

Implementation of Pelaku Para Dewi to Improve Government Services in Tanggung Village

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ABSTRACT

Objective: This study aims to analyze the implementation of Pelaku Para Dewi, a digital innovation in population administration services, and its impact on improving the quality of government services in Tanggung Village, Mojokerto Regency. **Method:** Employing a qualitative approach with purposive sampling, data were collected through observation, interviews, and documentation, and analyzed using the Van Meter and Van Horn policy implementation model, which evaluates policy objectives, resources, implementers' characteristics, and inter-organizational communication. **Results:** The findings reveal that Pelaku Para Dewi has significantly improved service efficiency and accessibility, with residents reporting convenience and enhanced data security as key benefits. The successful implementation was supported by trained operators and adequate infrastructure, although challenges persist in community socialization and limited digital literacy. **Novelty:** As the first empirical study to examine Pelaku Para Dewi at the village level, this research contributes new insights into rural digital service delivery in Indonesia and offers a valuable reference for formulating digitalization strategies in public service management, particularly in addressing local needs and fostering inclusive governance.

INTRODUCTION

One of the government's obligations is to provide quality services to the public. However, public services in Indonesia currently tend to be inadequate, leading the public to lose trust in the government as a bureaucratic institution. Many citizens lack information, feel confused about following service procedures, and even face limitations in the facilities and infrastructure available for public services [1]. The purpose of establishing the Indonesian government is to improve public welfare, as stated in the fourth paragraph of the preamble to the Constitution of the Republic of Indonesia. This means that the state is responsible for creating bureaucratic conditions that can influence the improvement of the quality of public services through the implementation of good governance to create a positive climate for the community [2].

According to the Republic of Indonesia Law Number 25 of 2009 concerning Public Services, the state is responsible for serving every citizen and resident to fulfill their basic rights and needs in the context of public services, as well as building public trust in the services provided by the government as the organizer of public services [2]. Public services that refer to Regulation No. 23 of 2006 concerning Population Administration are one type of public service that we often encounter in everyday life [3]. This regulation requires the state to provide certification and recognition for important events and population incidents experienced by every Indonesian citizen. To provide good public services, effective administrative management is crucial. Studies show that there is a need to improve critical elements such as work ethic and accountability to provide better and

more reliable services. Furthermore, to optimize government services, a sound administrative system is required, including correspondence, reporting, and archiving [4]. Processing documents such as KTP, KK, and other population documents are included in this service [5].

Presidential Regulation Number 95 of 2018 concerning the Electronic-Based Government System (SPBE) is the main legal foundation for the implementation of e-Government in Indonesia [6]. This regulation governs the principles, objectives, and scope of SPBE, including electronic government management, electronic public services, and electronic transactions. To achieve good public services, the government must adapt to technological advances to avoid being left behind. The use of computer technology is one of the hallmarks of this era of advances in communication and information technology [7].

In Presidential Instruction of the Republic of Indonesia Number 3 of 2003, it is stated that all parts of society, including the government, use information and communication technology [8]. They are used in smart city development to increase efficiency, improve public services, and enhance citizen well-being. With the internet, all activities related to obtaining and communicating information have become easier, including searching for and receiving information, researching, and obtaining the information needed anytime and anywhere [1].

Advances in information technology have encouraged various government sectors to innovate in providing more efficient and accessible public services. One sector responding to this demand is population administration services. To achieve fast, affordable, and convenient services, the Mojokerto Regency Government, through the Population and Civil Registration Office (Dispendukcapil), created a digital innovation called Pelaku Para Dewi.

To facilitate service, the Mojokerto Regency government has created an innovative digital-based population document service in the form of a website called Pelaku Para Dewi. This website represents a concrete implementation of the Mojokerto Regency government's efforts to improve government services at the village level. The Pelaku Para Dewi website can be accessed by village government officials through: <https://pelakuparadewi.mojokertokab.go.id/>. Here's a look at the Pelaku Para Dewi application:

