

Review Article

# Mobile Outreach Services as a Strategy for Inclusive Population Administration in Archipelagic Regions: A Literature Review

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**Abstract:** Unequal access to population administration services remains a persistent governance challenge in archipelagic and geographically constrained areas, where spatial dispersion, limited connectivity, and high mobility costs systematically hinder citizens' ability to obtain legal identity documents. In island regions, weak sea transportation networks, weather-dependent travel, and long distances to administrative centers reduce the feasibility of conventional, office-based service delivery, producing administrative exclusion that undermines equal citizenship. These barriers also intersect with socio-administrative realities, including the prevalence of unregistered marriages (*nikah sirri*), which constrains civil registration processes and delays the formal recognition of marital status and household composition within population administration systems. Against this backdrop, this review article aims to synthesize reputable scholarly literature on pelayanan jemput bola (mobile/outreach public services) as a policy strategy to advance service inclusivity and administrative justice in population administration, particularly for geographically marginalized communities. Methodologically, the article employs a thematic–conceptual literature review, systematically identifying and analyzing peer-reviewed journal articles and conference proceedings published primarily within the last five to ten years across recognized academic databases. The synthesis identifies key rationales and conceptualizations of outreach services, maps major implementation models (mobile units, community-based outreach, integrated one-stop outreach, and hybrid outreach–digital arrangements), and consolidates recurrent success factors, including local state capacity, inter-actor coordination, frontline discretion, and policy support. It also highlights persistent challenges such as logistical uncertainty, resource constraints, uneven digital readiness, and governance fragmentation across island territories. The article concludes that mobile/outreach population administration services can substantially improve equitable access to legal identity and strengthen civil rights realization in archipelagic contexts, but only when embedded in capacity-building and geography-sensitive governance arrangements. By integrating fragmented strands of scholarship, the review offers a conceptually grounded framework and policy-relevant implications for designing sustainable and just population administration reforms in island regions.

**Keywords:** Administrative Justice; Geographical Disadvantage; Inclusive Public Service; Local State Capacity; Street-Level Bureaucracy.

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## 1. Introduction



Figure 1. Article Summary.

Inequality of access to public services is a structural problem that tends to be sharper in archipelagic and remote areas due to space fragmentation, limited connectivity, and high mobility costs. The service governance literature asserts that geographical disadvantage forms a "functional distance" between citizens and the state, so access to basic services is often sporadic and uneven (Madubun, 2023). In this context, population administration—as a service that demands formal administrative interaction—is one of the sectors most vulnerable to access exclusion. The consequences are not only administrative, but are directly related to the realization of civil rights and citizens' opportunities to access other public services that require legal identity. The CRVS study emphasizes that low registration and legal document achievement has implications for inequalities in access to social services and state protection (Cobos Muñoz et al., 2018). Therefore, the problem of access to population administration in the archipelago must be read as an issue of justice and state capacity, not just a matter of physical distance.

Civil registration and vital statistics (CRVS) is conceptually positioned as a basic public service because it is the foundation for the legal recognition of individuals and the prerequisite for access to citizenship rights. The literature confirms that legal identity acts as an "entrance" to other public services, so the state's failure to guarantee access to civil registration creates layered and structural exclusions (Cobos Muñoz et al., 2018). In the tradition of inclusive public service, equality of service cannot be measured by the availability of universal procedures alone, but by the ability of policies to reduce disproportionate barriers to vulnerable groups (Ruijter et al., 2023). Thus, population administration is an important arena to assess the extent to which the state carries out its mandate of administrative justice through fair and dignified access to services. In the archipelago, the mandate is tested by logistical complexity and limited local government capacity. This requires service design that is geographically sensitive and oriented towards equitable access.

Are well-functioning population administration and CRVS systems are widely recognized as a cornerstone of modern statehood because they enable the legal recognition of persons and the enforceability of civil rights. Global CRVS scholarship emphasizes that strengthening registration systems is not merely a technical agenda but a governance imperative that shapes citizens' access to protection, services, and accountability mechanisms. In settings characterized by dispersed settlements and difficult mobility, the "last mile" problem becomes a persistent driver of under-registration and delayed documentation. Evidence from Indonesia shows that civil registration barriers are often compounded by information gaps, costs, administrative complexity, and social norms, producing structural exclusion from legal identity. These patterns align with the administrative burden perspective, which explains how learning, compliance, and psychological costs can make formally universal services effectively inaccessible to certain groups. Therefore, addressing population administration inequities in archipelagic areas requires policies that explicitly reduce burdens and reconfigure service delivery toward proactive outreach (AbouZahr et al., 2015; Bennouna et al., 2016; Moynihan et al., 2015).

