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Effectiveness of Digital Family Card Services at an Indonesian Sub-District Office: Constraints Along a Multi-Level Registration Chain

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Abstract

Indonesia has digitised the issuance of the Family Card (Kartu Keluarga, KK), yet the sub-district offices that receive applications remain accountable for service standards they only partly control. This study examines how effective KK issuance is at a sub-district office, where delays originate in the registration chain, and how the office responded. A qualitative single-case study was conducted at the Tanjungsari Sub-District Office, Sumedang Regency, West Java, in 2022, drawing on semi-structured interviews with seven purposively selected informants, observation, and service documents, analysed thematically against five effectiveness dimensions. Effectiveness was uneven. Issuance rose from 3,235 cards in 2021 to 4,832 in January–September 2022 (269.6 vs 536.9 per month), and staff conduct was judged courteous. Efficiency was weak: the 14-working-day standard was often missed, and a single computer and printer were dedicated to KK processing. Delays arose mainly outside the office, in unstable central network connections, district-level verification, and incomplete citizen documents. After a network upgrade in March 2022, staff reported completion within three to four days. Front-office effectiveness in multi-level digital services appears to depend on upstream infrastructure and authority, so service standards should be assigned along the whole chain rather than to the receiving office alone.

Keywords: *Administrative Burden, Civil Registration, Digital Public Services, Family Card, Organisational Effectiveness*

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1. Introduction

Civil registration documents give citizens legal identity and access to schooling, health insurance, banking, and land administration. In Indonesia, the Family Card (KK) records household composition and the national identity number (NIK) of each member, and it is required for most other population documents (Law No. 24/2013). Over the past decade the Ministry of Home Affairs has moved KK issuance onto an integrated electronic system, and the forms used in population administration, including the family card, are now regulated for electronic issuance (Minister of Home Affairs Regulation No. 109/2019). Digitisation promised faster and more reliable service, and Law No. 25/2009 on Public Services obliges every service unit to publish and meet service standards.

Research on digital public services shows that digitisation redistributes, rather than removes, the costs citizens face when dealing with the state. Administrative burden theory distinguishes learning, compliance, and psychological costs (Moynihan et al., 2015; Herd & Moynihan, 2018), and recent work refines these into experiential dimensions of time, money, effort, and psychological strain (Daigneault, 2024). Digital self-service can turn citizens into "accidental caseworkers" who must complete tasks once handled by officials (Madsen et al., 2022). In Indonesia, survey evidence from Makassar indicates that digitalisation widened access while adding strain for marginalised groups (Sumardi et al., 2026), and village-level studies point to gaps in officials' digital skills and infrastructure (Sihombing & Lumbantobing, 2024).

Two gaps remain. First, most studies observe either the citizen interface or the agency that owns the system, not the intermediary office that receives applications on behalf of a higher-level agency. In Indonesia's civil registration chain, the sub-district office accepts KK applications, enters data, and is held to a published completion time, yet the national network and the district Population and Civil Registration Agency (Disdukcapil) control connectivity and verification. Second, domestic evaluations of KK services typically rate one office against a list of effectiveness criteria, as in the study of electronically signed family cards in Solok (Rizqiqa & Amalia, 2021), without asking where the observed shortfalls originate. When performance depends on upstream actors, office-level ratings risk attributing delays to the wrong party.

This study addresses these gaps through a case study of KK issuance at the Tanjungsari Sub-District Office in Sumedang Regency, West Java. It asks three questions. (RQ1) How do frontline officials and citizens assess the effectiveness of KK issuance across five dimensions of organisational effectiveness? (RQ2) At which points in the chain linking citizens, villages, the sub-district office, Disdukcapil, and the national system do delays arise? (RQ3) How did the office respond, and what do these responses reveal about how administrative burden is shared between the state and citizens?

The study makes two contributions. Empirically, it documents a layer of digital civil registration that is rarely observed directly. Conceptually, it proposes the notion of a dependent front office: a unit that is accountable for service standards in a multi-level

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digital service but controls only part of the process. Organisational effectiveness criteria applied to such a unit need to be read alongside where constraints are located.

