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Public Service Innovation and Civil Registration Document Ownership: A Policy Evaluation of the Five-Minute Completion Program in Madiun City, Indonesia

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Abstract

This study evaluates the "5 Menit Jadi" (Five-Minute Completion) service innovation in increasing ownership of population administration documents in Madiun City, Indonesia, as regulated under Madiun Mayor Regulation No. 29 of 2021. The innovation, implemented by the Madiun City Population and Civil Registration Office (Disdukcapil), is designed to accelerate and simplify the issuance of key population documents. Employing a descriptive qualitative approach grounded in Merilee S. Grindle's (1980) policy evaluation model, the study focuses on two central dimensions: content of policy and context of implementation. Data were collected through closed-ended Likert-scale questionnaires, open-ended questionnaires, and documentation review, drawing on 50 internal respondents (agency staff) and 150 external respondents (service users). The results show that, on the content of policy dimension, the innovation has clear objectives, produces tangible benefits, and promotes faster, simpler, and more efficient population administration service, with an overall internal mean score of 4.50 (very good). On the context of implementation dimension, the policy is supported by leadership commitment, effective organizational coordination, and high compliance among implementing personnel, with an overall external (service-user) mean score of 4.73 (very good). Nonetheless, implementation continues to face constraints, including limited human resources, network and system disruptions, and variation in community digital literacy in accessing services. Despite these very favorable perception scores, target-realization data over 2023–2025 show that electronic ID card (KTP-el) coverage has not consistently met its annual target, even as birth certificate and child identity card coverage have exceeded targets, indicating that perceived service quality and aggregate documentation coverage do not always move in tandem. Overall, the "5 Menit Jadi" innovation can be categorized as fairly effective to effective in improving population administration service quality and expanding public access to population documents. The study recommends strengthening human resources, optimizing information technology infrastructure, expanding public outreach, and conducting continuous evaluation to sustain the effectiveness of public service in Madiun City.

Keywords: policy evaluation; service innovation; population administration; Grindle model; Madiun City; public service

1. Introduction

Population administration occupies a central role not only in recording citizens' civil identity but also as the primary bridge to public service access and civil rights. Indonesia's Law No. 24 of 2013 on Population Administration, Article 3, mandates that every resident report population events and important life events to the relevant implementing agency, while Article 13 requires every resident, Indonesian and foreign national alike, to hold a Population Identification Number (NIK). These provisions position population administration simultaneously as a legal obligation and a basic right through which every resident is formally recognized by the state. Documents such as the electronic identity card (KTP-el), family card (Kartu Keluarga, KK), birth certificate, and death certificate provide the legal and administrative foundation through which individuals obtain official identity recognition, a foundation that is, in turn, a prerequisite for accessing education, healthcare, social assistance, and financial services (Mills et al., 2019). Complete and valid population documentation is accordingly regarded as a key indicator of successful regional governance and population-data quality, enabling more accurately targeted development planning, more efficient budget allocation, and real-time monitoring of demographic and development indicators.

Public service innovation has continued to evolve as a strategic response to these demands. Innovation allows government to create more effective solutions to persistent bureaucratic challenges, and public-sector innovation in particular has become essential for improving service quality in ways that strengthen public satisfaction and trust in government institutions. Indonesia's Regulation of the Minister of Home Affairs No. 7 of 2019 on Online Population Administration Services affirms that every resident is entitled to access their rights, including health, education, and social rights, underscoring that high rates of population-document ownership and valid population data reflect not merely administrative compliance but a region's success in realizing responsive, inclusive, and accountable governance. At the same time, efforts to advance public-sector innovation are not without obstacles: resistance to change, resource constraints, complex bureaucracy, limited human-resource competency, uneven technology and infrastructure, data-security threats, weak inter-agency collaboration, regulation that has not kept pace with

changing conditions, and the inherent difficulty of measuring innovation success all complicate the process of bureaucratic renewal (Simanulang & Pramudya, 2021). Notwithstanding these challenges, innovation remains an urgent necessity for creating more effective and higher-quality public services, and successful implementation depends substantially on resource readiness, apparatus capacity, and an organizational culture open to change.

