



Implementation of Population Administration Service Policy through the *Jemput bola* Program in Badung Regency

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Abstract

Unequal access to population administration services remains a persistent governance challenge in Indonesia, especially for residents of remote and underserved areas, and it undermines the guarantee of legal identity mandated by SDG Target 16.9. In Badung Regency, about 14.7% of residents required to hold an identity card still lack complete population documents, which makes it urgent to understand why the *Jemput Bola* Program, an outreach service through which the Population and Civil Registration Office delivers administrative services directly to communities, performs unevenly across the regency. This study aims to analyze how the program is implemented across Badung's contrasting urban and rural sub-districts using Edwards III's policy implementation framework (communication, resources, disposition, and bureaucratic structure). A qualitative-dominant mixed-methods case study was applied: in-depth interviews with 23 purposively selected informants, field observation, and document review formed the core evidence, while a structured Likert-scale survey of 178 residents was embedded only to triangulate community perceptions. Findings show a 37.4% expansion in service coverage relative to the pre-program period, narrowing the access gap in previously underserved villages. Community satisfaction reached 87.4% (up from 74.2%) and turnaround time fell from 6.8 to 3.2 days, indicating that the program's main value lies in relocating the point of service closer to residents. However, inconsistent SOP application, uneven officer training, and limited vehicles and connectivity continue to constrain equitable delivery, and the four dimensions operate as a coupled system rather than as independent factors.

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INTRODUCTION

Population administration is a fundamental pillar of state governance, as stipulated in Law Number 24 of 2013 on Population Administration, which guarantees the recognition of legal identity, certainty of citizenship status, and the availability of population databases for development planning (Republik Indonesia, 2013). This significance is further reinforced in the global context through the Sustainable Development Goals (SDGs), particularly Target 16.9, which mandates the provision of legal identity for all, including birth registration, as a prerequisite for achieving inclusive and accountable governance (Kementerian PPN/Bappenas, 2023). The availability of population documents is not merely an administrative obligation, but rather an instrument of social justice that determines citizens' access to healthcare, education, social assistance, and legal protection (Eskelinen, 2021; Gunawan, 2025; Utami et al., 2025; Kareth et al., 2026).

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Paradoxically, this urgency has not been fully realized in practice. Data from [Badan Pusat Statistik Kabupaten Badung \(2022\)](#) indicated that approximately 14.7% of the population required to possess an identity card (KTP) in Badung Regency, Bali, had not yet obtained one, with the highest proportions recorded in Petang District (22.3%) and Abiansema District (18.6%). This gap is inseparable from the contrasting geographical character of Badung: the southern region, such as Kuta and Seminyak, is an international tourism hub with high population mobility, whereas the northern region, such as Petang and Abiansema, remains rural with limited access to infrastructure and public services.

As a policy response, the Government of Badung Regency launched the *Jemput bola* (Proactive Outreach) Program in 2019 and strengthened it through Badung Regent Regulation Number 41 of 2021 ([Pemerintah Kabupaten Badung, 2021](#)). The *Jemput bola* Program positions officials from the Department of Population and Civil Registration (*Disdukcapil*) to proactively visit villages, schools, community health centers (*Puskesmas*), and social institutions, ensuring that citizens do not need to travel to service offices ([Nurmalasari et al., 2019](#); [Marfiati & Reviandani, 2023](#); [Wijaya & Hertati, 2025](#)). Although the concept is simple, the success of its implementation depends on four determinants formulated by [Edwards III \(1980\)](#): communication, resources, disposition of implementors, and bureaucratic structure a framework that remains highly relevant today for dissecting the complexities of field bureaucracy.

Previous studies on similar programs show a pattern of findings that are both complementary and contrasting. In Balangan Regency, South Kalimantan, the aspects of coordination, socialization, and standard operating procedures (SOPs) functioned well, but limitations in operational vehicles, recording equipment, and the number of personnel hindered schedule consistency ([Hidayat et al., 2024](#)). Conversely, in Surabaya City, a similar program known as "*Jebol Anduk*" operated more effectively because it was supported by the network of Community Halls (*Balai RW*) at the sub-district (*kelurahan*) level, which comprehensively met public service standards ranging from procedures to staff competencies ([Ananda & Nawangsari, 2024](#); [Putri, 2023](#)). A relatively identical pattern also emerged in *Jemput bola* services for vulnerable groups and remote areas: the issuance of population documents for the Baduy Indigenous Community in Lebak Regency, Banten, demonstrated that cross-institutional collaboration can overcome geographical barriers ([Putri et al., 2024](#)), while the *Jemput bola* service for birth certificate issuance in Baubau City, Southeast Sulawesi, confirmed the role of this instrument in expanding civil registration coverage outside urban centers ([Wanianse, 2023](#)). Overall, these four studies share a commonality in placing infrastructure readiness, human resources, and institutional support as the primary determinants of the success of the *Jemput bola* Program, while differing in the geographical context and institutional scale examined, ranging from regencies with difficult terrain and cities with established service networks to isolated indigenous communities. However, all of these studies share the same limitation: they were conducted in regions that are relatively homogeneous geographically, thus failing to address how program implementation functions when a single administrative jurisdiction encompasses highly contrasting regional characteristics simultaneously.