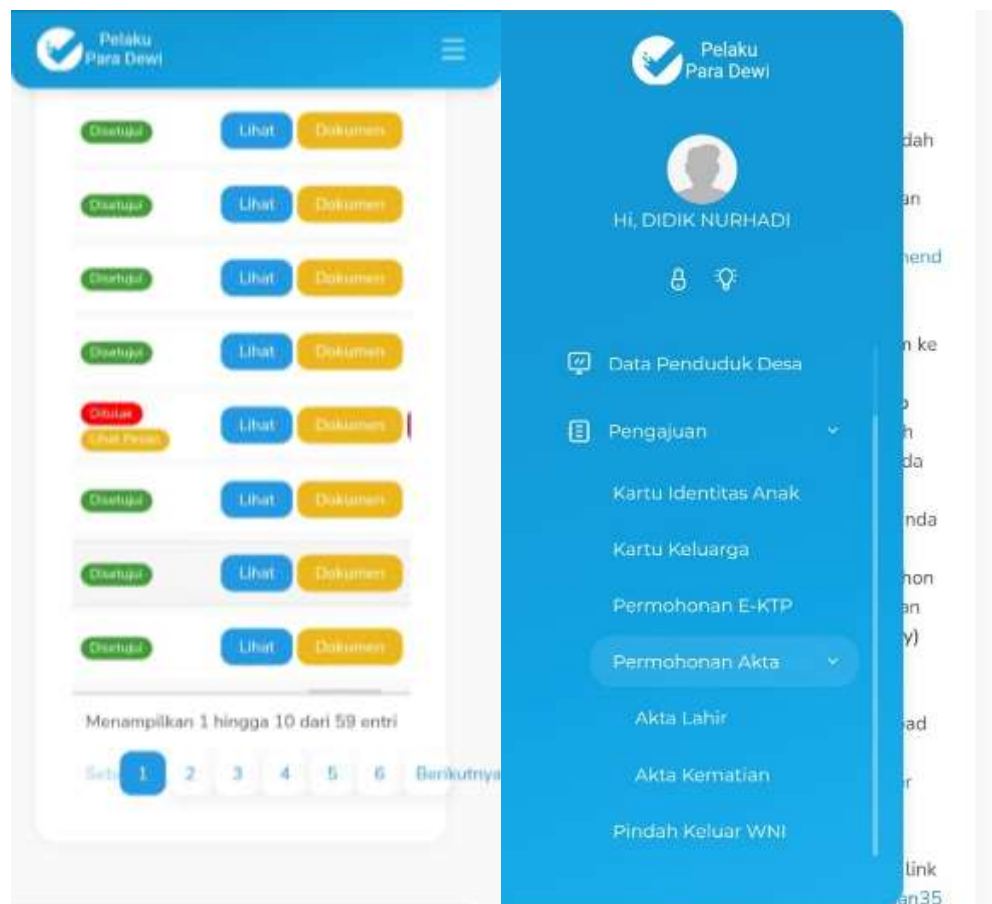


Figure 1. Pelaku Para Dewi Application

Pelaku Para Dewi provide all population services, such as Child Identity Cards, Family Cards, E-KTP Applications, Birth Certificate Applications, Death Certificate Applications, and Citizenship Transfers. Through Pelaku Para Dewi, the public can experience ease in accessing public services. Pelaku Para Dewi website has also been used in every village or sub-district throughout Mojokerto Regency, one example of a village that has implemented Pelaku Para Dewi is Tanjangrono Village, located in Ngoro District, Mojokerto Regency.

Prior to this application, the POS KeTanMu (POS Service Without Meeting) system used WhatsApp to provide population administration services. While this system has reduced face-to-face interaction between the public and Dispendukcapil (Civil Registry) officers, numerous issues remain. People still need to visit village offices to request services, and communication via WhatsApp often suffers from issues with documentation, response speed, and clarity of service flows. This situation presents a challenge in ensuring equitable and optimal service delivery across the region.

The use of POS KeTanMu in Mojokerto is still limited and not widely used by the community due to the transition to digital services in 2023. The local government deemed a more integrated and contemporary solution necessary due to this situation. Then, in late 2023, the Pelaku Para Dewi application was created, which began to be used simultaneously across all villages in January 2024.

In Tanjanganro Village, the Pelaku Para Dewi website was introduced in early January 2024 through outreach conducted by the Mojokerto Population and Civil Registration Service (Dispendukcapil). Each village is required to appoint one person as an operator responsible for managing and implementing this website. The village operator's task is to input data from residents who wish to submit population administration requests into the Pelaku Para Dewi website. The entered data is then submitted to the Mojokerto Population and Civil Registration Service (Dispendukcapil), which has the authority to verify and validate it.