Madiun City exemplifies this innovation agenda concretely. Population administration service is one of government's most fundamental forms of public service, carrying strategic weight in guaranteeing citizens' civil rights. Through its Population and Civil Registration Office (Disdukcapil), the Madiun City Government has sought to improve public service quality by introducing the "5 Menit Jadi" (Five-Minute Completion) service innovation as a means of accelerating and simplifying the issuance of population documents. This innovation forms part of the regional government's broader policy to strengthen effectiveness, efficiency, transparency, and service-time certainty, as mandated under Madiun City Regional Regulation No. 15 of 2011 on Public Service, subsequently updated through Madiun City Regional Regulation No. 5 of 2019. To reinforce implementation, the government issued Madiun Mayor Regulation No. 29 of 2021 as the technical guideline for public service delivery, including innovation development, standard operating procedure formulation, and the regulation of service mechanisms, completion time, and quality management.

Although the "5 Menit Jadi" innovation aims to create fast, easy, and responsive service, field implementation does not always fully meet its stipulated time standard. Some service users continue to experience technical application constraints, resource limitations, long queues, and uneven public understanding of digital service procedures and requirements, raising questions about the innovation's effectiveness from a public-policy-evaluation perspective, particularly regarding the extent to which it achieves excellent service and improves both public satisfaction and the coverage of population-document ownership in Madiun City. Table 1 presents target and realization data for population-document coverage in Madiun City from 2023 through 2025, illustrating this phenomenon empirically.

Table 1.

Target and Realization of Population Administration Document Coverage in Madiun City, 2023–2025

No.	Document Type	2023 Target (%)	2023 Realization (%)	2024 Target (%)	2024 Realization (%)	2025 Target (%)	2025 Realization (%)
1.	Electronic ID Card (KTP-el)	99.4	96.37	99.4	96.75	99.4	96.73
2.	Birth Certificate	98	99.21	99	99.45	97	99.78
3.	Child Identity Card (KIA)	50	90.49	60	92.39	60	98.52

Source: Field data, processed by the researcher (2025). Note: 2025 figures as of October 31, 2025.

Table 1 shows that the regional government's innovative efforts have not yet consistently achieved their stipulated targets. While birth certificate and Child Identity Card (KIA) coverage show a positive trend, with realization exceeding target in every year observed, electronic ID card coverage tells a different story: its

realization has remained fluctuating and has fallen short of target in 2023, 2024, and 2025 alike. This pattern indicates variation in implementation effectiveness across different categories of population administration service. The mismatch between target and realization for electronic ID cards specifically suggests that constraints persist in program execution, whether technical, human-resource-related, or rooted in community participation, warranting deeper examination of the factors shaping the success

of population administration service innovation in Madiun City so that targets can be more fully realized. This condition also raises questions concerning the effectiveness and sustainability of the "5 Menit Jadi" innovation in increasing community document ownership, with possible contributing factors including limited outreach, insufficient community participation, technical constraints, and as-yet suboptimal inter-stakeholder coordination.

This tension, between an innovation ideally regarded as a solution to slow bureaucracy and an empirical record showing that not all innovations translate into measurably improved service performance, motivates the present study. As public expectations of service quality continue to rise, civil servants (ASN) are required to pursue continuous innovation across every service dimension, remaining responsive to community needs in support of good governance. Prior research on population administration service innovation offers relevant but incomplete guidance. Raharjanti and Ahdiyana (2024) describe the Dukcapil Online innovation in Sleman Regency, finding it effective in improving efficiency, effectiveness, and responsiveness, but their study centers on an application-based, fully digital service model. Farida and Ambarwati (2023) examine a One Day Service innovation for electronic-ID issuance in Kepanjen, Malang Regency, emphasizing procedural rather than time-standard innovation. Setyawan and Rahmawati (2023) analyze the Dukcapil Smart program in Bantul Regency, finding that digitalization can expand service coverage but that success depends heavily on apparatus readiness and community acceptance. Heliastuti et al. (2024) examine the Sedudo application in Nganjuk Regency, finding that digital literacy gaps and network constraints limited the innovation's optimal functioning. Patrisia and Yuliani (2025) study the Slawe application in Bengkulu City through a public-value lens, finding that population administration innovation generates social, economic, and political value beyond administrative benefit alone.

Taken together, these prior studies concentrate predominantly on application-based digital innovations, evaluated largely through descriptive process analysis rather than through a regulation-grounded policy-evaluation framework. The "5 Menit Jadi" innovation differs in kind: rather than digitizing the application channel, it accelerates service directly at the point of in-person transaction through bureaucratic simplification, a non-digital, procedural innovation model that has received comparatively little systematic evaluation in the literature and that offers a potentially more inclusive alternative for community members with lower digital literacy. This study addresses that gap by evaluating the "5 Menit Jadi" innovation as a regional public policy explicitly grounded in Madiun Mayor Regulation No. 29 of 2021, using Grindle's (1980) policy evaluation model to assess both the substance of the policy and the context in which it is implemented. Specifically, this study aims, first, to describe and analyze the extent to which the "5 Menit Jadi" service innovation has been implemented in accordance with its governing guidelines; and second, to describe and analyze the difficulties and obstacles encountered in implementing the innovation that have constrained the optimal achievement of population administration document-ownership targets in Madiun City.

