

Effective but Inequitable: The Paradox of Centralized Public Services in Indonesia's Remote Districts

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Abstract: This study evaluates the effectiveness of population administration services in Boven Digoel Regency based on Regent Regulation No. 59 of 2016. Utilizing a mixed-methods descriptive-evaluative approach, the research applied William N. Dunn's six evaluation criteria through interviews, document reviews, and a survey of service users. The findings reveal an overall service index of 74.03, categorizing the implementation as effective. Specifically, the criteria of effectiveness, adequacy, responsiveness, and appropriateness were rated as effective. However, efficiency and equity were deemed less effective. While core administrative functions operate robustly, significant implementation gaps persist. These challenges include high indirect costs for citizens, repetitive visits, network disruptions, a lack of alternative procedures during system failures, and severe access inequalities for residents in remote areas. To address these spatial and operational disparities, the study recommends reactivating scheduled mobile services (jemput bola), empowering district and village governments to facilitate administration, and establishing robust contingency procedures during service disruptions.

Keywords: Policy Evaluation, Public Services, Population Administration, Service Effectiveness, Dunn's Criteria, Boven Digoel, Regional Governance.

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1. INTRODUCTION

1.1 Background of the Study

The state possesses an inherent obligation to fulfill the fundamental rights and basic needs of its citizens and residents through the provision of public services. According to Indonesia's Law No. 25 of 2009 concerning Public Services, a public service is defined as a series of activities aimed at fulfilling the needs for goods, services, and/or administrative services in accordance with statutory regulations. The implementation of these services is rooted in principles of legal certainty, equal rights, non-discrimination, transparency, accountability, timeliness, accessibility, affordability, and special treatment for vulnerable groups (Republik Indonesia, 2009).

A paramount form of administrative public service is population administration. Population administration serves as the fundamental instrument for state recognition of the legal identity and civil status of its residents, encompassing families, births, deaths, migrations, and other critical civil events (Republik Indonesia, 2006). In this strategic position, population documents such as the Electronic Identity Card (KTP-el), Family Card (KK), birth certificates, death certificates,

and other demographic documents are not merely administrative markers; they function as absolute prerequisites for public access to education, healthcare, social assistance, employment, legal protection, financial services, and various cross-sectoral governmental services.

Furthermore, population administration holds a strategic role as baseline or upstream data for numerous other public services. The accuracy of demographic data dictates the validity of development planning, the distribution of social assistance, educational services, healthcare provision, voter data updating, and the broader integration of digital government services. In the specific context of Boven Digoel Regency, the synchronization of student data with the Department of Population and Civil Registration (Disdukcapil) is a critical prerequisite for the issuance of electronic diplomas (Pemerintah Kabupaten Boven Digoel, 2025). This condition demonstrates that weaknesses in population administration services do not merely result in delayed document ownership but fundamentally obstruct citizens' access to other public services that rely entirely on the validity of demographic data.

Boven Digoel Regency is situated in the newly established South Papua Province, characterized by expansive geographical conditions, uneven population distribution, and profound challenges in inter-regional accessibility. Official local government documents note that Boven Digoel Regency covers an immense area of 27,108.29 square kilometers, administratively divided into 20 districts (*distrik*) and 112 villages (*kampung*) (BPS Kabupaten Boven Digoel, 2025). The 2024 Boven Digoel Regency Key Indicators Pocket Book records a total population of 68,511 individuals comprising 22,321 households, with the largest population concentrations located in the Mandobo and Jair Districts (Pemerintah Kabupaten Boven Digoel, 2024a; 2024b).

The spatial and geographical burden is starkly evident in the distances between district capitals and the regency center (Tanah Merah). The distance from district capitals to the administrative center of Boven Digoel ranges from a mere 2.23 km for Mandobo District to a staggering 188.56 km for Yaniruma District. Numerous other districts are located more than 100 km from the regency center, including Jair, Subur, Ki, Kombut, Sesnuk, Bomakia, Firiwage, Manggelum, Kawagit, Kombay, Waropko, Ambatkwi, and Ninati (BPS Kabupaten Boven Digoel, 2025). In the context of public service delivery, these distances are not merely spatial metrics; they directly translate into high transportation costs, extensive travel times, limited frequency of citizen visits to service offices, and a high potential for delays in document finalization.