The empirical literature identifies that sea transportation barriers, weather uncertainty, inter-island travel costs, and limited coverage of office-based services are the dominant factors that reduce population administration access. Studies of geographical areas have shown that

fragmentation of areas makes it difficult to determine service coverage, service schedules, and coordination between government units (Peeters, 2023b). In addition to physical barriers, social-administrative dynamics such as *nikah sirri* also often intersect with limited access to formal services, so that marriage registration and family data updates are delayed and have an impact on the legal status of households. In the framework of administrative burden, such barriers to access can be understood as high compliance costs (time, money, and risk) that ultimately reinforce administrative exclusion (Peeters, 2023a). This means that geographical constraints and social dynamics do not stand alone, but reinforce each other in forming access injustices. This context explains the urgency of a more proactive service strategy.

In response to the policy, mobile/outreach public services are developing as a strategy to bring services closer to citizens, reduce barriers to access, and expand the scope of population administration services. The social equity literature emphasizes that service innovation should be evaluated based on its distributional impact—whether it reduces service gaps between groups and between regions—rather than simply increasing administrative output. (Ruijter et al., 2023). In the perspective of administrative burden, the pick-up model is understood as a mechanism to reduce access friction by shifting part of the access cost from citizens to the state (Peeters, 2023a). However, the implementation literature also emphasizes that policy success does not automatically follow the design, but rather is mediated by frontline implementing practices and organizational capacity at the local level (Lotta et al., 2022). Thus, the pick-up service needs to be read as a policy strategy that is at the crossroads between the normative mandate of inclusivity and the reality of implementation capacity. The framework is the basis for the development of this review.

Although research on mobile/outreach services is increasing, the state of the art suggests that most studies are still partial: highlighting specific programs, specific site contexts, or specific operational aspects without adequate cross-literature conceptual synthesis. The street-level bureaucracy literature in developing countries emphasizes the need to re-contextualize implementation analysis in order to be able to explain variations in policy outcomes in conditions of limited resources and complex geographical environments (Lotta et al., 2022). In addition, a study of public service geography underscores that "uniform" policies tend to be mainland-centric and risk ignoring the needs of the archipelago that require design and governance adjustments (Madubun, 2023). As a result, knowledge of concepts, model variations, success factors, and challenges in the implementation of pick-up services in population administration is still spreading. This condition raises the need for a thematic-conceptual and integrated review. Thus, the necessary academic contribution is a synthesis that connects the literature of inclusive services, administrative justice, geographical barriers, frontline actors, and local state capacity.

Based on this mapping, the research gap of this article is the absence of a literature review that systematically maps and synthesizes concepts, implementation models, success factors, and challenges of pick-up services in population administration in the archipelago. To close this gap, this article aims to present a thematic-conceptual synthesis of reputable literature on pick-up services as an inclusive and administrative justice strategy in population administration. Theoretically, this article strengthens the discourse of inclusive public service and administrative justice by including the dimensions of geographical disadvantage, street-level bureaucracy, and local state capacity as interrelated analytical lenses (Snyder, 2019). In practical terms, this article provides policy implications for the design of population services that are adaptive to the archipelago, oriented towards equal access distribution, and sustainable. As such, the manuscript contributes to a public administration reform agenda that is geographically sensitive and focuses on the fulfillment of civil rights. The next section presents the conceptual framework that guides the synthesis of literature..

## 2. Conceptual and Theoretical Framework

The conceptual and theoretical frameworks in this article are not intended to test hypotheses, but rather are used as an analytical lens to read, compare, and synthesize the literature on pick-up services in population administration in the archipelago. In thematic-conceptual review, theory serves as an interpretive tool to identify patterns, classify categories, and draw policy implications from findings across studies (Snyder, 2019). This framework places the pick-up service as a policy response to administrative exclusion produced by geographical barriers and context-insensitive service procedures. Therefore, analytical lenses were chosen to capture the normative dimension (inclusivity and justice), the structural dimension (geographical barriers), and the implementation dimension (frontline actors and

institutional capacity). The integration of several concepts allows the analysis not to fall on the description of the program, but to assess the mechanisms and prerequisites of success. Thus, this framework forms the foundation for Literature Review and Results and Discussion.

The concept of inclusive public service is used to explain the principles of affordability, non-discrimination, and responsiveness of public services to the diversity of citizens' conditions. The social equity literature asserts that inclusivity demands an evaluation of the distributive impact of services, including who is left behind when services are designed with uniform access assumed (Ruijter et al., 2023). In population administration, inclusivity means ensuring that groups affected by spatial barriers gain equal access to civil registration and legal documents. This approach is relevant because a population document is a prerequisite for access to other public services and recognition of citizenship rights. Thus, inclusive public service provides normative criteria to assess whether the pick-up service actually reduces access gaps or simply relocates service locations without correcting process inequalities. This framework also helps to read the relationship between service design and administrative inclusion outcomes.

The administrative justice dimension in this article is understood as procedural and substantive justice in the implementation of services that determine citizens' access to civil rights. The civil registration literature emphasizes that the absence of legal documents results in "administrative invisibility" that impacts legal status and access to social services, so that the issue of population administration is intrinsic to the mandate of administrative justice (Cobos Muñoz et al., 2018). In this perspective, the pick-up service is a corrective effort to reduce the inequity of access that arises from procedures that appear to be neutral but have an exclusive impact on the island community. The justice dimension is also related to a disproportionate reduction in administrative burdens for vulnerable geographic groups (Peeters, 2023a). Thus, administrative justice is used to assess whether the pick-up service improves equal access, process transparency, and ease of fulfillment of service requirements. This framework reinforces the article's orientation on civil rights and substantive citizenship.