2. Literature Review and Conceptual Framework

2.1 Public Policy and the Policy Cycle

Public policy is broadly understood as whatever government chooses to do or not to do (Dye, 2013), or as goal-directed action proposed by government officials to resolve a public problem (Friedrich, 1963, as cited in the reviewed literature). Anderson (2014) similarly frames public policy as action oriented toward the public interest and carried out by public authorities. Synthesizing these views, public policy can be understood as a series of actions or decisions taken by government to resolve problems and achieve specific societal objectives, whether codified as law, regulation, or program, a definition that also encompasses deliberate government inaction in response to a given issue.

The public policy process is conventionally understood to unfold across five interrelated stages. Problem formulation involves identifying, defining, and articulating the public problem requiring policy attention, encompassing empirical problem identification, causal analysis, impact analysis, and stakeholder mapping; a poorly formulated problem produces a correspondingly flawed policy, making this the most foundational stage of policy analysis. Agenda setting determines whether a formulated problem is deemed worthy of government attention, shaped by the urgency and scale of the problem's impact, public pressure and media coverage, political interest, the role of advocacy actors, the availability of realistic technical solutions, and external environmental shifts. Policy formulation involves designing and evaluating alternative solutions against criteria such as effectiveness, efficiency, accountability, political feasibility, legality, and social impact, encompassing cost-benefit analysis, public consultation, and the selection of policy instruments. Policy implementation translates the formulated policy into concrete action through bureaucratic and field-level actors, involving resources, organizational structure and standard operating procedures, cross-agency communication and coordination, implementer compliance and commitment, oversight, and community response; implementation quality, rather than policy design alone, often determines whether a policy ultimately succeeds or fails. Policy evaluation, the final stage, assesses the extent to which a policy has achieved its objectives and examines its impact on society, whether conducted ex-ante, on-going, or ex-post, generating information essential for policy revision, continuation, or termination. The "5 Menit Jadi" innovation constitutes the outcome of the formulation and implementation stages of Madiun City's regional public service policy, and this study is positioned squarely at the evaluation stage of this cycle.

2.2 Policy Evaluation Theory and the Grindle Model

Policy evaluation is understood as a systematic process of collecting, analyzing, and interpreting information to determine the extent to which an activity, program, policy, or process has achieved its stated objectives, and to render judgment on its value, benefit, effectiveness, and quality. Stufflebeam and Shinkfield (2007) define evaluation as the process of obtaining and interpreting information useful for judging a program's decisions, effectiveness, or worth, while Worthen, Sanders, and Fitzpatrick (2004) similarly emphasize determining the extent to which a program achieves its objectives efficiently and effectively. Evaluation functions not only to judge success or failure but to generate accurate information supporting future decision-making

and policy improvement; it is systematic, requiring planned methods and instruments; it distinguishes measurement, the quantification of relevant data, from assessment, the interpretation of that data against defined standards; it underpins accountability to the public, budgetary transparency, and public-service quality control consistent with good-governance principles; and it functions as an instrument of organizational learning, identifying best practices and areas for improvement.

Several evaluation models are available for assessing public policy, each offering a distinct analytical emphasis. William N. Dunn's (2018) model offers six criteria, effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness, providing a comprehensive but relatively broad assessment lens. The CIPP model (Context, Input, Process, Product), developed by Stufflebeam and widely used in educational evaluation, examines a policy's underlying needs and objectives, the resources and strategies deployed, the implementation process, and the resulting outcomes and impacts. The Kirkpatrick model, comprising four levels (reaction, learning, behavior, results), is more commonly applied to training evaluation but can be adapted to public policy contexts. The Logic Model assesses the relationship among inputs, processes, outputs, outcomes, and impacts.

