guarantee optimal outcomes in the absence of commensurate human, financial, and logistical resources. It further suggests that the sustainability of the innovation depends less on officers' willingness, which appears already high, than on the regency government's capacity to expand staffing, budget allocation, and scheduling arrangements to match the geographic scale of Animha District.

5.3 Bureaucratic Structure and Inter-Agency Coordination

The fourth Edward III variable, bureaucratic structure, manifests in this study primarily through the coordination arrangements linking Disdukcapil, district government administrators, and village heads, who together functioned as the operational backbone connecting policy design to on-the-ground delivery. Village heads in particular played a critical liaison role, disseminating information about scheduled visits and helping to mobilize residents in advance. Where this coordination functioned smoothly, service delivery proceeded with fewer disruptions; where it was weaker, as reflected in the residual 16% of unaware residents, gaps in the chain of coordination between district-level planning and village-level dissemination appear to have contributed to uneven outcomes. This finding suggests that strengthening standard operating procedures for pre-visit coordination, including standardized advance-notice protocols and confirmation mechanisms with village heads, would directly address one of the more tractable structural weaknesses identified in this study.

5.4 Accessibility Gains and the Persistence of Administrative Exclusion

Viewed through the accessibility lens, the program shows clear success along the physical and economic dimensions. One respondent explained that prior to the program, residents had to travel far to town by boat, and that the program had made this considerably less costly because officers now came directly to where residents lived (Respondent 2), illustrating a direct reduction in the geographic and financial burden previously associated with document processing. This is consistent with the 88% of respondents who rated access as easy or very easy following the intervention. Yet the persistence of incomplete documentation as the most frequently cited barrier (36%) indicates that administrative exclusion, the condition in which citizens remain unable to access rights-bearing documents despite physical service availability, has not been fully resolved. This finding nuances the common assumption that proximity alone resolves access barriers: administrative readiness on the demand side, encompassing residents' possession of prerequisite documents and procedural understanding, functions as an independent constraint that mobile service delivery alone cannot eliminate.

5.5 Rights Fulfillment and Broader Governance Implications

The substantial increase in residents' understanding of administrative rights following the intervention, from a baseline in which 64% lacked complete documentation to a post-intervention state in which 76% reported improved comprehension, suggests that the jemput bola model functions simultaneously as a service delivery mechanism and an informal civic education channel. This

dual function aligns with the view that legal identity constitutes a foundational precondition for citizens' exercise of administrative and political rights, including electoral participation. One informant valued the program precisely because officers came directly to the location (Respondent 1), reflecting a shift from a passive, office-centered service paradigm toward a proactive, citizen-centered model consistent with contemporary public service reform agendas (Dwiyanto, 2018; Hardiyansyah, 2018).

5.6 Comparison with Prior Studies

The findings of this study broadly corroborate prior evidence on mobile and outreach-based civil registration services, including the positive effects on document ownership documented by Arma et al. (2021) in Sinjai Regency and the accelerated processing and civic engagement effects reported by Amalia and Satispi (2024) in DKI Jakarta. At the same time, this study extends that literature by demonstrating that even in a setting where physical accessibility gains are pronounced, as in Animha District, dimensions of administrative exclusion linked to document readiness and information equity can persist, echoing the caution raised by Suthar et al. (2019) and UNICEF/UNESCAP (2010–2025) regarding the need for sustained institutional support to convert episodic outreach into systemic coverage. This comparison suggests that the geographic extremity and indigenous cultural context of Animha District introduce implementation dynamics that are only partially captured by studies conducted in more urbanized or infrastructurally connected settings.

Collectively, these findings suggest that mobile outreach innovations in geographically extreme regions can meaningfully advance inclusive governance, provided that communication equity, resource adequacy, bureaucratic coordination, and residents' administrative preparedness are addressed as complementary, rather than substitutable, conditions for success.