Van Meter and Van Horn (in Budi Winarno, 2008) explain that public policy implementation is a series of actions based on previous decisions. These actions include efforts to transform decisions into operational actions within a specific timeframe, as well as ongoing efforts to realize changes, both large and small. These changes result from policies implemented by public organizations with the aim of achieving predetermined goals [9].

Van Meter and Van Horn developed an indicator of success in the policy implementation process. This indicator emphasizes several important variables that need to be considered, namely: 1) Policy Size and Objectives, 2) Resource Availability, 3) Characteristics of Implementing Agents, 4) Attitudes and Tendencies (Dispositions) of Implementers, 5) Interorganizational Communication and Implementation Activities, 6) Economic, Social, and Political Environmental Conditions [10]. It can be concluded that policy implementation will not begin before the policy's goals and objectives are established or determined. Thus, implementation is a process of activities carried out by various actors to achieve results in accordance with the policy's objectives [11].

Several previous studies have discussed the issue of population administration management websites. First, researchers Mona Melinda, Syamsurizaldi, and Muhammad Ichsan Kabullah (2020) examined the Online Population Administration Service (PADUKO) innovation implemented by the Padang Panjang City Population and Civil Registration Office. They used qualitative descriptive methods and data collection techniques through interviews, documentation, and observation. This study focused on public acceptance of the PADUKO innovation based on the five innovation attributes proposed by Everett M. Rogers. The results of this study are that the PADUKO innovation study successfully increased the accessibility and effectiveness of population administration services, but the public still needs to understand the online system.

Furthermore, previous research by Intan Nuryani, Denny Hernawan, and Cecep Wahyudin (2024) examined the effectiveness of population administration services through the Pakuan Prima website at the Bogor City Population and Civil Registration Office. They found that the services provided through the Pakuan Prima website at the Bogor City Population and Civil Registration Office were in the good category, with an average score of 4.17. They used a quantitative descriptive method involving the Bogor City population and a random sample of 100 respondents. This study used the effectiveness theory explained by Sutrisno (2010). Although this service helps people, there are several obstacles. For example, people still need to socialize better, the website

is sometimes problematic, and it is difficult to gain access for people who are less familiar with technology.

Previous research by Mirza Fatchul Haq and Sri Umiyati (2022) entitled "Effectiveness of the E-Klampid Service Program in Bulak District, Surabaya City" showed that the E-Klampid program was ineffective in providing population administration services in Bulak District. Only one of the five indicators was considered effective, namely timeliness. Meanwhile, the indicators of program understanding, on-target performance, goal achievement, and tangible change were ineffective. This study uses Sutrisno's (2007) theory of program effectiveness with five indicators to measure program effectiveness. The study showed that several factors hindering the implementation of the E-Klampid program include a lack of public understanding of the program, a lack of social interaction, and limited technological devices. However, this program is expected to help the community manage population administration independently.

The identification results revealed that although village officials have attempted to inform the public about the website's services, many residents still do not fully understand or are completely unaware of the service's existence and function. This lack of public awareness of this application can hinder their access to services that should simplify daily life. Therefore, further evaluation of the outreach approach used is crucial. Furthermore, it is crucial to find the best way to market information about the Perpetrators of Pelaku Para Dewi service to the entire Tanjanganro Village community. This will hopefully lead to better and more inclusive public services and increased community participation in technology.

RESEARCH METHOD

This research uses a qualitative research method, which aims to understand social phenomena by using non-numerical data such as observations, interviews, and document analysis [12]. A qualitative approach was used to gather and further understand how Pelaku Para Dewi help improve government services in Tanjanganro Village, Mojokerto Regency. This study used a purposive sampling technique to collect information and focused on village service operators directly involved in operating Pelaku Para Dewi website.

With data presented descriptively or narratively, this method emphasizes a deeper understanding of social problems [13]. Data collection techniques include interviews, observation, and documentation studies, while data analysis includes data simplification, data presentation, and drawing conclusions. Secondary data, on the other hand, is obtained from references and journal articles [14]. By using researchers as the main tool and collecting data from natural settings, qualitative research aims to reveal phenomena as a whole and contextually [15].

RESULTS AND DISCUSSION

Results

1. Policy Size and Objectives

The policy implementation theory developed by Van Meter and Van Horn can be used to analyze the launch of the Pelaku Para Dewi App in the context of public policy implementation. One indicator of this theory is the policy's dimensions and objectives, or how clearly and consistently the dimensions and objectives are formulated by policymakers.