This study adopts Merilee S. Grindle's (1980) Implementation Effectiveness model as its principal analytical framework, chosen because it evaluates policy implementation through two focused, complementary dimensions rather than a longer list of criteria, offering a more parsimonious lens well suited to an in-depth, single-policy case study such as this one. The first dimension, content of policy, concerns the substance of the policy itself, encompassing its objectives, benefits, target-group coverage, and resource commitments; the second, context of implementation, concerns the environment in which the policy is executed, encompassing bureaucratic capacity, political support, the characteristics of implementing agents, and prevailing socioeconomic conditions. Grindle's model is particularly well suited to evaluating the "5 Menit Jadi" innovation because it simultaneously assesses the policy's substantive content, its objectives, benefits, and design, and the real-world implementation context, bureaucratic capacity, political and institutional support, and community characteristics, thereby directly illuminating the relationship between the innovation's design and the empirical realities of its execution, in a manner that allows the researcher to identify both the successes achieved and the obstacles encountered, along with their consequences for the community.

2.3 Public Service Innovation Theory

Rogers (2003), in *Diffusion of Innovations*, defines innovation as an idea, practice, or object perceived as new by an individual or other unit of adoption. Drucker (1985) adds that innovation is an organization's principal tool for creating value-adding change, while Osborne and Brown (2005) frame public innovation specifically as the creation and application of new ideas to improve service quality, increase efficiency, and generate public value. Rogers (2003) distinguishes five forms of innovation, product innovation, process innovation, organizational innovation, technological innovation, and policy innovation, and identifies five sequential stages through which innovation is adopted: knowledge, in which the community becomes aware of the innovation; persuasion, in which the community assesses its benefits; decision, in which the community accepts or rejects it; implementation, in which the innovation is applied; and confirmation, in which the

community evaluates the outcome. Rogers further identifies five attributes that accelerate an innovation's adoption: relative advantage, compatibility with existing needs, (low) complexity, trialability, and observability of results. The "5 Menit Jadi" program is best classified as a combination of process and technological innovation, given its reliance on bureaucratic simplification and information-technology utilization, and appears to satisfy Rogers's adoption attributes strongly, particularly relative advantage and ease of use, as reflected in this study's empirical findings.

Policy innovation specifically, following Mulgan and Albury (2003), refers to the creation and application of new ideas that improve the efficiency, effectiveness, and public value of policy implementation, arising through communication and learning processes within a given social unit (Rogers, 2003). Hartley (2005) adds that policy innovation reflects a systemic shift away from top-down, purely bureaucratic policymaking toward collaborative development involving government, community, and the private sector, and that its success depends substantially on visionary leadership, an organizational culture supportive of creativity, and institutional capacity for learning and adaptation. Subejo (2018) similarly emphasizes those institutional and leadership prerequisites, while Indonesia's Ministry of Administrative and Bureaucratic Reform (KemenPANRB, 2020) stresses that policy innovation must be oriented toward creating genuine public value, and cautions that resistance to change, rigid bureaucracy, and budget constraints commonly impede innovation implementation in the public sector, underscoring the need for strategic management of leadership, public participation, and organizational openness to change.

2.4 Public Service Theory

Kotler and Keller (2016) define service as an intangible act or performance offered by one party to another that does not result in ownership of anything, while Moenir (2010) frames service as the activity of an individual or group in fulfilling another party's needs according to prevailing rules and standards, identifying simplicity, clarity of rights and obligations, time certainty, responsibility, fairness, and completeness of facilities as principles of good service, several of which, particularly simplicity, time certainty, and responsibility, are directly embodied in the "5 Menit Jadi" innovation. Zeithaml, Parasuraman, and Berry's (1990) SERVQUAL framework measures service quality across five dimensions, tangibles, reliability, responsiveness, assurance, and empathy, of which responsiveness and reliability emerge as the dimensions most directly implicated in a speed-oriented innovation such as this one.

Indonesia's Law No. 25 of 2009 defines public service as the fulfillment of service needs, in accordance with statutory provision, for citizens in the form of goods, services, or administrative services delivered by public service providers. Dwiyanto (2011) emphasizes that public service constitutes government's core function in fulfilling citizens' rights, while Sinambela (2014) frames public service as the concrete realization of the state's responsibility toward its citizens. Regulation of the Minister of Administrative and Bureaucratic Reform No. 15 of 2014 establishes six public-service principles, transparency, accountability, conditionality, participation, equal rights, and balance of rights and obligations, several of which, transparency, accountability, and equal rights, are directly reflected in the design of "5 Menit Jadi." Denhardt and Denhardt's (2003) *New Public*

Service paradigm holds that the role of government is to serve, not steer, positioning government as a servant rather than a controller and citizens as partners in decision-making; the "5 Menit Jadi" innovation exemplifies this paradigm by delivering service that is fast, responsive, and oriented toward public satisfaction.