The study by [Rafi et al. \(2023\)](#) illustrates the second limitation. It found the service quality of the *Jemput Bola* Program in Bogor Regency to be good (score of 4.12), strongly correlated with public satisfaction ($r = 0.782$) and contributing 61.1% of satisfaction. Its relatively low score on the trust dimension (3.94), however, signals unresolved issues in the service process, because apparatus readiness, SOP consistency, resource allocation, and bureaucratic bottlenecks were not part of its research design. Research on the *Jemput Bola* Program thus tends to stop at evaluating outputs and user perceptions, and the process through which those outputs are produced, particularly in regions of high geographical and social complexity, remains understudied.

This research gap is especially relevant to Badung Regency, which merges two geographical-social poles within one administrative territory: a highly mobile urban-tourism area in the south and a rural area with limited accessibility in the north. Such contrasting conditions have not been the focus of previous implementation research on the *Jemput Bola* Program, which generally examined regions with relatively uniform characteristics. Studying implementation under these conditions is important because it shows how the principle of equitable service mandated by SDG Target 16.9 can be assessed not only at the policy level but also in diverse field practices, and because equity concerns whether disadvantaged groups obtain a fair opportunity rather than

whether every area receives identical service volumes (Braveman, 2014). Based on this gap, the study addresses three research questions: (RQ1) How are communication, resources, disposition, and bureaucratic structure realized in the implementation of the Jemput Bola Program across the urban and rural sub-districts of Badung Regency? (RQ2) How do these four dimensions interact to produce differences in service outcomes between sub-districts? (RQ3) To what extent has the program expanded access to population administration services, and how can its implementation be strengthened?

Accordingly, this study aims to: (1) analyze the readiness of Badung Regency Disdukcapil officials in executing the Jemput Bola Program; (2) evaluate the availability and consistency of SOP implementation in the field; (3) map resource allocation and the challenges faced; and (4) formulate recommendations for strengthening similar programs in regions with comparable geographical characteristics. Theoretically, the study contributes to the application of Edwards III's (1980) model by testing its four determinants simultaneously within a heterogeneous regional context under one jurisdiction and by showing that they interact rather than operate independently, an analytical dimension that remains relatively untapped in Indonesian public policy implementation literature. Practically, the findings are expected to serve as a reference for the Badung Disdukcapil and regions with similar geographical conditions in designing proactive outreach strategies that are adaptive to regional disparities, while providing an empirical contribution to the achievement of SDG Target 16.9 at the regency/city level.

METHOD

Research Design

This study employs a mixed-methods design with a qualitative-dominant embedded strategy (QUAL + quan). Qualitative data serve as the primary basis for analysis, while a smaller quantitative strand is embedded within the same data-collection process to support and verify the qualitative findings (Creswell & Plano Clark, 2018). The design was chosen to enable an in-depth, contextual understanding of how the Jemput Bola Program is implemented, while also capturing the breadth of community perceptions across sub-districts that in-depth interviews alone could not reach. The study is framed as a single-case study of Badung Regency, with its six sub-districts as embedded units of analysis (Yin, 2018). Qualitative data were obtained through in-depth interviews, field observations, and document review, whereas a structured Likert-scale survey served as an embedded supporting instrument (Schoonenboom & Johnson, 2017). The survey was not used to test hypotheses or to generalize statistically; its function was to map the distribution of community perceptions and to triangulate the qualitative findings. The study therefore remains descriptive-analytical and qualitative in emphasis, as required to capture implementation nuances that cannot be adequately reduced to numerical data alone (Yin, 2018).

Research Location and Time

The research was conducted at the Population and Civil Registration Office (*Disdukcapil*) of Badung Regency, as well as in the six sub-districts where the *Jemput bola* Program is implemented: Kuta, South Kuta, North Kuta, Mengwi, Abiansema, and Petang. Data collection took place over six months, from March to August 2024.

Research Informants and Respondents

Informants were selected using a purposive sampling technique, in which selection is based on relevant knowledge, direct involvement, and strategic position in relation to the phenomenon under study, rather than on statistical representativeness (Andrade, 2021). Selection criteria were tailored to each informant category: (1) Disdukcapil officers (5 people), selected for their direct involvement in policy formulation and oversight of the *Jemput bola* Program; (2) operators and field officers (10 people), selected based on at least one year of active involvement in program implementation; (3) sub-district and village officials (5 people), selected for their role as facilitators of scheduling and community mobilization; and (4) service recipients (3 people), selected based on direct experience receiving *Jemput bola* services during the research period. A total of 23 informants was considered adequate to reach data saturation, as the range of perspectives across

these four categories covered the entire implementation process, from policy formulation to service delivery.