2. Literature Review

2.1 Organisational effectiveness in public service units

The study draws on the time-based model of organisational effectiveness developed by Gibson et al. (2012) and Steers (1977), which specifies five short-term criteria. Productivity refers to the volume of outputs an organisation delivers; quality to whether outputs and service encounters meet user expectations; efficiency to the ratio of outputs to inputs, including time; flexibility to the capacity to reallocate resources in response to changing demands; and satisfaction to how users and staff experience the service. The model is used in Indonesian evaluations of local public services (e.g., Rizqiqa & Amalia, 2021) because its criteria map onto the elements that service units must publish in their service standards, such as completion time and requirements (Minister of State Apparatus Empowerment and Bureaucratic Reform Regulation No. 15/2014). Its limitation, for the purpose of this study, is that it treats the organisation as the unit that produces outcomes. It does not ask whether the organisation controls the resources that the criteria measure.

2.2 Administrative burden and multi-level digital services

Administrative burden refers to the costs that individuals experience in their interactions with the state (Moynihan et al., 2015). Learning costs arise from finding out about a service and its requirements, compliance costs from assembling documents and meeting procedural demands, and psychological costs from stress or stigma. Burden is partly a design choice: states decide how much of a process to shift to citizens or to retain within the bureaucracy (Herd & Moynihan, 2018). Digitisation changes this distribution. It can reduce visits and paperwork, but it can also transfer tasks to citizens and frontline staff (Madsen et al., 2022) and create new costs for groups with low digital or administrative literacy (Rifai et al., 2026; Sumardi et al., 2026).

Digital services also change the work of frontline bureaucrats. As information systems take over routine decisions, discretion moves from street-level officials to system designers and higher-level agencies (Bovens & Zouridis, 2002; Busch & Henriksen, 2018). For a receiving office in a multi-level chain, this means that key determinants of timeliness, such as network availability, data validation rules, and approval queues, sit upstream. Combining the two lenses, this study treats the five effectiveness criteria as the evaluative frame (RQ1) and uses administrative burden and the location of control to interpret why each criterion is met or missed (RQ2 and RQ3).

IJIS
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3. Research Method

3.1 Design and setting

A qualitative single-case study design was used because the aim was to explain how effectiveness is produced in a specific institutional setting rather than to estimate its prevalence (Yin, 2018). The case is the Tanjungsari Sub-District Office in Sumedang Regency, West Java. The sub-district covers 34.62 km^2 and 12 villages, and lies about 24 km from Bandung, the provincial capital. Its General Services Section handles population administration, including KK applications from all 12 villages. Applications require a village validation letter and supporting documents depending on the case (marriage, divorce, death, or relocation certificates, or the damaged original card). The office's published standard completion time is 14 working days. After data entry at the sub-district, records are submitted through an online system to the Sumedang Disdukcapil for verification and printing authorisation. The case was selected because it is a typical receiving office in which delays in KK issuance had been reported.

3.2 Participants

Seven informants were selected purposively according to three criteria: sustained involvement in KK services, active involvement at the time of fieldwork, and the ability to report from direct experience. They comprised the head of the General Services Section (OF1), four service staff including the population information system operator (ST1-ST4), and two citizens who had applied for a KK (CT1-CT2). Informants are identified by code to protect confidentiality.

3.3 Data collection

Data were collected in 2022 from three sources. Semi-structured interviews followed two guides: ten questions for officials (service mechanism, output volume, outreach, constraints, staff performance, citizen understanding, facilities, completion time, coping strategies, and service hours) and seven for citizens (ease, clarity of standards, staff conduct, speed, timeliness, non-discrimination, and comfort). Non-participant observation of the service counter and operator room focused on queues, equipment use, and staff-citizen interaction. Documents included the KK service standard, annual KK issuance records for 2021 and January to September 2022, and the section's equipment inventory.