2.5 Organization and Government Theory

Robbins and Coulter (2018) define an organization as a structured arena in which people work together toward shared goals, while Mooney (1947) describes organization as a system of cooperation enabling outcomes unattainable by individuals alone; in a government context, organization functions as the instrument through which public policy is executed. Classical organization theory, associated with Weber, Fayol, and Taylor, emphasizes rational bureaucracy with clear hierarchy and formal rules, core managerial functions (planning, organizing, leading, controlling), and work efficiency through scientific management, respectively. Systems theory (Katz & Kahn, 1966) frames organizations as open systems in continuous, interdependent exchange with their environment. Contingency theory (Lawrence & Lorsch, 1967) holds that no single organizational structure is universally optimal, since effectiveness depends on the fit between structure and situational context; the "5 Menit Jadi" innovation, in this light, requires an organization that is adaptive, collaborative, and responsive to change, consistent with both the systems and contingency perspectives.

At the level of governance more broadly, Laski (1935) defines government as the state's activity in regulating the interests of its people, Ndraha (2003) frames government as a system of power, institutions, and processes for managing public affairs, and Tjokroamidjojo (2009) defines government as the entirety of state functions directed toward national objectives. Modern governance theory further encompasses democratic theory (Locke and Montesquieu), which holds that power must be constrained by law and directed toward public welfare, and the effective-governance or good-governance framework (UNDP, 1997), which specifies that good governance must be transparent, accountable, participative, responsive, and effective. The "5 Menit Jadi" innovation exemplifies the application of good-governance principles in service delivery, reflecting regional government's effort to provide service that is fast, efficient, and outcome-oriented.

2.6 The "5 Menit Jadi" Innovation Concept

Consistent with Regulation of the Minister of Administrative and Bureaucratic Reform No. 3 of 2023, public service innovation is

defined as any breakthrough in public service delivery, whether original or a modification of existing practice, that generates added value for the community. In Madiun City, this principle is operationalized through "5 Menit Jadi," designed to accelerate and simplify the issuance of population administration documents, including the electronic ID card, family card, birth certificate, and other population documents, so that the community can obtain service quickly, effectively, and responsively. The innovation is grounded in a formal regulatory framework: Madiun City Regional Regulation No. 15 of 2011 on Public Service, subsequently strengthened through Madiun City Regional Regulation No. 5 of 2019, mandates that public service providers deliver service that is high quality, transparent, efficient, and equitable; the 2019 amendment further reinforced the direction of bureaucratic reform and encouraged technology-based service, accelerated service time, and community satisfaction as principal indicators of service success. Madiun Mayor Regulation No. 29 of 2021, issued as the technical derivative of these regional regulations, functions as the operational guideline for public service delivery, regulating service standards, mechanisms and procedures, completion time, implementer competency, facility provision, and innovation application, including an explicit obligation for regional apparatus organizations to develop service innovation oriented toward speed, ease of access, information-technology use, and bureaucratic simplification without compromising administrative validity. "5 Menit Jadi" thus represents a direct application of the innovation obligation mandated by this regulation.

Conceptually, "5 Menit Jadi" is best categorized as both a process innovation and a technological innovation, given its focus on simplifying service flow, digitizing administration, optimizing human resources, and leveraging the population information system. Through this innovation, a service process that previously required considerably more time has been shortened into a more efficient, measurable, and accountable process governed by clear standard operating procedures, consistent with good-governance principles of transparency, accountability, responsiveness, effectiveness, and community orientation. The innovation also reflects a new public service paradigm that positions the community as the principal beneficiary (citizen-centered service) rather than a mere administrative object, with speed, accuracy, precision, and accessibility as its central performance values.

2.7 Prior Research

Table 2 summarizes five directly relevant prior studies on population administration service innovation in Indonesia.

Table 2.

Summary of Prior Studies on Population Administration Service Innovation

Study	Innovation / Location	Key Finding
Raharjanti & Ahdiyana (2024)	Dukcapil Online, Sleman Regency	Online application-based innovation improved service efficiency, effectiveness, and responsiveness; driving and inhibiting factors identified through Rogers's diffusion-of-innovation theory
Farida & Ambarwati (2023)	One Day Service E-KTP, Kepanjen, Malang Regency	Procedural innovation accelerated electronic-ID issuance and increased community satisfaction
Setyawan & Rahmawati (2023)	Dukcapil Smart, Bantul Regency	Digitalization expanded service coverage, contingent on apparatus readiness and community acceptance

Helpiastuti et al. (2024)	Sedudo application, Nganjuk Regency	Digital-literacy gaps and network constraints limited the innovation's optimal functioning for some residents
Patrisia & Yuliani (2025)	Slawe application, Bengkulu City	Population administration innovation generates social, economic, and political public value beyond administrative benefit

Source: Synthesized by the author from the reviewed literature.