Survey respondents were drawn from the population of ID-card-eligible residents (N) across the six sub-districts using proportional stratified random sampling, with each sub-district treated as a stratum. The sample size was determined with the Slovin formula, $n = N / (1 + Ne^2)$, at a margin of error (e) of 7.5%. Because N is in the hundreds of thousands, the formula converges to approximately $1/e^2 = 177.8$, which was rounded up to 178 respondents. A 7.5% margin of error was considered acceptable because the survey plays a supporting role in a qualitative-dominant design rather than serving as the basis for statistical inference. The 178 respondents were then allocated to each sub-district in proportion to its share of the eligible population ($n_i = (N_i / N) \times 178$) and selected randomly within each stratum. This procedure allows variation in community perceptions across the research area to be represented adequately, without claiming the full statistical generalizability that is typical of purely quantitative research.

Research Instruments

The research instruments, both the interview guide and the survey questionnaire, were developed based on the four dimensions of [Edward III's \(1980\)](#) policy implementation model: communication, resources, disposition, and bureaucratic structure. The interview guide consisted of semi-structured questions exploring informants' experiences and perceptions across each dimension, while the survey questionnaire used a 1-5 Likert scale with indicators designed to parallel the interview indicators, allowing the two types of data to be compared during triangulation. The relationships between the dimensions, interview indicators, and questionnaire indicators are presented in Table 1.

Table 1. Relationship between Edward III's Dimensions and Research Instrument Indicators

Edward III Dimension	Interview Indicators	Questionnaire Indicators
Communication	Clarity of information and schedule dissemination to the community; coordination among implementing units	Clarity of service information; timeliness of dissemination; ease of access to schedule information
Resources	Availability of personnel, mobile facilities (vehicles, recording equipment), and operational budget	Adequacy of staff numbers; completeness of equipment; timeliness of service
Disposition	Officers' attitude, commitment, and motivation in implementing the program	Officers' friendliness; responsiveness; sincerity in service delivery
Bureaucratic Structure	Clarity of SOPs, division of tasks, and cross-agency coordination	Clarity of procedures; consistency of service across locations; ease of the document-processing flow

Rationale for Using a Survey within a Qualitative Study

The use of a Likert-scale survey within a study that is philosophically qualitative is not intended to test hypotheses or produce statistical generalizations, but rather to strengthen method triangulation and to map patterns of community perception more systematically across six sub-districts with differing geographical characteristics. Survey data complement the findings of in-depth interviews: while qualitative data reveal the patterns and meanings behind informants' experiences, survey data provide a picture of the distribution of these perceptions across a wider population, so that the resulting conclusions are not only in-depth but also carry greater representativeness ([Creswell & Plano Clark, 2018](#)). In the analysis, survey data were mapped onto the same four Edward III dimensions used in the interview guide, allowing the two data types to cross-validate one another during triangulation rather than standing as a separate quantitative analysis.

Instrument Validity and Reliability Testing

Before use, the questionnaire instrument was tested for validity and reliability through two stages. First, content validity was assessed through expert judgment by academics and practitioners in population administration to evaluate the relevance of each item to the Edward III dimensions. Second, construct validity was tested using Pearson Product-Moment correlation between each item's score and the total dimension score, with an item deemed valid if the

calculated r-value exceeded the table r-value at a 5% significance level (Sürücü & Maslakçı, 2020). Reliability was tested using Cronbach's Alpha coefficient, with a reliability threshold set at an alpha value greater than 0.70 (Sürücü & Maslakçı, 2020). A pilot test was conducted with respondents outside the research sample prior to distributing the main survey, to ensure that all items were consistently understood by respondents from diverse backgrounds.

Field Observation

Field observations were conducted directly during the implementation of the *Jemput bola* Program at the research sites, focusing on three main aspects: (1) apparatus readiness, including the number of officers present, completeness of data-recording equipment, and punctuality of arrival according to schedule; (2) service flow, including consistency in SOP implementation in the field, queuing mechanisms, and coordination among officers; and (3) community response, including resident participation, complaints raised, and interactions between officers and residents during service delivery. Observation results were recorded in structured field notes and used as comparative (cross-check) data against interview and survey results during source triangulation, enabling the identification of consistencies or gaps between what informants reported and what actually occurred in the field.

Research Procedure

Overall, the research stages followed the flow presented in Figure 1: beginning with instrument development and testing, research permits and informed consent, data collection through four techniques (interviews, surveys, observation, and document review), method and source triangulation, and concluding with data analysis and conclusion drawing.