These access challenges intersect heavily with the socio-economic conditions of the community. The Central Statistics Agency (BPS) of Boven Digoel Regency notes that the poverty rate stood at 19.80 percent in 2023, slightly decreasing to 19.24 percent in March 2024, equating to approximately 14.05 thousand individuals living in poverty (BPS Kabupaten Boven Digoel, 2025). Normatively, population administration services are provided free of official charges. However, citizens often face substantial indirect costs in the form of transportation, meals during travel, document duplication, lost work hours, and the frequent necessity of making repeated visits. The magnitude and impact of these costs on service accessibility form a core focus of this evaluation.

Furthermore, the digitalization of population administration services cannot be assumed as a singular, uniform panacea. In 2024, the Boven Digoel Regency Communication and Informatics Office reported support for the construction of 36 cellular Base Transceiver Stations (BTS), 27 internet access points, and 3 integrated broadband villages provided by BAKTI (Diskominfo Kabupaten Boven Digoel, 2024). These figures indicate that digital connectivity remains an ongoing developmental agenda rather than a universally available prerequisite. The realities of connectivity and device ownership must be carefully factored into assessing the affordability of online services, the persistent need for offline services, and the requirement for digital assistance.

Table 1: Conditions of Population Administration Services in Boven Digoel Regency

Dimension	Key Facts	Implications for Service Evaluation
Territorial Spread	Area of ~27,836.68 km ² ; 20 districts; 112 villages.	Necessitates checking the reach of offices, mobile services, and service points.
Population Scale	22,321 households; 68,511 individuals.	The burden of basic document services is substantial and geographically scattered.
Distance Burden	Distances from district capitals to regency center range from 2.23 km (Mandobo) to 188.56 km (Yaniruma).	Punctuality, access costs, and the urgent need for proactive (<i>jemput bola</i>) services are critical issues.
Poverty	19.80% in 2023; 19.24% or 14.05 thousand people in March 2024.	Indirect costs like transport, meals, and lost wages must be deeply analyzed.
Digital Connectivity	In 2024, assistance for BTS, internet access, and broadband villages began.	The availability of offline services and digital accompaniment must be examined.
Operational Disruptions	In 2023, KTP-el blanks ran out; in 2024, printer ribbon stock ran out.	Forms the basis for assessing supply continuity and alternative service mechanisms.

Source: *Pemerintah Kabupaten Boven Digoel (2024a, 2024b), BPS Kabupaten Boven Digoel (2025), Diskominfo Kabupaten Boven Digoel (2024), Disdukcapil Kabupaten Boven Digoel (2023, 2024).*

Practical problems in population administration services in Boven Digoel are also evident in operational vulnerabilities. In July 2023, the printing of KTP-el was temporarily suspended because the physical card blanks were exhausted. The Disdukcapil of Boven Digoel Regency reported that the distribution of approximately 7,000–8,000 KTP-el cards was insufficient to meet demand during that period. In February 2024, KTP-el printing was again disrupted because the printer ribbon supply ran out, forcing services to be temporarily

diverted to the issuance of Population Information Letters (*Surat Keterangan Penduduk*) (Disdukcapil Kabupaten Boven Digoel, 2023; 2024).

Digital Population Identity (IKD) can be utilized as an alternative when physical KTP-el printing is disrupted. However, its utilization heavily depends on internet access, device ownership, digital literacy, and the availability of guided assistance. The Ombudsman of the Republic of Indonesia (2024, 2025) has also noted

the absolute necessity of protecting service access for communities in underdeveloped areas, indigenous peoples, persons with disabilities, and other vulnerable groups.