By launching the online Pelaku Para Dewi service, the Mojokerto Regency government demonstrated its commitment to implementing the principles of good governance. Prioritizing effectiveness, efficiency, accountability, and transparency in public services, this service aims to improve the quality of government administration, particularly at the village and sub-district levels. The Mojokerto Regency Population and Civil Registration Office (Dispendukcapil) officially launched the service in late 2023. It was introduced to the public in early 2024.

By using the Pelaku Para Dewi application, the public can easily gain digital access to various services related to population management. Applications for Child Identity Cards (KIA), Family Cards (KK), Electronic ID Cards (e-KTP), Birth Certificates, and out-of-town resident relocation services are just some of the services available. This technology not only speeds up administrative processes but also connects the wider community, making public services more accessible and tailored to their needs. The following is data on applications via the Pelaku Para Dewi application in 2024:

Table 1. Number of Administrative Submissions Via the Goddesses' Perpetrators Application, 2024

KIA	KK	E-KTP	Birth Certificate	Death Certificate	Total
38	70	127	38	90	325

Throughout 2024, the Pelaku Para Dewi application received 325 applications for population administration. With 127 applications, the e-KTP (electronic ID card) was the most frequently requested service, followed by 90 applications for death certificates and 70 applications for family cards (KK). Meanwhile, there were 38 applications for birth certificates and child identity cards (KIA).

However, it should be noted that KIA applications are usually submitted simultaneously with Birth Certificate applications because both are inseparable application packages in the administrative service procedure. Therefore, to avoid double counting, the total number of applications (325) has been adjusted to avoid double counting between Birth Certificates and KIA. This means that thirty-eight KIA applications and thirty-eight Birth Certificate applications are included in the total service.

Based on field findings, the implementation of the Pelaku Para Dewi website in Tangangrono Village has been quite effective and efficient. This indicates that the Tangangrono Village community heavily utilizes the Pelaku Para Dewi application, particularly for basic administrative services that assist with legal identity and civil registration. This fact was further confirmed through interviews with Didik Nurhadi, the population administration service operator for Pelaku Para Dewi. He stated,

"As a form of service convenience, initiated by the Mojokerto Population and Civil Registration Office (Dispendukcapil). This innovation is expected to provide effective and efficient population administration services to residents." (Interview results, January 10, 2025)

This indicator can be considered fulfilled in the context of the implementation of the Pelaku Para Dewi in Tangangrono Village. The goal of this innovation, which is to improve the efficiency and effectiveness of population administration services, is clear and understood by implementers, especially service operators at the village level. Interviews with operators indicate that Pelaku Para Dewi offers service convenience driven by the need for faster and more accurate administrative services from the Mojokerto Population and Civil Registration Office. This application has been successfully implemented consistently according to its initial direction and objectives thanks to a harmonious understanding between policy makers and implementers in the field. Therefore, based on the theory of Van Meter and Van Horn, the implementation of Pelaku Para Dewi can be effectively evaluated by considering the size and clarity of the policy objectives. Ultimately, this will help improve the quality of government services in Tangangrono Village.

2. Resource Availability

To achieve company goals, resources are crucial. One of the standards of effectiveness is power capacity, which encompasses various work-oriented elements, such as funds, facilities, and infrastructure, the use of which is predetermined and limited [16].

In an interview with the Village Secretary, Puspita stated, *"The central government has tasked the village head with selecting someone to operate the Perpetrators of Pelaku Para Dewi service website."* (Interview, January 10, 2025)

From the interview results, it can be concluded that there is a village official specifically designated to manage the use of the Pelaku Para Dewi application. Data from the Pelaku Para Dewi application operator in Tangangrono Village is presented as follows:

Table 2. Data on the Operators of Pelaku Para Dewi s in Tangangrono Village

Component	Information
Designated Operator	1 person
Active Operator	1 person (fully active)
Already Trained	Yes (by Mojokerto Population and Civil Registration Office)
IT Understanding Level	OK, in operation of the application

Component	Information
Supporting Facilities	Laptops, computers and networks are available

Source: Processed by the author from interview results, 2025

Available human resources have been well-optimized for the implementation of Pelaku Para Dewi Perpetrators program in Tanjangrono Village. This is demonstrated by a central policy requiring village heads to appoint dedicated operators to oversee the service's website. This assignment demonstrates that the human resources element has been met, enabling the system to operate optimally.