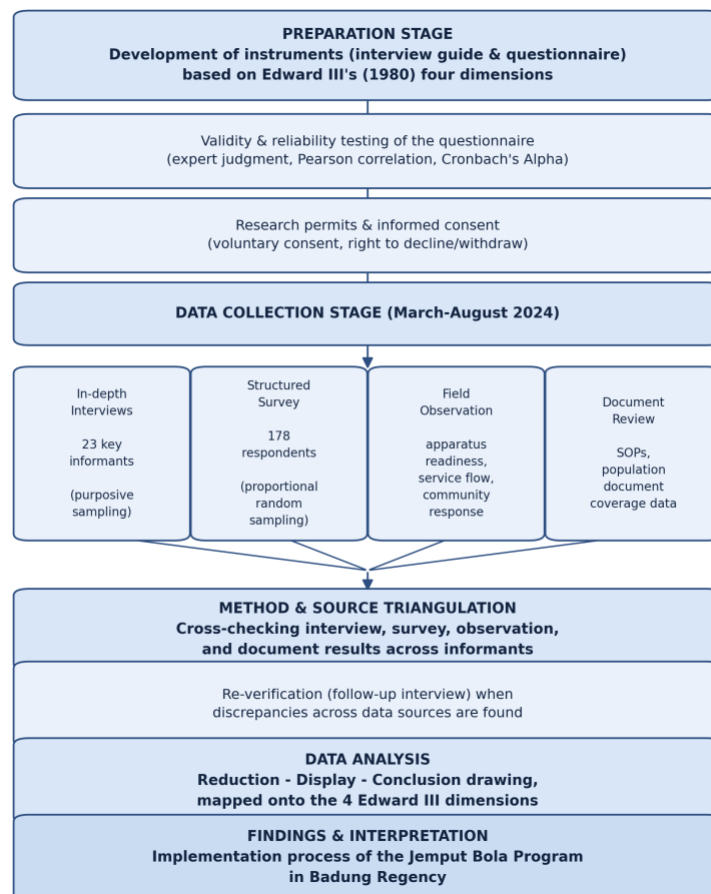


Figure 1. Research Procedure Flowchart

Data Analysis Technique

Data were analyzed through three iterative stages: data reduction, data display, and conclusion drawing (Stoudt et al., 2021). The analytical framework applied Edward III's policy

implementation model, comprising four dimensions: communication, resources, disposition, and bureaucratic structure. Data from interviews, observations, surveys, and document review were mapped onto these four dimensions and then compared to identify patterns, consistencies, and gaps across data sources. To enhance the credibility and trustworthiness of the findings, this study applied both method triangulation and source triangulation. Method triangulation was carried out by comparing data from field observations, structured surveys, in-depth interviews, and document review, while source triangulation involved cross-checking information from government officials, program implementers, and service-recipient community members to ensure the consistency and accuracy of the findings. Discrepancies identified during analysis were further verified through follow-up interviews and additional document review until consistent interpretations were achieved across sources.

Research Ethics Considerations

Ethical considerations were applied consistently throughout the research process. Prior to data collection, all participants received an explanation of the study's objectives, procedures, potential risks, and benefits, and provided informed consent voluntarily and in writing. In line with the principle of continuous consent, consent was not treated as a one-time formality at the outset of the study but was reconfirmed during subsequent interviews or observations whenever the context of data collection changed (Klykken, 2021). Participants were also informed of their right to decline specific questions or withdraw from the study at any time without consequence. To protect participants' privacy, all personal data were anonymized through informant coding, and all collected data were treated confidentially and used solely for academic purposes. Consent forms and interview recordings were stored securely and were accessible only to the research team.

RESULTS AND DISCUSSION

Overview of the Implementation of *Jemput bola* Program

Since 2019, the *Jemput bola* program in Badung Regency has functioned as a proactive service delivery mechanism designed to bring population administration services directly to communities with limited access to the Disdukcapil office. The program gained renewed momentum in the post-pandemic period (2022–2023), a shift that reflects a deliberate reallocation of field resources to clear the service backlog accumulated during the pandemic rather than a mere resumption of routine activity. In 2023, the program reached 3,089 residents across 62 villages through 148 field activities, based on data from the Badung Disdukcapil. Figure 2 presents the distribution of service achievements across the featured villages.

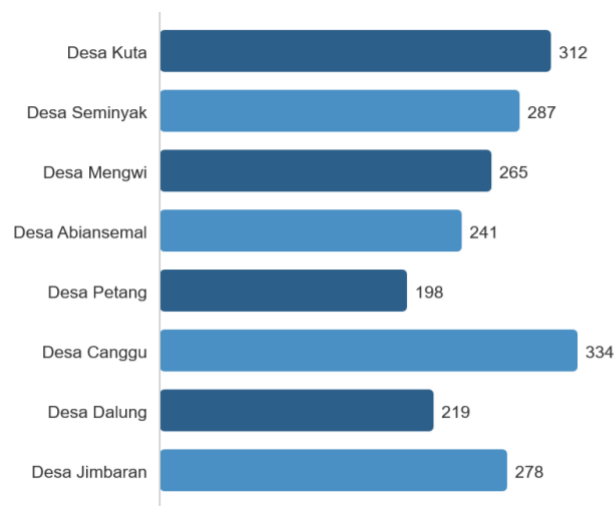


Figure 2. Number of Residents Served per Featured Village of *Jemput bola* Program (2023)

Figure 2 shows that Canggu Village recorded the highest achievement (334 residents), followed by Kuta Village (312 residents), while Petang Village recorded the lowest (198 residents). This distribution is not incidental: Canggu and Kuta are densely populated coastal areas with a high

proportion of migrant and seasonal residents, whose administrative needs are high in volume and comparatively easy to serve given shorter travel distances and better road access. Petang, by contrast, is a mountainous sub-district in which field teams must cover a wider geographic radius per resident served; when the figures are weighted against each village's population base, Petang's relative reach is on par with, or exceeds, that of the urban villages. This indicates that raw service volume is a misleading proxy for program equity, and that a population-weighted indicator would more accurately capture the program's redistributive function a methodological point that has not been raised in prior *Jemput bola* evaluations and constitutes one of the contributions of the present study. This is consistent with the view that equity requires attention to disadvantaged groups rather than equal outputs (Braveman, 2014).