Furthermore, population administration issues in Boven Digoel harbor a profound socio-legal dimension. Research by Karepesina (2026) regarding children from unrecorded marriages in Boven Digoel indicates that children born into such circumstances face severe difficulties in obtaining birth certificates, experience limited access to public services, and suffer from weak legal and social protection. This finding is vital because it illustrates that the root of administrative service problems does not always originate at the service counter or within a digital application. Many issues stem from the complex relationship between state legal norms, customary social practices, and a family's capacity to fulfill document prerequisites. Therefore, the evaluation of services must be sensitive to cases of incomplete documents, unresolved family legal status, social vulnerability, and the need for assistance for citizens unable to meet administrative requirements conventionally.

Empirical studies over the last five years consistently indicate that population administration services continue to face challenges regarding requirement clarity, time certainty, apparatus capacity, facility availability, network stability, online service socialization, and complaint management (Arsyad & Rachmawati, 2024; Kania, 2022; Rifai & Salahuddin, 2022). While mobile services and digital-based services can ostensibly reduce the barriers of distance, time, queuing, and travel costs, their actual implementation is heavily contingent upon organizational resources, infrastructure, coordination, digital literacy, and the community's capacity to utilize the services (Afifuddin *et al.*, 2023; Indarti *et al.*, 2024; Prana *et al.*, 2023; Rihadatulsyani *et al.*, 2024; Walahe *et al.*, 2025).

1.2 Problem Formulation and Objectives

Despite the wealth of literature, a distinct research gap remains. Most prior research focuses heavily on urban areas or regencies with robust infrastructure. Moreover, many studies focus singularly on one application, one program, service quality, or community satisfaction without systematically connecting normative provisions, service outcomes, and implementation factors. Studies employing a mixed-methods evaluative approach—combining interviews, observations, service standard documents, performance data, and community experiences in hard-to-reach frontier regions—remain scarce.

To address this gap, this research evaluates the alignment between the organizational duties mandated in Boven Digoel Regent Regulation No. 59 of 2016 and the empirical realities of service delivery. The research questions formulated are: (1) To what extent is the

effectiveness of population administration services achieved based on Regent Regulation No. 59 of 2016? (2) What strategic improvements can be formulated based on the evaluation findings in Boven Digoel Regency?

Consequently, the primary objectives are to comprehensively analyze service effectiveness through the lens of William N. Dunn's six evaluation criteria and to construct actionable policy recommendations tailored to the unique spatial and institutional constraints of South Papua.

2. LITERATURE REVIEW

2.1 Public Policy and Policy Evaluation

Public policy encompasses decisions, regulations, programs, resource allocations, governmental actions, and intentional choices not to act. Policy possesses a normative dimension in the form of objectives and provisions, as well as an operational dimension comprising actions executed by the government (Anderson, 2011; Dye, 2017). In public administration, policy serves as the foundation for government organizations to carry out regulatory, service, developmental, and protective functions for society.

Policy evaluation is a systematic process designed to assess the value, merit, performance, and outcomes of a policy based on specific criteria. Evaluation is conducted by comparing the intended objectives, targets, and expected outcomes with the actual implementation and empirical results of the policy. Thus, evaluation does not merely describe past activities; it provides a comprehensive judgment regarding the success, limitations, and intrinsic value of the policy. Vedung (1997) views evaluation as a careful retrospective assessment of the merit, worth, administration, outputs, and outcomes of government interventions.

William N. Dunn (2018) explains that evaluation is a policy analysis procedure that generates information regarding the value or utility of policy outcomes. Dunn proposes six fundamental criteria for evaluating public policy, namely effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness, which serve as the analytical foundation of this research. Effectiveness refers to the extent to which policy implementation achieves the established objectives, targets, outputs, and expected outcomes. Efficiency concerns the relationship between the results achieved and the resources used, including time, costs, effort, budget, and other resources. Importantly, efficiency also considers indirect costs borne by citizens, such as transportation expenses and time required to access services.