Furthermore, field data indicates that the implementation of the Pelaku Para Dewi program in Tanjangrono Village is adequately resourced. Because the district government is responsible for supporting the online service system, the village government automatically allocates supporting facilities such as laptops, computers, and an internet connection. This infrastructure capacity ensures that the service process runs smoothly. According to interview results,

"There are facilities, especially because it's the responsibility of the district government. Villages automatically budget for supporting facilities, such as laptops and computers, which are needed because services are delivered online. Furthermore, internet connectivity must always be ensured to ensure there are no issues during the service application process." (Interview results, January 10, 2025)

Furthermore, the village is responsive to potential resource constraints. If a problem arises, it will follow up and find a solution. *"There tend to be no obstacles, but if there are, the village will immediately address the issue."* (Interview, January 10, 2025)

Thus, considering the resource availability indicators in Van Meter and Van Horn's theory, it can be concluded that there are adequate resources to support the implementation of Pelaku Para Dewi Actors in Tanjangrono Village. Therefore, achieving policy objectives is optimally supported by the availability of adequate resources.

Discussion

1. Characteristics of Implementing Agents

According to Van Meter and Van Horn's policy implementation theory, the characteristics of the implementing agent are very important for the success of policy execution [17]. According to Van Meter and Van Horn's implementation theory, the characteristics of implementing agents are a key indicator of policy implementation. In this context, the implementing agents referred to are village officials responsible for running the application system or website that supports population administration services. Interviews with the Pelaku Para Dewi service operators on January 10, 2025, revealed that some village officials lacked sufficient understanding of information technology (IT).

"For all the systems in place, not all village officials are IT savvy. Therefore, the Population and Civil Registration Office (Dispendukcapil) provides outreach and training to operate the

applications/websites. This involves inviting village officials and scheduling them on a rotating basis. This ensures that operators are truly competent." (Interview results, January 10, 2025)

This presents a challenge in implementing digital-based policies at the village level. To address this issue, the Mojokerto Population and Civil Registration Office (Dispendukcapil) proactively disseminated information and provided on-site training. To ensure each assigned operator fully understands how the system works, village officials were invited and trained on a rotating basis. This method demonstrates the importance of ensuring that implementing agents have the necessary skills and expertise to carry out their duties.

According to Van Meter and Van Horn's theory, the effectiveness of policy implementation is greatly influenced by the characteristics of the implementing agency. In this regard, training and mentoring from the Population and Civil Registration Office (Dispendukcapil) are crucial strategies for improving the capacity of village officials to effectively implement digital service policies.

Attitudes and Tendencies (Dispositions) of the Implementers

The policy implementation theory by Van Meter and Van Horn in Agustinus (2006) states that the attitudes and tendencies or dispositions of implementers are crucial to the success of policy implementation. This attitude encompasses the extent to which implementers understand the policy's content, agree with its objectives, and have the desire to implement it.

"With this service, the village has been very responsive. We are very receptive to the changes and are doing our best to support the implementation of this service by providing additional services. This service is available outside of business hours and on weekdays, so people can come directly to us at their homes, especially the Pelaku Para Dewi operators, to submit data." (Interview results, January 10, 2025)

The village administration demonstrated a very positive and open attitude to change when implementing the Pelaku Para Dewi service. This was demonstrated by the ability of village officials, particularly operators, to provide additional services even outside of business hours. To facilitate the data submission process, they were willing to receive residents directly at their homes. This action demonstrated the implementers' strong commitment to fully supporting the policy. Furthermore, their willingness to provide additional services demonstrates their understanding of the importance of fast and responsive public services, in accordance with the objectives stated in Regional Regulation No. 9 of 2012 [18].

Based on Van Meter and Van Horn's theory, successful implementation is greatly influenced by the implementer's supportive attitude or disposition, openness to the policy, and commitment to providing the best service. In this case, the proactive attitude of village officials demonstrates that the digitalization policy through the Goddesses Actors is being accepted and implemented responsibly.

2. Inter-organizational Communication and Implementation Activities

According to Van Meter and Van Horn's policy implementation theory, the quality of policy implementation is also determined by implementation activities and inter-

organizational communication. Effective communication between policymakers and implementers in the field facilitates the dissemination of information, guidance, and resolution of problems that arise during the implementation process.