Communication Dimension: Partial Socialization

In-depth interviews with field officers and village heads reveal that the program's communication mechanism operates on two tracks: internal (Disdukcapil to field officers) and external (officers to the community). Internally, 8 of the 10 officers interviewed reported that pre-activity briefings were inconsistent, at times conducted only a day beforehand and at times limited to a WhatsApp message without technical elaboration. As one field officer explained, "sometimes we get the schedule the day before, sometimes just a WhatsApp message the night before with no explanation of what equipment or documents we need to bring."

Socialization to the community proved to be an even more pronounced weakness: 41.2% of survey respondents reported learning of the *Jemput bola* schedule only on the day of the activity or afterward. Tracing this pattern to its source, the weakness originates less from a lack of communication channels than from the absence of a standardized lead-time requirement in the SOP: village heads are notified through informal channels phone calls or WhatsApp groups rather than a fixed notification protocol, so the timeliness of information delivery depends on individual officers' initiative rather than a systemic guarantee. One village head noted, "we are told to prepare the community, but often we ourselves only find out when the team is already on its way."

This condition corroborates Edward III's (1980) proposition that clarity and consistency of communication are fundamental prerequisites for effective implementation; the *Jemput bola* case shows specifically how the erosion of consistency, more than clarity alone, undermines the public's ability to convert awareness into participation. In a similar setting, Najib and Adawiyah (2023) argue that effective implementation requires active participation from target groups, which is difficult to secure without planned socialization; the Badung finding sharpens this claim by locating the shortfall in scheduling discipline rather than in message content. Van Meter and Van Horn (1975) further note that the surrounding social environment and inter-organizational interaction shape a program's capacity to reach its target population equally, a dynamic reflected in Badung through uneven notification practices between sub-districts. Taken together, these findings suggest that public enthusiasm for the program is not converted into concrete participation whenever the timing not merely the existence of information delivery is left to individual discretion.

Resource Dimensions: Not Optimal Capacity

Although the *Jemput bola* program has expanded the accessibility of population administration services, its effectiveness is bounded by the adequacy and readiness of its human resources the second of Edward III's implementation dimensions. Table 2 summarizes the program's human resource profile to illustrate this constraint in more concrete terms.

Table 2. Human Resource Profile of the Badung Disdukcapil *Jemput bola* Program

No.	Job Title/Position	Quantity	Education	Training Status
1	Head of the Dukcapil Office	1 Person	S2 Public Administration	Trained
2	Head of Service	3 People	S1/S2	Trained
3	SIAM System Operator	8 People	S1 Informatics Engineering	Trained
4	Field Officer Picks Up the Ball	12 People	D3/S1	Trained
5	Administrative Personnel	15 People	SMA/D3/S1	Partially Trained
6	IT Support Staff	4 People	S1 Informatics Engineering	Trained

Quantitatively, the workforce appears adequate, with 43 active personnel assigned to the program. The more consequential issue, however, lies in training coverage rather than headcount: of the 12 field officers, only 7 have completed comprehensive training on the SIAK Online system and portable devices. This gap explains rather than merely accompanies the delays observed in several remote villages, since untrained officers who encounter a technical fault in the field have no standard troubleshooting procedure to fall back on and must wait for remote assistance that is itself intermittent given the connectivity constraints discussed below. A senior field officer described this dynamic directly: “when the device freezes and there is no signal to call the office, we can only reschedule the resident and come back another day.”

This pattern parallels the finding in Balangan Regency, where the absence of adequate recording equipment and trained personnel rather than weaknesses in coordination or SOP design was identified as the principal constraint on a comparable mobile service program (Hidayat et al., 2024). The convergence between the two cases suggests that under-resourcing of front-line personnel is a structural, not site-specific, vulnerability of Jemput-Bola-type programs, and that closing it requires targeted refresher training rather than a general increase in staff numbers. To capture obstacles beyond human resources, Table 3 maps the remaining dimensions of resource condition identified through interviews and document review.