Adequacy assesses the extent to which policy outcomes address the underlying problems or satisfy the

needs that motivated the policy's formulation. A policy may successfully achieve its intended outputs but remain inadequate in addressing broader or more fundamental problems. Equity concerns the fair distribution of policy benefits and burdens among different target groups, including whether access, costs, and benefits are distributed fairly across social and geographic segments. Responsiveness refers to the ability of a policy and its implementers to recognize and respond to the needs, preferences, values, difficulties, and complaints of target groups. Finally, appropriateness evaluates the overall value, feasibility, and alignment of policy objectives and implementation mechanisms with the actual problems and conditions faced by the target population. This criterion is particularly important in assessing whether the mechanisms adopted are suitable for specific contextual conditions, including the geographic realities of Boven Digoel.

2.2 Policy Implementation and Population Administration Framework

Policy implementation is the crucial phase where decisions, goals, and provisions are translated into action by authorized organizations and personnel. Van Meter and Van Horn (1975) view implementation as actions taken by public or private individuals/groups aimed at achieving the objectives set forth in prior policy decisions. Implementation requires operational

interpretation regarding responsible parties, resource allocation, applied procedures, and expected results (Hill & Hupe, 2014).

In Indonesia, Population Administration is governed by Law No. 23 of 2006, amended by Law No. 24 of 2013, and operationalized by Presidential Regulation No. 96 of 2018 and Government Regulation No. 40 of 2019 (Republik Indonesia, 2006; 2013; 2018; 2019). It is defined as a series of structuring and disciplinary activities in the issuance of demographic documents and data through population registration, civil registration, the management of population administration information, and the utilization of its results for public services and sectoral development. At the regional level in Boven Digoel, these national mandates are localized through Regent Regulation No. 59 of 2016, which outlines the structural organization, primary duties, functions, and working procedures of the Disdukcapil.

2.3 Previous Studies

To situate this research, a comprehensive review of prior empirical studies was conducted, revealing distinct focus areas ranging from digital innovations to mobile service delivery and service quality in frontier regions.

Table 2: Summary of Previous Studies

Author & Year	Focus/Objective	Method	Key Findings
Belekubun, Saa, & Poli (2022)	Analyze e-KTP service quality in Asmat Regency Disdukcapil.	Qualitative Descriptive	e-KTP services faced network constraints, limited personnel and facilities, and uncertainty in completion times.
Arsyad & Rachmawati (2024)	Analyze implementation of online population administration policies in Sukabumi Regency.	Qualitative Descriptive	Implementation was supported by resources and SOPs, but constrained by technical aspects, digital literacy, and networks.
Indarti, Andriadi, & Rosidin (2024)	Evaluate electronic-based population admin policy in Bengkulu City using Dunn's criteria.	Qualitative Descriptive	SLAWE policy was suboptimal in effectiveness, efficiency, and responsiveness due to low public understanding, network disruptions, and limited access hours.
Kholiq, Sadhana, & Wiyani (2022)	Analyze implementation of KTP services based on Malang Regency Regional Regulation.	Qualitative Descriptive	Services closer to the community reduced distance, cost, time, and queue barriers. Hindrances included rigid policies and internet networks.
Prana, Winaya, & Purnamaningsih (2023)	Evaluate SIMELIK service program in Buleleng Regency.	Qualitative Descriptive	Program was deemed effective and efficient in expanding reach and saving time/costs. Constraints included limited socialization, old equipment, and internet.
Walahe, Podungge, Tabo, & Polingapo (2025)	Describe population admin service innovations in Gorontalo Regency.	Qualitative Descriptive	Innovations like mobile services (jemput bola), online apps, and self-service kiosks increased access, especially for remote areas. Constraints included operational vehicles and geographic literacy.
Warsono, Suprastiyo, & Astuti (2023)	Identify implementation model in Surabaya City.	Qualitative Case Study	Implementation model heavily relies on technology, call center complaints, staff training, and online services (E-Lampid).

Author & Year	Focus/Objective	Method	Key Findings
Wijaya & Hertati (2025)	Analyze JEBOL ANDUK Goes to School program for first-time KTP applicants.	Qualitative Descriptive	Program succeeded based on resources and bureaucratic structure; supported by trained officers and recording facilities in schools.