Collectively, these studies concentrate predominantly on digital, application-based population administration innovations, evaluated largely through descriptive process analysis emphasizing driving and inhibiting factors rather than a regulation-grounded policy-evaluation framework. The novelty of the present study lies in three respects: it evaluates "5 Menit Jadi" as a regional public policy specifically grounded in Madiun Mayor Regulation No. 29 of 2021, contributing empirically to policy evaluation research on locally regulated population administration innovation; it assesses the innovation's effect on population-document ownership through both service-speed and broader accessibility and satisfaction

lenses, rather than efficiency alone; and it examines a non-digital, procedural acceleration innovation as a potentially more inclusive alternative to application-based models, particularly for community members with limited digital literacy, a category of innovation that remains comparatively underexamined in the literature.

2.8 Conceptual Framework

Building on Grindle's (1980) model, this study evaluates the "5 Menit Jadi" innovation through two principal dimensions, content of policy and context of implementation, each decomposed into specific indicators. Table 3 summarizes this conceptual framework, which subsequently structured both the closed and open questionnaire instruments.

Table 3.

Conceptual Framework: Grindle Model Dimensions and Evaluation Indicators

Dimension	Indicator	Substantive Focus
Content of policy	Clarity of objectives	Extent to which the innovation's goals are understood by implementers and the community
Content of policy	Service benefit	Speed, ease, and certainty of service delivered to the community
Content of policy	Degree of innovation	Novelty in service procedure, system, or mechanism relative to prior practice
Content of policy	Resources	Adequacy of human resources, facilities, infrastructure, and budget support
Content of policy	Implementation strategy	Clarity of SOPs, mechanisms, and policy socialization strategy
Context of implementation	Apparatus capacity	Competency and professionalism of implementing personnel
Context of implementation	Organizational condition	Inter-unit coordination and organizational culture supporting the innovation
Context of implementation	Institutional support	Leadership commitment and inter-agency synergy
Context of implementation	Community characteristics	Community literacy, need, and readiness to use the innovation
Context of implementation	Community response	Level of acceptance, satisfaction, and trust toward the innovation
Context of implementation	Internal and external constraints	Obstacles arising from within the organization and from the external environment

3. Research Methods

3.1 Research Approach

This study employed a descriptive method with a qualitative analytical approach, aimed at systematically, objectively, and factually describing the facts, characteristics, and relationships among phenomena under study, consistent with Sugiyono's (2003) characterization of descriptive research as oriented toward depicting a variable or phenomenon without seeking to directly compare or relate it to other variables. This approach was chosen to develop an in-depth understanding of public policy evaluation, specifically the "5 Menit Jadi" innovation as regulated under Madiun Mayor Regulation No. 29 of 2021, itself the technical implementing guideline for Madiun City Regional Regulation No.

15 of 2011 on Public Service as amended by Regional Regulation No. 5 of 2019.

3.2 Research Scope

The research scope encompasses four aspects: the policy aspect, examining the legal basis and regulatory guidelines governing the innovation; the service-process aspect, analyzing the mechanisms, procedures, and workflow of "5 Menit Jadi," including technology use and rapid-service methods; the effectiveness-and-constraint aspect, identifying successes, obstacles, and challenges in implementation and their impact on population-document-ownership coverage; and the community-acceptance aspect, assessing community satisfaction and perception of the rapid service as an indicator of the innovation's success in meeting public needs. The study is confined to the Madiun City Disdukcapil and

does not extend to policy evaluation in other agencies, focusing specifically on "5 Menit Jadi" implementation over the period for which data were available.

3.3 Research Site

The study was conducted at the Population and Civil Registration Office (Disdukcapil) of Madiun City, the government agency responsible for population administration in the city. This site was selected because it is the home of the "5 Menit Jadi" innovation and functions as the central coordination point for population administration service citywide, providing the data and facilities necessary for a comprehensive and systematic evaluation.