Table 3. Mapping of Resource Conditions and Obstacles in Program Implementation

Resource Dimensions	Actual Condition	Major Obstacles
Human Resources	Trained officers, 43 people spread across 6 sub-districts	Uneven quality between regions
Facilities & Infrastructure	2 unit cars, 5 official motorcycles, laptop + portable printer	Limited equipment, often damaged in the field
Budget	IDR 1.8 billion/year allocated from the APBD	Often cut efficiency policies
SOPs & Regulations	Perbup No. 41/2021 as a legal umbrella	SOPs have not been updated for the digital era
Information Technology	SIAK Online System, an officer's mobile application	Unstable internet connection in remote areas
Cross-Sector Coordination	MoU with villages, sub-districts, and health centers	Data synchronization between agencies is not optimal

The data in Table 3 show that resource constraints in Badung are multidimensional rather than confined to personnel. Two operational vehicles must rotate across six sub-districts, which caps the frequency of visits each village can receive regardless of demand; unstable SIAK Online connections in Petang and parts of Abiansema periodically force officers back onto manual, paper-based recording, which slows processing and reintroduces the transcription errors the digital system was meant to eliminate. This configuration differs sharply from urban implementations: in Surabaya, comparable service standards are met without disruption because facilities are more evenly distributed across sub-districts (Putri, 2023), and Ananda & Nawangsari (2024) similarly report that Surabaya's kelurahan-level Jebol Anduk program benefited from stable local infrastructure that Badung's more dispersed and topographically uneven service area does not share.

The comparison indicates that Badung's resource gap is geographic in origin rather than purely budgetary: the same nominal allocation of vehicles, devices, and connectivity produces uneven outcomes because Badung must stretch fixed resources over a larger and more varied territory, a governance challenge that additional funding alone would only partially resolve. The connectivity problem also echoes broader observations that the benefits of digital transformation in Indonesian public services depend on supporting infrastructure and capable implementers (Syafarudin & Haris, 2025), and that local government capacity conditions how well services reach citizens (Setiawan et al., 2022).

Dimensions of Apparatus Disposition

One of the most notable findings of this study is the strength of individual officers' commitment despite frequently unfavorable working conditions. Eight of the ten officers

interviewed described a strong intrinsic motivation grounded in the perceived social value of their work. As one senior field officer explained, “the greatest satisfaction came from the moment when an elderly person who had never had an ID card in his life finally got it through this program” a statement that illustrates how disposition here functions less as compliance with directives and more as a self-sustaining source of motivation largely independent of the resource and structural constraints described above. This orientation resembles the “serving rather than steering” ethos of the New Public Service (Denhardt & Denhardt, 2000).

This finding both supports and qualifies Mwesigwa’s (2021) argument that implementer commitment can partially offset resource shortages: in Badung, high field-level commitment did compensate for equipment and training gaps in the short term, but it did not translate into consistent managerial support from middle officials, producing vertical tension between operational enthusiasm and administrative follow-through. Compared with Kasih and Harsanti’s (2022) study of a similar e-KTP pick-up service in Buton Tengah, where disposition was reported as uniformly positive across organizational levels, the Badung case reveals a more specific finding that has not been documented elsewhere in this literature: positive disposition can be strong at the point of service delivery yet still fail to propagate upward through the bureaucratic hierarchy, which limits its systemic value even where it succeeds at the individual level.

Dimensions of Bureaucratic Structure: SOPs and Coordination Fragmentation

Perbup No. 41/2021 formally sets out 12 procedural stages for the *Jemput bola* program, from schedule planning to post-activity reporting. Interviews and field observation show, however, that adherence to these stages is uneven: in the three sub-districts with more trained personnel (Kuta, South Kuta, North Kuta), the SOP is followed relatively consistently, whereas in Petang and Abiansema officers informally simplify procedures a practice that is locally rational, since it allows activities to proceed despite time and equipment constraints, but that comes at the cost of data accuracy. Newman and Head (2017) describe this kind of situation as reflecting low problem tractability, in which variation in field conditions outpaces the capacity of a uniform SOP to anticipate it; the Badung case extends this argument by showing that tractability is not fixed but correlates directly with local training levels sub-districts with better-trained officers experience the SOP as more tractable, which indicates that structure and resources are not independent dimensions but interact directly. Such informal simplification is a familiar form of street-level discretion, in which front-line workers adapt rules to cope with demand and limited resources (Lipsky, 2010), and the absence of standardized procedures has likewise been reported to hamper services for vulnerable groups elsewhere in Indonesian local government (Saputra et al., 2026), which suggests that the pattern is not unique to Badung.

Cross-sector coordination represents a further structural weakness. The program is intended to work in tandem with posyandu, PKK, and puskesmas activities, but the existing memoranda of understanding (MoU) have not been translated into a scheduled, operational coordination mechanism. Of the five village heads interviewed, only two confirmed receiving *Jemput bola* schedule notifications consistently from Disdukcapil. One village head observed, “we have signed the cooperation agreement with Disdukcapil, but there is no fixed schedule we can pass on to the posyandu or PKK cadres in advance.” This confirms Van Meter and Van Horn’s (1975) argument that weak inter-organizational interaction constrains the achievement of overall policy objectives, and it indicates that the MoU’s shortcoming is one of implementation rather than design: the agreements exist on paper but lack an operational trigger such as a shared calendar or a designated liaison that would convert them into routine coordination.

Analysis of Document Type Distribution and Service Trends

Beyond reach and structure, the type of documents processed indicates which public needs the program is actually meeting. Figure 3 presents the distribution of population document types processed through *Jemput bola* in 2023.