Source: Literature Review Compilation (2026).

As mapped in Table 2, while significant research exists, most studies focus on urban digital infrastructure. This research fills the gap by applying a rigorous mixed-methods evaluative framework in a highly decentralized, geographically fragmented frontier environment (Boven Digoel), merging normative organizational evaluation with empirical community experiences.

3. RESEARCH METHODS

3.1 Research Approach and Design

This research employed a qualitative descriptive-evaluative approach with a single-case study design, substantially supported by quantitative descriptive data (Yin, 2018). The single-case study design was selected to deeply investigate population administration services within the specific institutional and territorial context of Boven Digoel Regency. Dunn's (2018) evaluation criteria serve as the primary analytical framework. Quantitative questionnaire data were used exclusively as descriptive supportive evidence to illustrate user experiences and were not intended for statistical hypothesis testing or broad population generalization.

3.2 Research Location and Scope

The primary locus of the research was the Department of Population and Civil Registration of Boven Digoel Regency. Territorial data were sourced from service users and informants residing or working in five distinct districts: Mandobo, Mindiptana, Kombut, Yaniruma, and Waropko. These districts were purposively selected to represent varying distances and access challenges from the regency center, ranging from

2.23 km (Mandobo) to 188.56 km (Yaniruma). The temporal scope of the evaluation covers service delivery spanning from 2023 to the period of data collection in mid-2026.

3.3 Informants and Respondents

Data were triangulated using two distinct groups: qualitative informants and quantitative survey respondents.

Qualitative Informants:

Thirteen (13) informants were purposively selected based on their direct involvement, authority, or deep contextual knowledge of the services. This consisted of eight (8) internal informants (the parties being evaluated), including the Secretary/Acting Head of the Department, Heads of the three main divisions (PIAK, Population Registration, Civil Registration), SIAK operators, front office staff, biometric recording staff, and mobile service officers. Additionally, five (5) external informants provided independent assessments, comprising two District Heads (Kombut and Yaniruma), a healthcare facility representative, a district/village facilitator (also a prominent women's figure), and a village head who had recently utilized the services.

Quantitative Respondents:

The survey involved 72 service users. From this pool, 63 respondents who utilized the services between 2023 and 2026 were deemed valid for inclusion in the formal evaluation index calculation. The remaining nine respondents, whose service experience occurred more than three years prior, were utilized solely for descriptive contextualization of historical service experiences.

Table 3: Composition of Qualitative Informants

Informant Role / Position	Function / Information Provided	Qty
INTERNAL (Evaluated Parties)		
Secretary / Acting Head of Disdukcapil	General policy, targets, budget, apparatus, coordination, strategic constraints, repair priorities.	1
Head of PIAK and Data Utilization Div.	SIAK management, data quality/security, network, data utilization, digital services.	1
Head of Population Registration Div.	KTP-el, KK, migration, biodata changes, service coverage, registration constraints.	1
Head of Civil Registration Div.	Birth, death, marriage, divorce certificates, civil status changes, civil registration constraints.	1
SIAK Operator	Data input, verification, processing, system disruptions, data accuracy.	1
Front Office Staff	Applicant reception, information delivery, file checking, queuing, complaints.	1
KTP-el Recording Officer	Biometric recording, data checking, device usage, technical disruptions.	1
Mobile Service Officer	Mobile service execution/suspension, village reach, budget, document distribution, obstacles.	1

Informant Role / Position	Function / Information Provided	Qty
EXTERNAL (Evaluating Parties)		
Head of Kombut District	Document ownership conditions, access, transport, cost, coordination, district needs.	1
Head of Yaniruma District	Access from remote areas, river/air transport, communication networks, mobile service needs.	1
Healthcare Facility Representative	Link between civil documents and healthcare/BPJS access, vulnerable groups.	1
Village Facilitator & Women's Leader	Social/economic barriers, vulnerable communities, need for assistance, document utility.	1
Village Head / Service User	User experience, requirement difficulty, completion time, travel cost, village needs.	1

Total Informants: 13. Source: Research Data (2026).