3.4 Analysis

The analysis followed an interactive approach of data condensation, data display, and conclusion drawing (Miles et al., 2014). Coding was deductive for RQ1, using the five effectiveness dimensions as initial codes, and inductive for RQ2 and RQ3, where constraints and responses were coded as they emerged and then mapped to their location in the service chain (citizen, village, sub-district office, Disdukcapil, national system). The

Immortalis Journal of Interdisciplinary Studies
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Vol. 2 Issue 2, June 2026, pp. 255-266

second author conducted the fieldwork and initial coding; the first and third authors reviewed the codes, and disagreements were resolved through discussion. Issuance figures were converted to monthly averages because the two periods differ in length (12 and 9 months).

3.5 Trustworthiness and ethics

Credibility was supported by source triangulation, comparing officials' accounts with citizens' accounts, observation notes, and documents. The study was conducted with the permission of the sub-district office. All informants agreed to take part after being informed of the study's purpose and their right to withdraw.

4. Results

Table 1 summarises the assessment for each dimension (RQ1). The subsections below present the evidence for each dimension, then map the constraints to their location in the chain (RQ2) and describe the office's responses (RQ3). Quotations were translated from Indonesian by the authors.

Table 1. Assessment of KK service effectiveness by dimension

Dimension	Assessment	Main evidence
Productivity	Improved	Monthly issuance rose from 269.6 (2021) to 536.9 (Jan-Sep 2022); OF1, ST1
Quality	Mixed	Courteous counter staff; instructions unclear to some citizens; processing interrupted by equipment failure; OF1
Efficiency	Weak	14-working-day standard missed; backlog during network outages; OF1, CT1
Flexibility	Limited	One computer and one printer dedicated to KK; no reallocation when they fail; inventory, ST2
Satisfaction	Mixed	Non-discriminatory conduct; older citizens struggled to understand procedures; observation, OF1

OF1 = head of the General Services Section; ST1-ST4 = service staff; CT1-CT2 = citizens; KK = Family Card.

4.1 Productivity

The office issued 3,235 KKs between January and December 2021 and 4,832 between January and September 2022. Because the periods differ in length, monthly averages give a fairer comparison: 269.6 cards per month in 2021 and 536.9 in 2022, roughly double. The section head attributed the increase to a network upgrade:

"In terms of productivity, the acceleration of family card ownership has gone well, and the number of cards issued increased from 2021 to 2022, because in 2022 we started upgrading the internet connection for data entry to the Sumedang Disdukcapil, so printing is faster." (OF1)

IJIS
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ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 2 Issue 2, June 2026, pp. 255-266

The system operator described why 2021 had fallen short:

"In 2021, family card services could not meet the standard procedure because data entry ran into many problems, such as input errors that left data unverified at the Sumedang Disdukcapil. The network was disrupted during entry, and uploading forms to the Silasidakep website was slow. Documents also piled up waiting for the agency head's signature. In 2022 it improved in terms of the network." (ST1)

The documents do not allow the increase to be attributed to the upgrade alone, since the number of applications received in each period was not available.

4.2 Quality

Service encounters at the counter were described as polite and careful, but information did not always reach citizens clearly, and processing could stop when equipment failed:

"At the registration counter, staff are fairly good. They explain which documents must be submitted, but some citizens do not receive the explanation clearly. Their manner is polite, calm, and careful. When an application is complete and ready, it is not always processed the same day, because the computer or printer suddenly breaks down." (OF1)

The office also communicated KK requirements through village officials rather than directly to citizens.

4.3 Efficiency

Efficiency, understood here as timely completion relative to the 14-working-day standard, was the weakest dimension. The section head linked delays to network failures at two levels:

"Family cards are still not completed on time because the process slows down when there are disruptions in the server network, both the central network and the sub-district's own server. This holds up the service and causes applications to pile up." (OF1)

A citizen confirmed that the standard was not always met:

"Family card processing takes a maximum of 14 working days, but sometimes it is still not finished after 14 days because of many problems with the operator." (CT1)

The available documents did not record how many applications exceeded the standard, so the extent of delay rests on informants' accounts.