"Regarding evaluations, we've seen progress and progress made so far, but not officially. If we feel there are new innovations, we'll hold an official event and invite us. For technical matters, such as daily service techniques, there's no need for an official meeting. We can share and ask questions directly, as the Population and Civil Registration Office (Dispendukcapil) provides guidance through WhatsApp groups. We can also send private messages through the person's personal number; the Civil Registration Office is very open. However, the village is still monitored by the central government." (Interview results, January 10, 2025)

The interviews above indicate that evaluation and development of the implementation of Pelaku Para Dewi Persuasion service are indeed conducted, although not always formally. Official meetings are only held when innovations or new policies are introduced, and villages are directly invited. However, communication is informal and flexible for technical or day-to-day service issues. When needed, the Population and Civil Registration Office (Dispendukcapil), through its representatives, provides a WhatsApp group for open communication. If necessary, they can even communicate privately through private messages. Village officials can obtain direction and solutions quickly and directly this way, without having to wait for an official forum. Despite the fact that communication takes place in a relaxed and open manner, the central government continues to monitor policy implementation to ensure that it remains on track.

According to Van Meter and Van Horn's theory, effective communication between village officials and the Population and Civil Registration Office (Dispendukcapil) helps improve policy implementation. Existing formal and informal communication mechanisms enable effective coordination, expedite the resolution of technical issues, and ensure consistent implementation in the field.

3. Economic, Social, and Political Environmental Conditions

Even though this program has been running for a year, the community is still not aware of the existence of village administration services that can be accessed via the internet.

"This website has been running for a year, and why are there still people who don't know about the existence of administrative services in the village? The factors vary, perhaps because people have been too busy due to their many work activities so they don't have time to look for information about services. It's also possible that people don't live in the village, whether they have migrated or something else. There are also people who simply don't want to know, even though they are unemployed and have no activities but have no initiative to seek information. Even though the village has conveyed, has conducted socialization. By putting up village office banners and also telling the village heads to inform residents." (Interview results, January 10, 2025)

Based on the interview results above, because many people are busy with their jobs, they don't have time to inquire about administrative services. Furthermore, some residents don't live in the village permanently, such as migrants, and they don't receive

information directly. There are even residents who don't have a fixed activity but don't bother to inquire. Despite this, the village has made various efforts to disseminate information, such as placing banners at the village office and disseminating information through hamlet heads (kasun). However, these efforts have not reached the entire community. This indicates that the community's social and economic conditions still challenge the achievement of comprehensive policy objectives, even though policies have been formulated and supported by information dissemination efforts.

According to Van Meter and Van Horn's theory, a community's social and economic circumstances can hinder policy implementation despite efforts to do so. External factors such as time constraints, residential mobility, and low citizen participation must be considered to improve the efficiency and equity of village services. Although some residents may not be aware of the population administration services available through the Pelaku Para Dewi application, several community members who are already aware of and using it have provided very positive feedback, as evidenced by interviews with Pelaku Para Dewi service operators:

"The public is very enthusiastic about this service, as it offers convenience and guarantees the confidentiality of their data. The service is running well, and the public is happy." (Interview results, January 10, 2025)

Interviews with service operators indicated that the public found this service very helpful. They were enthusiastic because the process was perceived as simple, practical, and straightforward. The security of their personal data was a key factor contributing to people's comfort and trust in the system. Furthermore, citizen satisfaction increased due to the smooth and responsive service. This demonstrates that, despite challenges in information dissemination, the affected communities welcomed this policy and perceived it as genuinely helpful. The public's openness to technology and the demand for efficient public services support the implementation of this policy.

According to Van Meter and Van Horn's theory, supportive social conditions, such as trust in the system and public openness to new services, are crucial for successful policy implementation. A positive public response indicates that the policy is socially accepted and has significant potential for growth.

CONCLUSION

Fundamental Finding : This study demonstrates that the implementation of *Pelaku Para Dewi* has significantly improved the efficiency and accessibility of population administration services in Tanjanganro Village, although challenges remain in community socialization and varying levels of digital literacy. **Implication :** The findings suggest that digital innovations can effectively strengthen public service delivery at the village level when supported by sufficient training, reliable infrastructure, and consistent inter-institutional communication. **Limitation :** Nevertheless, the study is constrained by its limited scope, focusing only on one village and employing a qualitative approach, which may not fully capture the broader outcomes of the program across Mojokerto Regency. **Future Research :** Subsequent studies are encouraged to conduct comparative

analyses across multiple villages and employ mixed-method designs to comprehensively evaluate user satisfaction, digital literacy, and the overall effectiveness of digital-based public services in rural contexts.

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