5.7 Cultural and Indigenous Context in Service Delivery

The effectiveness of the jemput bola innovation in Animha District cannot be fully understood without attention to the cultural and livelihood context of the indigenous Malind community. Because household economies in the district depend heavily on seasonal agricultural cycles, sago processing, fishing, and hunting, residents' capacity to allocate time to administrative tasks fluctuates considerably across the year, and any service model that requires prolonged absence from these subsistence activities imposes a real, if often unmeasured, opportunity cost. By relocating the point of service delivery to the village itself, the program substantially reduces this opportunity cost relative to a model requiring travel to the regency capital. At the same time, field observation suggests that the timing and duration of officers' visits were not always coordinated with the community's seasonal activity calendar, which may partially explain why some residents were unable to prepare complete supporting documents in advance. This observation suggests that future scheduling of jemput bola visits could benefit from closer consultation with village heads and customary leaders regarding periods of lower agricultural or fishing activity, thereby aligning bureaucratic timing with the rhythms of community life rather than treating scheduling as a purely administrative decision. Such an adjustment would represent a refinement of the bureaucratic structure variable within the Edward III framework, tailored specifically to the socio-cultural conditions of an indigenous, geographically extreme setting.

6. Conclusion

6.1 Summary of Findings

This study examined the implementation of the jemput bola innovation in population administration services in Animha District, Merauke Regency, using Edward III's policy implementation framework and a public service accessibility perspective. The findings indicate that the program has substantially improved access to population documents and strengthened residents' understanding of their administrative rights, evidenced by high levels of program awareness (84%), improved rights comprehension (76%), perceived ease of access (88%), and overall positive assessment (92%). These outcomes reflect the program's success in reducing the physical and economic barriers that geographic isolation typically imposes on service delivery, while also functioning as an informal instrument of civic education. Nonetheless, the program's effectiveness remains constrained by three interrelated factors: uneven information dissemination that leaves a minority of residents, particularly in more remote coastal areas, uninformed; limited human and operational resources relative to the population requiring service; and residents' incomplete supporting documentation, which continues to impede the finalization of administrative processes even where physical access has improved. These constraints correspond closely to the communication, resources, and bureaucratic structure dimensions of Edward III's framework and underscore that citizen proximity alone does not guarantee administrative completion.

6.2 Theoretical Implications

This study reinforces the proposition that proactive, citizen-centered service models can meaningfully advance public service accessibility in geographically extreme settings, while also demonstrating that accessibility gains are necessary but not sufficient conditions for full administrative inclusion. It further extends the Edward III framework by illustrating how the four implementation variables interact under conditions of extreme geographic dispersion and indigenous cultural context, a setting in which the boundary between communication and bureaucratic structure becomes particularly consequential, since village-level coordination functions simultaneously as an information channel and as an organizational link in the implementation chain. The study also lends support to Van Meter and Van Horn's (1975) emphasis on implementer-target group interaction as a determinant of implementation outcomes distinct from resource adequacy alone.

6.3 Practical Implications

Practically, the findings suggest that the Merauke Disdukcapil and district government would benefit from strengthening pre-service communication strategies, including clearer scheduling and advance notification of required documents through village heads, expanding field personnel and service duration relative to village population size, and enhancing inter-agency coordination and population data integration to better target underserved villages in advance of each outreach visit. Structuring and publicizing a predictable service calendar would allow residents to prepare supporting documents ahead of time, directly addressing the most frequently cited barrier identified in this study. Continued investment in officer training focused on public communication

and community engagement would further reinforce the disposition strengths already evident among current field staff.

6.4 Limitations of the Study

This study is subject to several limitations. First, the research was confined to Animha District, and its findings cannot be generalized to all districts within Merauke Regency or to other 3T regions without further comparative research. Second, the number of respondents surveyed, while sufficient for descriptive purposes within a qualitative case-study design, remains limited relative to the district's total population and may not fully capture the diversity of experiences across all villages. Third, the study's qualitative approach emphasizes in-depth understanding of the phenomenon rather than the statistical measurement of causal relationships, meaning that the associations described here should be interpreted as descriptive patterns rather than as evidence of causal effect.

6.5 Recommendations for Future Research

Given the qualitative, single-district scope of this study, future research employing quantitative or mixed-methods designs across multiple districts with comparable geographic characteristics would be valuable in establishing the generalizability of these findings and in measuring the causal relationship between mobile service delivery and downstream outcomes such as electoral participation and access to other public services. Future studies might also examine the longer-term sustainability of jemput bola-style innovations once initial outreach cycles are complete, and explore how digital population data systems can be integrated with mobile service delivery to further reduce administrative exclusion in geographically extreme regions.

Taken as a whole, the Animha case suggests that the future of inclusive population administration in Indonesia's most geographically challenging regions lies not in choosing between physical outreach and digital modernization, but in combining the two: mobile teams that bring the state to the citizen, supported by data systems and coordination protocols robust enough to ensure that no village, and no household within it, is left informationally or administratively behind.

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