4.4 Flexibility

The section head described flexibility as adequate because staff worked within their responsibilities with the facilities provided. The inventory and operator accounts point to a narrower picture. The section held one laptop, four computers, and two printers, but KK processing relied on one computer, one operator, and one printer:

IJIS
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ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 2 Issue 2, June 2026, pp. 255-266

"For family cards we use only one computer, operated by one person, and problems often occur during data entry. Even when the card is ready to print, the printer has problems, because only one printer can be used to print family cards." (ST2)

When this equipment failed, work was not shifted to other machines, which suggests limited capacity to reallocate resources.

4.5 Satisfaction

Observation and interviews indicated that staff treated applicants courteously regardless of economic status and calmed frustrated applicants by explaining the correct procedure. Older citizens, however, often did not understand the explanation of how to apply. The section head reported that staff placement matched their skills and that data entry was fast and accurate. This account sits uneasily with ST1's report of input errors in 2021, and it rests mainly on officials' views; only two service users were interviewed.

4.6 Where delays originate

Table 2 maps each constraint reported by informants to its location in the service chain. Of the six constraints, three lay wholly or partly upstream of the sub-district office, two within it, and one with citizens and villages.

Table 2. Constraints on timely KK issuance by location in the service chain

Constraint	Location	Consequence	Source
Unstable central and local network	National system / sub-district	Data could not be sent; records had to be re-uploaded	OF1, ST1
Slow upload to the district web system (Silasidakep)	District system	Data entry took longer	ST1
Signature and verification queue	Disdukcapil	Applications waited for approval	ST1
Data-entry errors	Sub-district office	Records failed verification	ST1
Single computer and printer for KK	Sub-district office	Work stopped when equipment failed	ST2, inventory
Incomplete documents, low understanding of requirements	Citizens / villages	Applications not approved by Disdukcapil	OF1, observation

Disdukcapil = Sumedang Regency Population and Civil Registration Agency; OF1 = head of the General Services Section; ST1-ST2 = service staff.

Network instability was described as the main constraint. Because the connection was part of the central network, failures prevented records from reaching Disdukcapil, and staff had to upload them again. Incomplete requirements produced a similar result from the citizen side: records were rejected at verification and returned to the start of the process.

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 2 Issue 2, June 2026, pp. 255-266

4.7 Office responses

The office responded in four ways. First, the internet connection was upgraded in March 2022; staff reported that KKs were then completed within three to four days, compared with 14 working days or more before. Second, an online channel (tahu.sumedangkab.go.id) linked directly to the Sumedang Disdukcapil was offered. Third, the office intensified outreach through village officials to explain KK requirements. Fourth, it planned additional training for staff. Three of the four responses addressed constraints within the office or with citizens; none addressed the verification queue at Disdukcapil.

5. Discussion

The results show that effectiveness at the Tanjungsari office was uneven rather than uniformly low. Output and staff conduct were rated positively, whereas timeliness and the capacity to absorb equipment failures were weak. This pattern resembles that reported for electronic signatures in KK services in Solok, where productivity, quality, flexibility, and satisfaction were judged adequate but efficiency was not, and where unstable networks, staff shortages, and inadequate facilities were the main obstacles (Rizqiqa & Amalia, 2021). The recurrence of the same weak dimension and the same constraints in two different offices suggests that the problem is not specific to one office's management.

The mapping in Table 2 helps explain why. Half of the reported constraints sat upstream of the office, in the national network, the district web system, and the verification and signature queue at Disdukcapil. The office was nonetheless the unit held to the 14-working-day standard and the unit that citizens blamed. This is consistent with research showing that digitisation shifts discretion and control from frontline offices to system owners (Bovens & Zouridis, 2002; Busch & Henriksen, 2018). It extends that research by showing a consequence for evaluation: when effectiveness criteria are applied to a dependent front office, they measure the performance of the whole chain but attribute it to one link.