3.4 Evaluation Indicators and Assessment Scale

In qualitative research, variables are not treated as numerically measurable entities as in quantitative research, but rather as constructs of meaning derived from theory and analyzed in depth based on respondents' experience, perception, and interpretation. Even so, qualitative evaluative research requires a clear evaluative focus to guide systematic data collection. This study's evaluation indicators, summarized in Table 3 above, were derived from Grindle's (1980) model and used to develop the closed and open questionnaire instruments.

Measurement employed a five-level Likert scale, Strongly Agree (score 5), Agree (score 4), Neutral (score 3), Disagree (score 2), and Strongly Disagree (score 1), enabling quantification of respondent perception for descriptive analysis subsequently deepened through open-ended qualitative data. To interpret the resulting mean scores, this study adopted the five-category interval classification presented in Table 4.

Table 4.

Mean Score Interpretation Criteria for the Closed Questionnaire

Mean Interval	Category
4.21–5.00	Very Good
3.41–4.20	Good
2.61–3.40	Fair
1.81–2.60	Poor
1.00–1.80	Very Poor

Source: Adapted from Likert-scale interpretation conventions applied by the researcher (2026).

Consistent with the qualitative character of this evaluation, the scale was applied according to four guiding principles: it is meaning-based rather than purely numerical, with primary judgment resting on respondent narrative, argument, and empirical evidence rather than the score alone; it is triangulation-supported, with each category reinforced by questionnaire results, policy documents, and service reports; it is flexible and contextual, taking into account the social, organizational, and community characteristics of Madiun City; and it is evaluatively oriented, used to identify the level of success, supporting factors, and implementation obstacles rather than to test a quantitative hypothesis.

3.5 Data Types and Sources

This study drew on both qualitative and documentary data. Primary data were obtained through closed and open questionnaires distributed to community members using population administration services and to personnel implementing the "5 Menit Jadi" innovation; the closed questionnaire used the Likert scale to measure respondent perception of policy implementation, while the open questionnaire captured respondents' views, experiences, and suggestions in narrative form. Secondary data were drawn from official documents relevant to the policy and its implementation, including statutory regulations, mayoral decrees, standard operating procedures, Disdukcapil performance reports, annual institutional reports, population-document-coverage data, and other official publications, providing information on the policy's legal basis, programmatic achievements, implementation direction, and institutional context.

3.6 Respondents

Respondents were selected purposively based on their involvement in, experience with, and use of the "5 Menit Jadi" innovation, and were divided into two categories. Internal respondents comprised Disdukcapil employees directly involved in population administration service delivery, including service officers, system operators, and technical staff supporting the innovation's operation, selected to assess policy implementation, resource readiness, service mechanisms, and implementation constraints from the implementer's perspective. External respondents comprised community members who had received service through the "5 Menit Jadi" innovation, selected to assess the quality, speed, ease, benefit, and satisfaction of the service received, providing evidence directly relevant to the innovation's impact on population-document-ownership coverage. Table 5 presents the distribution of the 200 total respondents across these two categories.

Table 5.

Distribution of Research Respondents

Respondent Group	Number	Percentage
Internal (Disdukcapil staff)	50	25%
External (community service users)	150	75%
Total	200	100%

Source: Field data, compiled by the researcher (2026).

3.7 Research Instrument

Because this study did not employ interviews or direct field observation, its instruments were confined to three written tools capable of generating qualitative and documentary data: a closed questionnaire using the Likert scale to measure respondent perception of "5 Menit Jadi" implementation, structured around the content-of-policy and context-of-implementation indicators in Table 3; an open questionnaire capturing respondents' opinions, experiences, and views on the innovation's effectiveness, constraints, and quality in narrative form, designed to substitute for the function of interviews in this qualitative evaluative design; and a documentation sheet used to record and process secondary data from regional regulations, mayoral decrees, standard operating procedures, annual and performance reports, population statistics, and document-coverage reports, serving to validate and complement the primary questionnaire data.

3.8 Data Collection Technique

Data were collected through two complementary techniques: the questionnaire (angket), the principal instrument for primary data collection, comprising both the closed Likert-scale questionnaire and the open questionnaire, distributed to the two respondent groups without direct interview or field observation; and documentation, used to gather secondary data from official records and archives relevant to "5 Menit Jadi" implementation, including regulations, SOPs, annual service reports, pre- and post-innovation application and issuance statistics, internal evaluation and monitoring reports, and official publicity materials. This combination allowed the study to generate rich, measurable, and in-depth data despite the absence of interviews or observation, with questionnaire data providing a subjective account of respondent experience and perception, and documentary data providing an objective basis for assessing policy implementation.