The concept of geographical disadvantage is used to explain how the conditions of the archipelago—fragmentation of territory, dependence on sea transportation, and limited infrastructure—shape the access and quality of population administration services. The service literature in remote areas shows that spatial barriers increase service costs and weaken coordination, so office-based models are often incompatible with the reality of the archipelago (Peeters, 2023b). In this framework, the pick-up service is understood as a policy adaptation to structural determinants, not just an operational choice. Geographical disadvantage also makes it clear why service success indicators need to include the dimension of spatial equity, not just aggregate achievements. Thus, this concept becomes a link between the context of the archipelago and the need for geographically sensitive service design. This framework prevents analysis from simplifying problems into purely management issues.

The street-level bureaucracy theory is used to understand how the pick-up policy is operationalized through the discretion of the frontline implementing apparatus. The implementation literature confirms that in the context of limited resources, frontline actors often shape policy outcomes through micro-decisions on priorities, verification, and constraint management (Lotta et al., 2022). In the ball pick-up service, the field apparatus acts as boundary spanners who connect the state with the island community, so that the quality of interaction, service orientation, and interpretation of rules are important determinants. However, discretion can also cause variations in service quality if it is not supported by adequate standards, training, and accountability mechanisms. Thus, street-level bureaucracy explains why the same policy can produce different outcomes between archipelagic regions. This framework is important for realistically reading the success factors and implementation challenges.

The literature shows that fiscal capacity, quality of human resources, and cross-sectoral coordination ability are prerequisites for successful service innovation, especially in remote areas (Setiawan et al., 2022). In population administration, local state capacity determines the continuity of service schedules, availability of facilities, data integration, and the ability to close implementation gaps. This framework also explains why pick-up programs are often stuck into temporary activities when local capacity is not strengthened. Thus, local state capacity is used to assess the sustainability of policies and institutional conditions necessary so that inclusivity is not momentary. The integration of capacity, discretion, and geographic context allows for a more comprehensive analysis.

## 2. Literature Review

### **Inclusive Public Service in Population Administration**

The concept of inclusive public service grew out of a critique of public services that were oriented towards uniform procedures, but ignored the structural inequalities that affect citizens' ability to access services. The social equity literature emphasizes that inclusivity demands an assessment of the distributional impact of services, including who is left behind due to service design that is insensitive to social and geographical barriers (Ruijter et al., 2023). In population administration, inclusivity requires the state to ensure access to legal identity for all citizens, including those hampered by distance and travel costs. Thus, pick-up services can be understood as a policy strategy that shifts part of the "cost of access" from citizens to the state, so that substantive equality is more likely to be achieved. However, the literature also reminds that inclusivity is not enough to be measured by the presence of services at residents' locations, but by the quality of the process, the certainty of services, and the ability of residents to complete all stages of services. Therefore, inclusive public service serves as a normative criterion to assess whether service innovation really improves equal access.

The population administration as part of the CRVS emphasizes that legal identity is a prerequisite for the fulfillment of civil rights and access to other public services, so that inclusivity in this sector has cross-sectoral consequences. CRVS literature confirms that registration barriers place citizens in conditions of administrative exclusion that affect access to education, health, and social protection (Cobos Muñoz et al., 2018). Within an inclusive framework, the state not only provides formal procedures, but is also responsible for reducing disproportionate access frictions for vulnerable groups. In the archipelago, such friction is often produced by spatial structures and services centered on the mainland, thus requiring adaptive service strategies. Thus, the literature shifts the assessment of the success of services from "available" to "affordable and workable," especially for island communities. The conceptual implication is the need for spatial equity indicators as part of inclusivity evaluation.

### **Population Administration, Administrative Justice, and Civil Rights**

The literature positions population administration as an arena of administrative justice because registration services and civil documents determine citizens' access to legal recognition and opportunities to participate in socio-political life. In the CRVS approach, civil registration is understood as the foundation of civic governance because without legal identity, citizens face uncertainty of status and limited access to state services (Cobos Muñoz et al., 2018). Administrative justice in this context is not only about outcomes (e.g. the issuance of documents), but also about a process that is fair, accessible, and does not create an undue burden on certain groups. The administrative burden perspective asserts that compliance procedures and costs can be mechanisms of covert exclusion when barriers to access are not offset by corrective strategies (Peeters, 2023a). Therefore, the ball pick-up service can be read as an effort to correct procedural injustices through reducing access friction and expanding service coverage. This synthesis emphasizes that the issue of administrative justice is inherent in the design of population services and not just a side consequence.