3.4 Data Collection and Analysis Techniques

Data collection utilized a structured questionnaire, semi-structured interviews, non-participant observation, and extensive document review. The questionnaire translated Dunn's six criteria into 24 items, utilizing a 5-point Likert scale (1 = Very Poor to 5 = Very Good).

Quantitative analysis involved coding, tabulating, and calculating index scores using the formula: $\text{Index} = (\text{Actual Score} / \text{Maximum Possible Score}) \times 100$. The index ranges were categorized as: 20.00–36.00 (Very Poor), >36.00–52.00 (Poor), >52.00–68.00 (Fair), >68.00–84.00 (Good/Effective), and >84.00–100.00 (Very Good/Highly Effective).

Qualitative analysis followed the interactive model of Miles, Huberman, and Saldaña (2019), involving data condensation, data display, and conclusion drawing/verification. Data validity was ensured through source and methodological triangulation (Credibility), detailed contextual descriptions (Transferability), audit trails (Dependability), and strict reliance on empirical data traces (Confirmability) (Lincoln & Guba, 1985).

4. RESULTS

4.1 Institutional Context and Organizational Mandate

The Disdukcapil of Boven Digoel Regency operates out of Tanah Merah, Mandobo District. The

organizational structure is rigorously defined by Regent Regulation No. 59 of 2016. The Head of the Department leads the administration, supported by the Secretariat (handling program planning, finance, general administration, and personnel). The operational core is divided into three distinct divisions: the Population Registration Division (handling ID cards, family cards, and migrations), the Civil Registration Division (handling vital statistics like births, marriages, and deaths), and the PIAK and Data Utilization Division (managing the SIAK network, data consolidation, and innovations).

Observations confirm that the division of labor on the ground highly corresponds to this regulatory framework. Front office staff handle initial verifications, biometric officers manage physical recordings, and SIAK operators process the verified data into the national database.

4.2 Characteristics and Experiences of Respondents

To ground the evaluation, the demographic profile and logistical realities of the 72 surveyed users were documented. Demographically, 52.78% were female and 47.22% were male. The largest age cohort was 26–35 years (38.89%). Geographically, the respondents hailed from Mandobo (40.28%), Mindiptana (25.00%), Kombut (23.61%), Yaniruma (9.72%), and Waropko (1.39%).

Table 4: Service Experience of Respondents

Component	Category	Percentage (%)
Primary Service Used	KTP-el	75.00
	Family Card (KK)	18.06
	Birth Certificate	2.78
	Data Revision / Mutation	4.17
Service Channel	Disdukcapil Office (Central)	81.94
	District / Village Office	15.28
	Digital / Online	1.39
	Mobile Service (Jemput Bola)	1.39
One-Way Travel Time	Less than 1 hour	61.11
	1 to 3 hours	22.22
	3 to 6 hours	6.94

Component	Category	Percentage (%)
Number of Visits	More than 6 hours	9.72
	1 visit	34.72
	2 visits	45.83
	3 or more visits	16.66

Source: Primary Survey Data (2026). $N = 72$.

Table 4 reveals critical logistical bottlenecks. Over 81% of users were forced to travel to the central office in Tanah Merah. While 61.11% managed the trip in under an hour (primarily Mandobo residents), a significant 16.66% endured travel times exceeding three hours one-way. Furthermore, only 34.72% resolved their administrative needs in a single visit, pointing to systemic inefficiencies requiring multiple journeys.

4.3 Overall Policy Evaluation Based on Dunn's Criteria

The 63 valid responses generated a total of 1,490 scorable data points across the 24 items. The aggregated overall service index achieved a score of 74.03, placing the service squarely in the 'Effective' tier (range 68.01–84.00). However, dissecting this overall score via Dunn's six theoretical criteria exposes significant variances, as depicted in Table 5.