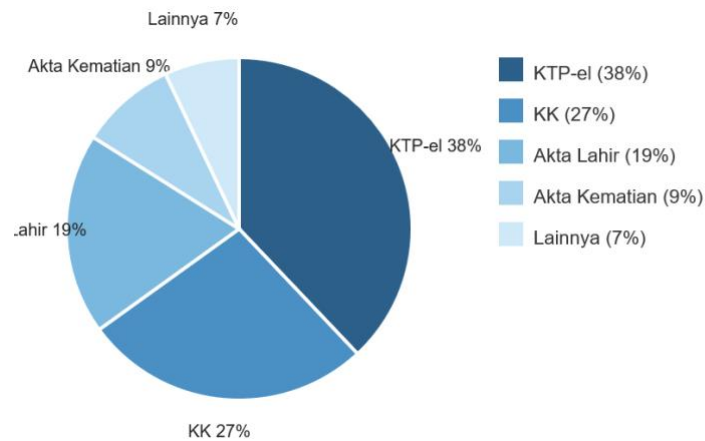


Figure 3. Distribution of Types of Population Documents Processed through the *Jemput bola* Program (2023)

Figure 3 shows that e-ID cards dominate service volume (38%), followed by Family Cards (27%) and Birth Certificates (19%). This composition suggests that the program is reaching residents at the point of their most foundational documentation needs: e-ID cards and Family Cards are prerequisite documents for accessing a wide range of other public services, so their prevalence indicates that *Jemput bola* functions as an entry-point service rather than a supplementary one. The comparatively high share of Birth Certificate processing further suggests growing public awareness of civil registration for children, though it also implies a backlog of previously unregistered births that the program is now absorbing rather than a simple rise in new births.

To assess whether this composition has translated into steady operational performance, Figure 4 compares the monthly number of citizens served in 2022 and 2023.

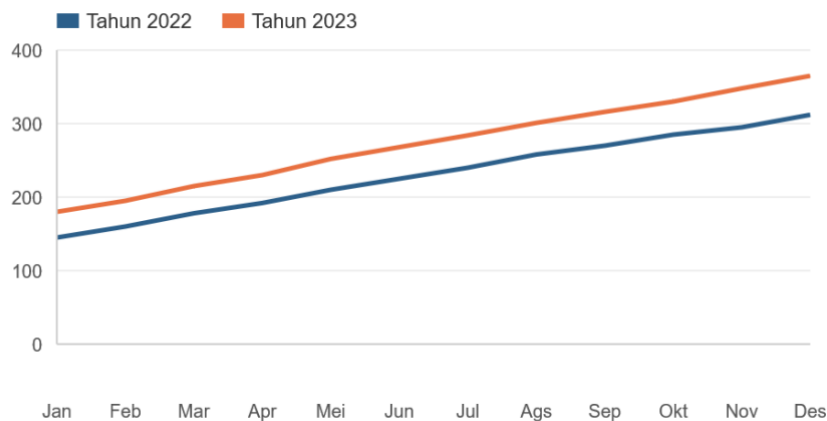


Figure 4. Trend of the Number of Citizens Served per Month: Comparison of 2022 and 2023

Figure 4 shows a consistent upward trend in both years, with 2023 recording an average increase of 25.3% over 2022. This growth is concentrated in the second half of the year (July–December), a pattern that coincides with, and is plausibly explained by, the third-quarter disbursement of supplementary budget allocations, which allows a higher frequency of field activities in that period. The dip observed in February–March, conversely, tracks the onset of the rainy season, which restricts officer mobility in the more remote villages; this seasonal sensitivity indicates that the program's throughput depends as much on climatic and fiscal calendars as on institutional capacity, a dependency not addressed anywhere in the current SOP.

Performance Evaluation: A Comparison Before and After the Program

To determine whether these operational patterns have produced a measurable service improvement, Table 4 compares key performance indicators before and after the introduction of the *Jemput bola* program.

Table 4. Comparison of Population Administration Service Performance Indicators Before and After the Implementation of *Jemput bola* Program

Performance Indicators	Post-Pick Up Ball (2023)	Before Picking Up the Ball (2020)	Differences
Data Accuracy	96,3%	93,1%	3,2%
Community Satisfaction	87,4%	74,2%	13,2%
Document Completion Ratio	91,7%	78,5%	13,2%
Turnaround Time (days)	3.2 days	6.8 days	-3.6 days
Regional Reach	62 villages	38 villages	+24 villages

Table 4 shows improvement across all indicators, most notably in community satisfaction (+13.2 points) and the document completion ratio (+13.2 points). The most operationally significant change is the reduction in turnaround time, from 6.8 to 3.2 days, which now exceeds the four-working-day minimum service standard (SPM). This improvement is traceable directly to the elimination of residents' travel time rather than to any change in internal processing speed, indicating that the program's core value lies in relocating the point of service rather than in accelerating bureaucratic procedure itself. Regional reach also expanded substantially, from 38 to 62 villages, corroborating the institutional-capacity gains discussed above.