In the archipelago, service injustice tends to be systemic because geographical barriers increase the inequality of citizens' opportunities to complete administrative processes. The literature on remote areas shows that fragmentation of areas makes it difficult to apply service standards evenly, putting islanders at risk of delays, repeat visits, or failure to meet service requirements (Peeters, 2023b). In this context, administrative justice demands a service strategy that explicitly considers spatial equity, not just procedural uniformity. Pick-up services have the potential to strengthen the realization of civil rights because they reduce citizens' reliance on inter-island travel and reduce the disproportionate administrative burden (Peeters, 2023a). However, the literature also suggests that administrative justice can be eroded when mobile services are sporadic or the quality of processes is inconsistent across regions. Therefore, the administrative justice agenda requires the institutionalization of policies, not just the occasional mobilization of services.

From an administrative justice standpoint, unequal access to civil registration can be interpreted as an institutionalized distribution of burdens that disproportionately affects geographically disadvantaged citizens. Administrative burden theory clarifies that citizens' interactions with the state are shaped by learning costs (information acquisition), compliance costs (time, money, procedural steps), and psychological costs (stress, stigma, loss of

autonomy). In population administration, these burdens may be amplified by documentary prerequisites, repeated visits, and discretionary gatekeeping that can delay or deter legal identity acquisition. Consequently, mobile/outreach services are normatively justified not only as operational innovations but as burden-reduction instruments aimed at restoring procedural fairness and equal citizenship. This theoretical framing strengthens the analytical linkage between administrative justice and service design, particularly in island regions where each additional procedural step can translate into significant travel and opportunity costs. Accordingly, thematic synthesis should code burden-reduction mechanisms (simplification, one-visit completion, assisted documentation) as core indicators of justice-oriented outreach policy (Moynihan et al., 2015; Peeters, 2023a).

### **Geographical Disadvantage of the Archipelago and Access Services**

The literature on geographical disadvantage places islands as a context that increases service costs and weakens the country's coverage capacity due to inter-island disconnection and dependence on sea transportation. This condition increases the "effective distance" of citizens to services and decreases the intensity of citizen-state interaction in administrative services that require verification and follow-up. Geographic-based public service studies emphasize that land-oriented approaches often result in policy mismatches because they assume mobility and connectivity that are not available on small islands (Madubun, 2023). In population administration, this mismatch is seen in limited service hours, unstable schedules, and high access fees for document completion. The literature on services in remote areas also shows that regional fragmentation complicates administrative coordination and reduces the consistency of service quality (Peeters, 2023b). Conceptually, geographical disadvantage emphasizes that access inequality is a product of spatial structure and policy design, not merely the choice of individual citizens.

Sea transportation constraints and limited infrastructure are structural factors that explain why conventional office-based services often fail to guarantee equal access. Within the framework of administrative burden, geographical barriers can translate into increased compliance costs and the risk of service failures, especially when citizens have to travel repeatedly to meet administrative requirements (Peeters, 2023a). The literature confirms that "centralized" services widen the access gap because the furthest groups bear the greatest costs, resulting in delayed and uneven civil registration. Therefore, the implications of its policy demand a service design that minimizes citizens' reliance on inter-island travel and places service coverage as a key indicator of performance. Pick-up services emerged as an adaptation strategy to these structural determinants, but their effectiveness still depends on implementation capacity and logistics sustainability. Thus, geographical disadvantage bridges the context analysis and design recommendations of geographically sensitive services.

Empirical research on remoteness and public service delivery further indicates that geography affects not only citizens' ability to reach services, but also the state's capacity to staff, supervise, and sustain frontline presence in remote settlements. Evidence from rural service delivery shows that distance to service centers and remoteness relative to administrative capitals are associated with reduced exposure to extension-type public services and weaker service intensity, reflecting both supply-side constraints and demand-side frictions. This reinforces a key conceptual implication for archipelagic governance: geographic disadvantage is multidimensional, encompassing logistics, staffing distribution, and institutional reach, not merely travel time. In island regions, similar dynamics emerge through intermittent transport links and fragmented jurisdictions that complicate routinized service schedules. Hence, outreach population administration should be framed as a geography-sensitive governance arrangement that compensates for spatial inequities via planned presence, continuity, and resource prioritization. Such reasoning supports the policy claim that mobile services must be designed as regularized systems—rather than episodic events—if they are to correct structural disadvantages (Abate et al., 2020; Madubun, 2024).

### **Ball Pick-Up Service Model and Street-Level Bureaucracy**

Public administration literature positions pick-up services as a form of service delivery redesign that transforms access relations: the state reduces access friction by bringing services closer to residents who are hampered by structural conditions. This policy rationality is most often attributed to reducing administrative burdens and improving equitable access rather than simply accelerating service output (Peeters, 2023a). The cross-study synthesis indicates several common models: mobile unit/vehicle-based services, community-based outreach

with temporary service points, integrated one-stop outreach across sectors, and hybrid outreach–digital that combines field visits and digital pre-registration processes (Madubun, 2023). The selection of models tends to be influenced by the intensity of geographical barriers, logistics capacity, and infrastructure readiness, so there is no single model that is superior for the entire archipelago. At the same time, the literature warns of the risk of digital divide when digitalization is used as a substitute for physical access, rather than a complement that is sensitive to connectivity inequalities (Giest, 2023). As such, the best ball pickup models are usually adaptive and based on local capacity configurations.