The case also shows how administrative burden moves along the chain. Incomplete documents, a compliance cost borne by citizens, were not caught at the village or counter stage but surfaced only at district verification. The cost of that failure then fell on both citizens, who waited longer, and staff, who had to re-enter records. Older citizens' difficulty in understanding procedures is a learning cost of the kind that digital services tend to raise for less literate groups (Madsen et al., 2022; Sumardi et al., 2026). The office's main response, outreach through village officials, places the remedy with intermediaries rather than simplifying requirements, a choice that keeps learning costs with citizens (Herd & Moynihan, 2018).

The reported reduction in completion time to three to four days after the March 2022 network upgrade indicates that infrastructure, not staff effort, was the binding constraint

Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 2 Issue 2, June 2026, pp. 255-266

in this case. This interpretation should be held cautiously, since it rests on staff reports and the period also saw other changes, including the online channel.

5.1 Theoretical implications

Organisational effectiveness models such as those of Gibson et al. (2012) and Steers (1977) assume that the organisation being evaluated controls the inputs to its outputs. In multi-level digital services this assumption does not hold for receiving offices. The study therefore proposes that effectiveness assessments of such offices pair each criterion with the location of the constraints that affect it. This combines the evaluative clarity of effectiveness criteria with the distributive focus of administrative burden theory.

5.2 Practical implications

First, service standards for KK issuance should be set and monitored for the whole chain, with separate time targets for sub-district entry, district verification, and printing. Second, requirement checks should move as far forward as possible, for example through a checklist at village level or validation in the online form, so that incomplete applications are caught before verification. Third, receiving offices need redundancy in critical equipment: a second workstation and printer with access to the registration system would remove a single point of failure. Fourth, the district agency should monitor its own verification and signature queue, which none of the office's responses could reach.

5.3 Limitations

The study has four limitations. It is based on one office and seven informants, so findings support analytical rather than statistical generalisation. Only two citizens were interviewed, which limits the evidence on satisfaction and on citizen burden. Completion times were reported by informants rather than drawn from service records. Finally, the views of Disdukcapil staff were not collected, so upstream constraints are described from the perspective of the receiving office.

6. Conclusion

KK issuance at the Tanjungsari Sub-District Office was effective in output and staff conduct but not in timeliness, and its flexibility was limited by dependence on a single workstation (RQ1). Most delays originated outside the office, in the central network, district systems, and verification queue, while others arose from incomplete citizen documents and in-office data-entry errors (RQ2). The office's responses addressed its own capacity and citizen awareness, but not the upstream constraints, which leaves part of the administrative burden with citizens and frontline staff (RQ3).

The broader point is that the effectiveness of a front office in a multi-level digital service cannot be judged apart from the chain it belongs to. Future research could compare several sub-district offices within and across regencies, use service records to

IJIS
Immortalis Journal of Interdisciplinary Studies
ISSN: 3123-3600 https://immortalispub.com/ijis
Vol. 2 Issue 2, June 2026, pp. 255-266

measure time spent at each stage, and include district agency staff and a larger, more varied group of citizens, especially older and less literate applicants.

Declarations

Author contributions. Yuyun Mulyati: conceptualisation, methodology, supervision, writing – review and editing. Firman Adi Tama: investigation (data collection), data curation, formal analysis, writing – original draft. Hafidl Maulana: validation, writing – review and editing. Kanitsorn Terdpaopong: organisational effectiveness and performance measurement perspective, writing – review and editing.

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Conflict of interest. The authors declare no conflict of interest.

Ethical considerations. The study was conducted with the permission of the Tanjungsari Sub-District Office. All informants gave informed consent and took part voluntarily after being told the study's purpose and their right to withdraw, and they are identified only by codes to protect their confidentiality.

Data availability. Interview transcripts are not publicly available to protect informant confidentiality; anonymised excerpts are available from the corresponding author on reasonable request.

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Use of generative AI. AI-assisted tools were used for language editing of the manuscript. The authors reviewed all output and take full responsibility for the content.

IJIS
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Vol. 2 Issue 2, June 2026, pp. 255-266

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