The increase in data accuracy is comparatively modest (+3.2 points), and this gap should be read as a continuation of the resource and connectivity constraints identified earlier rather than as an isolated indicator: because officers in low-connectivity areas periodically resort to manual recording, the accuracy gain is capped by the same infrastructure gap that limits reach and training coverage. This linkage between a downstream outcome indicator and an upstream resource constraint is a central analytical contribution of this study: it shows that Edward III's four dimensions do not operate independently but produce compounding effects on final performance outcomes.

Synthesis: Key Success Factors and Obstacles

Read across Edward III's four dimensions, three conditions account for *Jemput bola*'s success in Badung: (1) strong leadership commitment that grants field officers operational autonomy; (2) clear regulatory legitimacy under Perbup No. 41/2021, which licenses implementers' local adaptations; and (3) effective community-level branding that frames the program as a distinctive service rather than a routine obligation. These conditions echo the institutional-capacity, regulatory-legitimacy, and target-group-participation prerequisites identified by [Najib and Adawiyah \(2023\)](#) as necessary for effective population policy implementation, though the Badung case adds a fourth, underappreciated element branding that shapes public willingness to engage independent of formal service quality. On the constraint side, three structural obstacles recur across the findings: (1) an urban-rural gap in human resource capacity that produces unequal service quality; (2) an SOP that is not adaptive to field variation and is therefore informally bypassed; and (3) fragmented cross-sector coordination that limits community mobilization. Consistent with [Newman and Head \(2017\)](#), these obstacles are rooted in governance design rather than in isolated technical failures.

What this study adds to the existing *Jemput bola* literature is the demonstration that these supporting and inhibiting factors are not parallel but interlocking. Officer commitment (disposition) compensates for resource shortages only at the point of service delivery, not upstream in planning or downstream in reporting; SOP flexibility (structure) is only viable where training (resources) is sufficient to make informal adaptation safe rather than risky; and community trust (communication) depends on a notification discipline that itself depends on coordination (structure) between Disdukcapil and village government. Overall program performance, in this sense, is best understood not as the sum of four separate dimensions but as a function of how tightly or loosely those dimensions are coupled to one another in a given sub-district a proposition that refines, rather than merely applies, the Edward III framework in the context of decentralized, geographically uneven local government service delivery.

LIMITATION

This study has several limitations that should be considered when interpreting its findings. First, its descriptive-qualitative design focuses exclusively on the implementation of the Jemput Bola Program in Badung Regency, limiting the transferability of the findings to regions with different geographic, demographic, and institutional characteristics. Second, the purposive selection of a limited number of informants, including structural officials, field officers, and service users, prioritizes the depth of information rather than population representativeness, potentially underrepresenting the perspectives of residents who have not yet benefited from the program. Third, the study relies solely on Edward III's policy implementation model, which may not fully capture additional factors influencing program implementation, such as organizational culture, leadership, and broader community participation. Finally, the cross-sectional nature of data collection limits the assessment of the program's long-term effectiveness and sustainability. These limitations define the scope of the findings and highlight opportunities for future research involving comparative regional analyses, broader stakeholder participation, alternative theoretical perspectives, and longitudinal evaluations.

CONCLUSION

This study reveals that the implementation of the *Jemput Bola* Program in Badung Regency is shaped not merely by the individual roles of communication, resources, disposition, and bureaucratic structure, but by the interrelationships among these dimensions. The findings indicate that officer commitment can partially compensate for resource limitations in direct service delivery, while procedural flexibility depends on adequate staff competencies and organizational coordination. However, these interactions do not necessarily ensure equitable service accessibility, particularly across communities with different geographical conditions. This suggests that implementation effectiveness should be assessed not only through the functioning of individual policy dimensions but also through their combined influence on service delivery and accessibility.

The principal theoretical contribution of this study lies in extending the application of Edward III's policy implementation framework by emphasizing the interdependence of its four dimensions within geographically diverse public service settings. The findings suggest that geographical disparities may influence how these dimensions interact and constrain implementation outcomes. Accordingly, equitable accessibility between urban and rural communities emerges as an important indicator of implementation performance that may not be adequately reflected in aggregate measures of service quality or community satisfaction. This perspective provides a more context-sensitive understanding of policy implementation, particularly for outreach-based public services intended to reach geographically dispersed populations.

From a practical perspective, the findings highlight the importance of integrated implementation strategies rather than isolated improvements in individual dimensions. Local governments should strengthen coordination between communication and operational procedures, align procedural flexibility with staff competencies, and allocate resources according to geographical accessibility and community needs. Future research should employ comparative and longitudinal approaches across regions with different geographical and institutional characteristics to examine the transferability of these findings and further investigate how interactions among implementation dimensions influence equitable service delivery over time.

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AUTHOR CONTRIBUTIONS

KVT Conceptualization, methodology, investigation, data collection, data curation, formal analysis, and writing original draft preparation. **IDW** Conceptualization, methodology, supervision, validation, and writing review and editing

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