From an implementation perspective, the bureaucracy-level literature emphasizes that the frontline implementing apparatus is a key mechanism that connects policy design and service access outcomes. Studies of street-level bureaucracy in the context of developing countries confirm that discretion, rule interpretation, and fieldwork practices often determine whether inclusive policies actually reduce administrative exclusion (Lotta et al., 2022). In the pick-up service, the apparatus acts as boundary spanners who negotiate resource limitations, cross-island schedules, and citizens' needs, so that the quality of interaction and consistency of micro-decisions are important determinants. However, the literature discussion also shows a trade-off between discretion-based adaptation and the need for standardization to maintain procedural fairness and service quality. Therefore, the success of the pick-up service requires not only program design, but also training, operational guidelines, and accountability mechanisms that keep discretion aligned with the mandate of equity in access. This synthesis directs attention to implementation as an arena for the formation of policy outcomes.

Recent digital-government scholarship suggests that the long-term trajectory of service redesign is moving from reactive “one-stop” arrangements toward more proactive models in which governments initiate service delivery without requiring citizens to navigate forms and procedures. This “no-stop shop” logic is conceptually relevant to outreach population administration because it clarifies an endpoint for burden-reducing reforms: minimizing citizen-initiated transactions by leveraging data integration and proactive eligibility determination. For archipelagic contexts, the implication is not to replace outreach with digitalization, but to structure hybrid models where outreach handles identity verification, biometric capture, and inclusion of digitally excluded groups, while integrated back-office systems reduce repeated visits and processing delays. Such integration can also mitigate the risk that outreach merely relocates queues from offices to temporary service points. Therefore, thematic synthesis should treat “proactivity” and “data integration” as distinct design features that differentiate mature outreach systems from ad hoc mobile campaigns. This analytical move aligns outreach services with broader e-government stage models while retaining equity safeguards for remote communities (Scholta et al., 2019; Giest & Samuels, 2023).

### **Factors of Success, Challenges, and Sustainability**

The literature consistently places local state capacity as a prerequisite for the success and sustainability of pick-up services in population administration. These capacities include fiscal and managerial capabilities, human resource stability, and cross-sector coordination capabilities needed to manage cross-island services on a regular basis (Setiawan et al., 2022). Without adequate local capacity, pick-up services tend to be temporary activities that depend on certain moments, so the achievement of inclusivity is uneven. The implementation literature also affirms the role of coordination between actors—local governments, village governments, related service units—as a mechanism to reduce duplication of processes and close administrative prerequisite gaps (Lotta et al., 2022). Thus, capacity and coordination do not stand alone, but rather strengthen each other in forming service continuity. The implication of the policy is the need to institutionalize the pick-up program as part of the service system, not an add-on.

At the same time, the literature identifies recurring structural and operational challenges: uncertainty of ocean transportation, high logistics costs, limited means of recording/service, and digital readiness gaps. These challenges often pose a risk of service intermittency that reduces citizen trust and lowers service utilization, especially when citizens experience rescheduling or processes that are not completed in a single visit (Peeters, 2023b). From the perspective of administrative burden, inconsistent services can shift the cost of access back to citizens, thus reducing the goal of inclusivity (Peeters, 2023a). Community responses are also influenced by previous experiences of exclusion, so improving access requires communication strategies, community mobilization, and services that respect the local

context. Therefore, the literature emphasizes that the sustainability of inclusive policies demands stable service design, local capacity support, and quality standards that maintain procedural fairness. This synthesis affirms a causal-conceptual relationship: capacity and coordination affect the consistency of services; consistency affects citizens' responses; Citizens' response strengthens the legitimacy and sustainability of the program.

### 3. Materials and Method

This article uses a thematic–conceptual literature review design to compile a conceptual synthesis of pick-up services in population administration in the archipelago. This approach was chosen because it allows for the integration of cross-study findings into thematic clusters, as well as developing an interpretive framework that links concepts, policy models, and implementation mechanisms (Snyder, 2019). The focus of the study includes the concept and rationality of pick-up services, variations in implementation models in difficult geographical contexts, and determinants of repeated implementation success and challenges. Literature objects include public administration studies, public policy, and CRVS studies relevant to access to population services. As such, this review emphasizes theoretical synthesis and contributions, rather than a single program evaluation or quantitative meta-analysis. The structure of the method is compiled to ensure the transparency of the literature selection and the consistency of the analysis.