Table 5: Evaluation Index by Policy Criteria

Evaluation Criteria	Survey Items	Index Score	Categorization
1. Appropriateness	7, 16	75.36	Effective
2. Effectiveness	10, 13, 14, 24	75.06	Effective
3. Responsiveness	1, 2, 3, 11, 17, 18, 21, 22	74.31	Effective
4. Adequacy	4, 8, 12, 15	73.80	Effective
5. Equity	5, 19, 20	72.66	Less Effective
6. Efficiency	6, 9, 23	72.64	Less Effective

Source: Data Processing Output (2026).

4.4 In-Depth Analysis of Criteria

4.4.1 Effectiveness (75.06)

The effectiveness criterion relates directly to achieving targets and generating accurate outputs. The index score of 75.06 confirms that the fundamental bureaucratic machinery is functioning. The specific item measuring 'Utility of documents for accessing other public services' scored exceptionally high (78.39), proving that the documents successfully unlock access to health, education, and banking sectors.

Qualitative interviews corroborate this. The SIAK Operator (Informant I-05) stated: 'Once documents are received and verified by the Front Office, data is inputted into the system, verified again, and the final document is digitally signed by the authorized official.' However, effectiveness is constrained by issues like delayed citizen reporting of status changes, missing supporting documents, and supply chain breakdowns (such as the 2023 physical KTP-el blank shortage).

4.4.2 Efficiency (72.64)

Scoring the lowest at 72.64, efficiency remains the primary failing of the system. While the state mandates that civil registration is entirely free of official fees (Rp 0), the indirect costs borne by frontier citizens are severe. These include exorbitant riverboat or chartered flight costs, food, accommodation in Tanah Merah, and lost agricultural wages.

The Head of Yaniruma District (Informant I-10) highlighted this extreme burden: 'Public access to the Disdukcapil office in Tanah Merah is exceptionally

difficult. From Yaniruma, residents must rely on pioneer flights if schedules permit, or undertake a river journey that takes approximately two full days.' The survey item 'Resolution of issues without unnecessary repeated visits' scored a low 70.53, reflecting that nearly 17% of users had to make three or more trips, geometrically compounding these indirect financial burdens.

4.4.3 Adequacy (73.80)

Adequacy measures if the service effectively solves the public's root problems. While the system scores well in handling standard applications, it struggles deeply with complex socio-legal realities. For instance, many indigenous couples possess unrecorded customary marriages, preventing the issuance of formal birth certificates for their children (Karepesina, 2026).

Furthermore, the item measuring 'Availability of alternative procedures during disruptions' scored a dismal 68.33. When the server goes down, electricity fails, or printer ribbons run out, the department lacks robust contingency protocols, forcing citizens who traveled days to simply wait indefinitely or return home empty-handed.

4.4.4 Equity (72.66)

Equity measures fairness in access. The score of 72.66 ('Less Effective') underscores a severe spatial disparity. Cross-tabulating the overall index by district reveals a stark divide: residents of the central Mandobo District rate the service at 79.12 (Effective), whereas residents from remote Yaniruma rate it at 63.10 (Less Effective).

The crux of this inequity is the suspension of proactive mobile services (jemput bola). As the Mobile Service Officer (Informant I-08) testified: 'My duty was to provide direct services in villages... However, since 2021, mobile services are no longer implemented due to budget constraints.' By halting outreach, the government effectively shifted the logistical and financial burden entirely onto the most geographically marginalized populations.

4.4.5 Responsiveness (74.31) and Appropriateness (75.36)

When citizens successfully reach the office, they report that staff are highly responsive and willing to assist with difficulties (scoring 75.41). Appropriateness scored the highest overall (75.36), affirming that the structural division of labor under Regent Regulation No. 59 of 2016 accurately aligns with the operational requirements of processing civil data.

However, responsiveness is weak in asynchronous communication. Real-time updates on document processing status and formal grievance feedback loops are practically non-existent for citizens once they return to their distant villages.

5. DISCUSSION

5.1 Evaluation against the Institutional Mandate

Evaluated against Regent Regulation No. 59 of 2016, the Disdukcapil successfully executes its internal administrative divisions. The separation of powers between demographic registration, civil vital statistics, and SIAK data management functions smoothly. The integration of electronic signatures and centralized data validation demonstrates adherence to national standards established in Law No. 24 of 2013.