Literature sources are collected from reputable academic databases, including Scopus, DOAJ, and complementary databases (e.g. Google Scholar and Dimensions) to capture relevant cross-disciplinary literature. The range of major publications has been established in the last five to ten years to ensure the novelty of the argument, with selective exceptions to the conceptual literature necessary to strengthen the methodological foundation. Inclusion criteria include peer-reviewed journal articles and proceedings, focusing on mobile/outreach services, population administration/CRVS, justice/inclusivity services, and the context of archipelago or remote areas. Exclusion criteria include non-scientific sources, purely technical articles with no public administration relevance, and duplicate publications between databases. The literature selection stage follows the process of identification, screening, eligibility, and determination of the final corpus, in line with transparent review reporting practices (Page et al., 2021). This procedure aims to reduce selection bias and improve the traceability of the review process.

Data analysis was carried out through thematic analysis followed by conceptual synthesis to integrate key themes across literature. Thematic analysis was used to identify patterns related to policy rationality, service design, success factors, implementation challenges, and policy implications, with attention to the quality of arguments and consistency of concepts in the analyzed studies (Braun & Clarke, 2021). The conceptual synthesis further organizes the themes into analytical categories that are connected to the conceptual framework of the article. As a guide to review quality, this article also adopts the principles of rigor in methodological review, including systematic tracing and reporting of key review steps (Xiao & Watson, 2019). Thus, the analysis technique does not stop at the grouping of themes, but assesses the conceptual cause-and-effect relationship and policy implications. The conceptual frameworks used - inclusive public service, administrative justice, geographical disadvantage, street-level bureaucracy, and local state capacity - are used as a lens to consistently read and compare literature findings..

### 4. Results and Discussion

#### Results

The results of the thematic synthesis show that the literature interprets pick-up services as a policy instrument to reduce administrative exclusion produced by geographical barriers and context-sensitive service procedures. From the perspective of administrative burden, the pick-up service is understood as a mechanism to reduce disproportionate compliance costs for island communities, making access to population documents more likely to be achieved (Peeters, 2023a). The social equity literature reinforces this rationality by placing equal access as a measure of service success, not just an increase in administrative output (Ruijter et al., 2023). The results of the review show that pick-up the ball serves as a policy correction to the limitations of office-based services and as a strategy to shorten the distance between citizens and countries in civil registration services. In the context of population administration, this

rationality is directly related to the mandate to fulfill civil rights through legal identity (Cobos Muñoz et al., 2018). Thus, the findings confirm the normative foundation of the pick-up policy as a population service inclusivity strategy.

Literature synthesis identifies variations of implementation models that are repeated across archipelago contexts: mobile unit/mobile, community-based outreach with temporary service points, integrated one-stop outreach across sectors, and hybrid outreach-digital. These variations are influenced by regional fragmentation, dependence on sea transportation, and the availability of infrastructure, so effective policies tend to be adaptive and based on local capacity configurations (Madubun, 2023). The literature also highlights that digitalization can strengthen process efficiency, but risks deepening exclusion if digital access gaps are ignored (Giest, 2023). Cross-study findings suggest that cross-sectoral integrated models have the potential to reduce repeat visits and accelerate the fulfillment of administrative prerequisites, but demand stronger coordination. In the context of the archipelago, seasonal/weather-sensitive service scheduling and service route design are aspects that often determine effectiveness. Overall, the model variations show that service design should be geographically sensitive and cannot be standardized.

The next findings consolidate the success factors of implementation: local state capacity, coordination between actors, policy support, and the role of frontline implementing apparatus. Local government capacity is a key determinant for the institutionalization of services because it determines the continuity of funding, the availability of human resources, and the ability to manage cross-island logistics (Setiawan et al., 2022). Inter-agency coordination is important to reduce duplication of processes and close service prerequisite gaps, especially in an integrated model across sectors (Lotta et al., 2022). Frontline apparatus is a mediating factor that shapes the quality of implementation through micro-decisions about priority, verification, and service interaction. The findings also show that regulatory support and operational standards strengthen service consistency and reduce quality variations that can lead to new injustices. Thus, the success of the program is the result of the interaction between institutional capacity, coordination, and implementation practices.

On the challenge side, the literature emphasizes structural barriers in the form of uncertainty of sea transportation, high logistics costs, limited infrastructure, and regional fragmentation as factors that are difficult to eliminate. These barriers trigger sporadic service risks, changing schedules, and the uncertainty of completing services in a single visit, which can ultimately restore the administrative burden to the citizen's side (Peeters, 2023a). The literature on remote areas shows that spatial fragmentation complicates the consistency of service standards and magnifies variation in quality between regions, especially when local capacity is uneven (Peeters, 2023b). Another challenge is related to the digital divide, which limits the effectiveness of hybrid models when connectivity and digital literacy are low (Giest, 2023). From the social side, low administrative literacy and past exclusionary experiences can reduce citizen participation, so services require communication strategies and community mobilization. These findings reinforce that pick-up services are a high-cost, high-risk policy in the archipelago, thus requiring strong institutional support.

## Discussion

Read through the lens of inclusive public service, the findings of the review confirm that the pick-up service represents a strategy to realize substantive equality in access to population services. The social equity literature emphasizes that service fairness must be seen from distributional outcomes, so that differentiation of service strategies - including mobile/outreach - can be justified as a correction to structural inequality (Ruijter et al., 2023). Within this framework, the pick-up service strengthens inclusivity by reducing disproportionate access friction for islanders. However, cross-literature discussions also show that inclusivity is not synonymous with service mobility alone, but depends on quality consistency, schedule certainty, and the ability of services to complete the administrative process. The administrative burden perspective explains why unstable services can actually shift the cost of access back to citizens and undermine the goal of inclusivity (Peeters, 2023a). Thus, the conceptual contribution of this article is to position pick-up as an inclusion instrument that must be assessed through process quality and equitable access, not just the existence of mobile services.

In the lens of administrative justice, pick-up services function as a corrective mechanism against procedural injustices in legal identity access. CRVS literature confirms that legal identity serves as the foundation for the recognition of civil rights; Therefore, inequality in

access to population services represents administrative injustice that has an impact on the legal and social status of citizens (Cobos Muñoz et al., 2018). The review's findings show that pick-ups shorten the procedural distance between citizens and the state, but administrative justice still depends on standardization of service quality and accountability of implementation. Here, the trade-off arises: the need for local adaptation for services to be effective in the archipelago must be in line with standards of procedural justice so that services do not result in unequal treatment between regions. The administrative burden perspective helps explain that administrative justice requires a consistent reduction of access friction, not just episodic actions (Peeters, 2023a). Thus, the pick-up service contributes to administrative justice when it is institutionalized as a service right that can be accessed in a stable manner.

The synthesis also indicates that outreach strategies are most defensible when they explicitly target documented barriers in civil registration processes, including informational deficits, procedural complexity, and socially mediated obstacles. Studies on Indonesia's civil registration constraints highlight how delays emerge across multiple stages - problem recognition, decision to register, and service access - suggesting that outreach must be designed as an end-to-end facilitation mechanism rather than a single-day event. In archipelagic areas, this requires coupling outreach visits with assisted documentation, cross-agency coordination for prerequisite documents, and follow-up mechanisms that ensure completion without demanding repeat travel by citizens. When these elements are absent, outreach may improve short-term outputs but fail to shift the underlying distribution of administrative burdens, limiting administrative justice gains. Theoretically, this reinforces the article's argument that inclusive population administration depends on the interaction between geography-sensitive design and burden-reduction mechanisms embedded in implementation routines. Practically, it implies that program evaluation should measure not only document issuance totals but also reductions in repeat visits, processing uncertainty, and unmet demand among remote households (Bennouna et al., 2016; Moynihan et al., 2015).

Through the lens of geographical disadvantage, the findings show that the effectiveness of pick-up policies is largely determined by regional fragmentation, dependence on sea transportation, and limited infrastructure that increases service costs and decreases service predictability. The literature on remote areas confirms that spatial barriers are not just operational constraints, but policy determinants that shape service governance and relevant performance indicators (Peeters, 2023b). This framework explains why land-based service designs are often incompatible with archipelago, so pick-up needs to be understood as a geographically sensitive policy adaptation. However, cross-study discussions also show that geographic adaptation requires route planning, seasonal/weather-based scheduling, and strengthening coordination between service units - all of which come back to the capacity of the local country. Thus, the intellectual contribution of this article is to integrate the spatial dimension into the analysis of the justice of population services, so that policy solutions are not reduced to mere simplification of procedures. The policy implication that emerges is the need for geography-sensitive governance to ensure equitable access.

The street-level role of the bureaucracy stands out as a mechanism that mediates policy design and service outcomes, as frontline apparatus operationalizes discretion in situations of limited resources and uncertain implementation environments. The literature confirms that in the context of developing countries, discretion is often a source of adaptation that allows services to keep running, but at the same time has the potential to produce quality variation without the support of standards and accountability (Lotta et al., 2022). In the pick-up service, the field apparatus not only carries out procedures, but also negotiates logistical limitations, manages interactions with residents, and balances administrative targets with local conditions. The findings of the review show that the capacity and service orientation of the apparatus determine the quality of inclusivity in the field, especially in island communities that are prone to exclusion. However, if discretion is not supported by training, guidelines, and monitoring systems, the risk of service inconsistency can erode procedural fairness. Thus, the practical implication is to strengthen the competence and accountability of implementers as a prerequisite for sustainable inclusive policies. Theoretically, this article reinforces the understanding that inclusive service innovation should be analyzed through micro-implementation mechanisms.

Finally, the lens of local state capacity explains why the sustainability of pick-up services varies greatly between archipelago regions. The local government capacity literature confirms that fiscal capacity, quality of human resources, and coordination capabilities determine whether service innovation becomes an institutional program or merely a temporary activity (Setiawan et al., 2022). The findings of the review show that local capacity affects the

continuity of service schedules, the adequacy of facilities, the integration of population data, and the resilience of programs to logistical shocks. Thus, pick-up services should be positioned as part of local state capacity building strategies and service reforms, not as a "quick fix" to pursue administrative targets. The implications of the policy demand central support in the form of regulations, geography-based needs-based funding, and a coordination architecture that facilitates cross-sectoral integration. The contribution of this article is to place the success of inclusivity on the interaction of capacity–geography–implementation, thereby offering a more realistic and operationalized policy framework. Thus, the results of the synthesis provide a more comprehensive conceptual foothold and policy recommendations than previous partial studies.