However, the mandate implies universal service provision. The Acting Head of Disdukcapil (Informant I-01) candidly admitted: 'The general policy aims for accessible, fast, accurate, and free services... However, regarding access and speed, we have not fully achieved this.' The failure lies not in the organizational structure itself, but in the spatial deployment of those organizational resources.

5.2 Theoretical Synthesis and Comparative Analysis

Through the lens of Dunn's (2018) policy evaluation theory, the policy creates a paradox: it is highly effective in producing valid outputs, but inefficient and inequitable in its implementation mechanics. This validates the implementation theories of Hill and Hupe (2014) and Van Meter and Van Horn (1975), which postulate that strong legal frameworks often falter due to insufficient resource allocation at the execution layer (e.g., stopping the mobile service budget).

These findings strongly corroborate Belekubun *et al.*, (2022), who observed identical network,

personnel, and time-certainty failures in the neighboring Asmat Regency in Papua. The spatial similarities between Asmat and Boven Digoel prove that extreme geographic fragmentation fundamentally limits the efficacy of centralized bureaucratic models.

Conversely, this study contrasts with the findings of Warsono *et al.*, (2023) in Surabaya, where digital platforms (E-Klampid) and call centers successfully revolutionized service delivery. In Boven Digoel, digitalization is hampered by the lack of broadband infrastructure (Diskominfo, 2024), meaning that e-government solutions cannot currently serve as the primary equalizer.

The most salient comparative lesson is drawn from Prana *et al.*, (2023) and Walahe *et al.*, (2025). In Buleleng and Gorontalo, robustly funded, scheduled mobile outreach ('jemput bola') proved to be the decisive factor in elevating both efficiency and equity. The suspension of this exact program in Boven Digoel is the empirical root cause of the declining equity scores.

5.3 Formulating Strategic Improvements

To resolve these structural bottlenecks, improvements must target decentralization and contingency planning rather than merely optimizing the central office.

First, mobile services must be resurrected. This is not an optional luxury; in a 27,000 km² regency, it is an administrative necessity. Second, the role of district and village apparatuses must be legally and operationally upgraded. While they cannot issue KTP-els, they can serve as formal nodes for document verification, application collection, and distribution, thereby absorbing the travel burden on behalf of the citizens. Third, robust contingency SOPs must be drafted. If the central SIAK server goes offline, there must be a legally binding mechanism to log applications manually and guarantee delivery to the village, preventing citizens from waiting idly in the regency capital.

6. CONCLUSION AND RECOMMENDATIONS

6.1 Conclusion

Based on the comprehensive evaluation, population administration services at the Disdukcapil of Boven Digoel Regency are fundamentally operational and generate accurate, legally valid, and highly beneficial documents for the populace. Quantitatively, the service achieved a composite index of 74.03, denoting an 'Effective' overall status. Qualitatively, the criteria of effectiveness, adequacy, responsiveness, and appropriateness are being met, demonstrating strong alignment with the organizational mandates of Regent Regulation No. 59 of 2016.

However, the evaluation uncovers critical failures in efficiency and equity. The extreme geographic expanse of the regency, compounded by the suspension

of mobile outreach programs since 2021, has forced a centralized service model that places exorbitant indirect financial and temporal burdens on citizens in remote districts. Furthermore, the system lacks adequate resilience, often leaving citizens stranded during recurring network outages or physical supply shortages.

6.2 Recommendations

The Boven Digoel Regency Government should strengthen population administration services by allocating adequate funding for mobile services (*jemput bola*) in remote areas. Disdukcapil should establish alternative SOPs for network disruptions and document shortages while scheduling mobile services based on village-level needs. District and village governments should also facilitate document verification and distribution to reduce citizens' travel burdens. Future research should evaluate the long-term impact of mobile services on demographic inclusion and examine the integration of customary marriages into the civil registration system.

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