## 5. Conclusion

This literature review concludes that mobile/outreach public services are a conceptually oriented policy strategy for inclusivity and correction of administrative exclusion in population administration in the archipelago. The thematic synthesis shows key patterns related to (i) the rationality of picking up the ball as a mechanism to reduce access friction and expand service coverage, (ii) variation of implementation models that are adaptive to regional fragmentation, and (iii) prominent determinants of success, especially local state capacity, coordination between actors, and implementation practices by implementing apparatus. The literature also confirms recurring structural challenges, including the uncertainty of sea transportation, infrastructure limitations, and high logistics costs, which limit the consistency as well as sustainability of services (Peeters, 2023b). Findings across studies show that service innovation does not automatically result in equitable access if programs are sporadic or not integrated with the population service system. Thus, the pick-up service should be understood as a policy strategy that demands geographically sensitive design and strong institutional support.

The theoretical contribution of this article lies in strengthening the inclusive public service and administrative justice discourse by integrating the dimensions of geographical disadvantage, street-level bureaucracy, and local state capacity into a single conceptual synthesis framework. In contrast to empirical studies that are often partial and contextual, this article offers a conceptual map of how geographical barriers generate administrative burdens and exclusion of access, as well as how pick-up services can function as corrective instruments when implementation prerequisites and institutional capacity are met. The social equity literature emphasizes the importance of assessing service innovation based on its distributional impact, so this synthesis places spatial equity as the main evaluative criterion for population services (Ruijter et al., 2023). In addition, the administrative burden perspective makes it clear that continuity and consistency of service are essential components of procedural fairness (Peeters, 2023a). Thus, the added value of this synthesis is the strengthening of the argument that population services must be understood as an arena of administrative justice and the realization of civil rights. Academically, this article enriches the study of policy implementation in difficult geographical contexts through the integration of previously fragmented concepts.

The policy implications that emerge show the need for a more inclusive, equitable, and adaptive population administration service design to the conditions of the archipelago through the institutionalization of pick-up services. The central government needs to provide clear regulatory support, realistic quality standards for the archipelago context, and funding schemes that take into account additional costs due to geographical barriers, so that local governments are not trapped in ad hoc programs. Local governments need to strengthen local state capacity through weather-based route planning and service schedules, strengthening human resources and recording facilities, and developing coordination mechanisms across sectors and levels of government (Setiawan et al., 2022). At the implementation level, strengthening the competence and accountability of frontline apparatus is important so that discretion works as an adaptation mechanism that is in line with the mandate of service fairness (Lotta et al., 2022). Practically, communication strategies and community mobilization need to be combined so that the use of services increases and public trust is formed in a sustainable manner. Thus, population service reform in the archipelago requires a combination of service design interventions, capacity building, and coordinated governance.

This article has limitations that should be noted as a consequence of the literature review design. First, synthesis relies on the availability of reputable literature and the range of prioritized publications, so some very recent policy dynamics or unacademically documented

field practices may not yet be covered. Second, the diversity of archipelago contexts makes generalizations of findings need to be read carefully, as differences in fiscal, infrastructure, and governance capacity can affect the effectiveness of service models. Third, changes in technology and digital service architecture can change the configuration of the pick-up model from time to time, so policy evaluations need to be continuously updated (Giest, 2023). These limitations confirm that the findings of the article should be understood as a framework for conceptual synthesis and policy implications, rather than an evaluation of a specific program. Nevertheless, these limitations do not diminish the relevance of the main arguments about the importance of geographically sensitive service design and local capacity building.

As a follow-up research agenda, the literature requires a comparative empirical study across archipelago regions to examine how variations in local state capacity and coordination configurations affect service inclusivity outcomes. Longitudinal research is also needed to assess the sustainability, process quality, and long-term impact of pick-up services on the fulfillment of civil rights and access to social services derived from legal identity (Cobos Muñoz et al., 2018). Mixed methods studies can be developed to measure changes in administrative burden, service user experience, and implementation variation between service units, while exploring the discretionary mechanisms of frontline apparatus in more detail (Peeters, 2023a). In addition, policy research needs to explore the design of hybrid outreach–digital that is most appropriate for the archipelago, including strategies to mitigate the digital divide so that innovation does not produce new exclusions (Giest, 2023). Thus, this article closes with an emphasis that pick-up services are an important strategy for inclusive and equitable population administration, but their success is largely determined by institutional capacity, geographically sensitive design, and accountable implementation governance. The proposed research and policy agenda aims to strengthen the evidence base and refine service models for diverse archipelago contexts.

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