3.9 Data Analysis Technique

Data analysis proceeded through three complementary techniques, aligned with Grindle's (1980) two evaluative dimensions. Closed questionnaire data were analyzed through simple descriptive quantitative analysis: each response was scored according to Likert weight, response distributions and percentages were calculated for each statement, and mean scores were computed for each indicator within the content-of-policy and context-of-implementation dimensions, with results presented in distribution tables accompanied by explanatory narrative. Open questionnaire data were analyzed using thematic analysis, encompassing data organization, in which responses to each open question were compiled into a unified raw dataset; coding, in which statements were labeled according to meaning, such as ease of process, service speed, transparency, service obstacles, positive experience, dissatisfaction, and improvement suggestions; theme identification, in which codes were grouped into overarching themes such as innovation effectiveness, service quality, staff responsiveness, service accessibility, technical or administrative constraints, and impact on document ownership; and interpretation, in which each theme was analyzed for its meaning and relevance to policy evaluation. Documentation data were analyzed using descriptive content analysis, encompassing document collection, review of document content to identify established service standards, targets, pre- and post-innovation achievement, service flow, and supporting policy, and comparison against respondent data to assess consistency between respondent perception and documented fact, before being synthesized into an evaluative narrative. Together, these three analytical techniques, descriptive quantitative analysis of Likert data, thematic analysis of open-ended responses, and content analysis of documentation, produced a comprehensive picture of "5 Menit Jadi" implementation consistent with the character of qualitative evaluative research.

4. Results

4.1 Institutional Profile

The Population and Civil Registration Office (Disdukcapil) of Madiun City is the regional apparatus organization responsible for population administration and civil registration within the city, issuing electronic ID cards, family cards, birth and death certificates, child identity cards, resident relocation letters, and other population documents that form the basis for accessing public services in other sectors. As a public service agency,

Disdukcapil is expected to provide fast, accurate, transparent, and accountable service consistent with good-governance principles, a demand intensified by advancing information technology, rising public expectations of efficient service, and national bureaucratic reform policy encouraging public-sector innovation.

Following Madiun Mayor Regulation No. 68 of 2021, the agency's organizational structure was adjusted to reflect bureaucratic simplification and the transformation of structural positions into functional positions, comprising the Head of Agency, the Secretariat, three technical fields, Population Registration Service, Civil Registration Service, and Population Administration Information Management and Data Utilization, and a functional position group. This restructuring reflects an orientation toward service effectiveness, with the shift from administrative to functional positions intended to produce a leaner, more adaptive, competency-based organization. As of 2026, the agency employed 46 personnel, comprising 26 civil servants (PNS), 13 part-time government employees with work agreements (PPPK), and 7 outsourced personnel, operating under principles of coordination, integration, synchronization, and service simplification to accelerate population administration delivery to the community.

The "5 Menit Jadi" innovation itself enables the issuance of certain documents within approximately five minutes, provided the applicant's supporting documentation is complete and compliant, and is supported by digital service systems, population data integration, and simplified service procedures that allow data verification, document input, and issuance to proceed more quickly and in an integrated manner.

4.2 Respondent Profile

Internal respondents totaled 50, comprising 46 Disdukcapil employees and 4 internship staff, occupying roles spanning division heads, secretaries, policy analysts, computer specialists, population database administrators, operational service operators, service staff, administrative staff, outsourced personnel, and interns. Table 6 presents the distribution of internal respondents by length of service.

Table 6.

Distribution of Internal Respondents by Length of Service (N = 50)

No.	Length of Service	Number of Respondents	Percentage
1	Less than 1 year	7	14%
2	1–3 years	4	8%
3	3–5 years	11	22%
4	More than 5 years	28	56%
	Total	50	100%

Source: Field data, compiled by the researcher (2026).

A majority of internal respondents, 28 of 50 (56 percent), had more than five years of service, suggesting that most respondents possess an in-depth understanding of population administration service processes, including the "5 Menit Jadi" innovation, supporting the objectivity of their assessments regarding program effectiveness, organizational readiness, and service constraints. External respondents, drawn from 150 community members who had used

population administration services, most frequently sought electronic ID card services (30.67 percent) and family card services (22.67 percent), followed by data-element changes (12.00 percent), birth or death certificates (11.33 percent), digital population identity (10.00 percent), general administrative services (6.00 percent), document collection (4.67 percent), and residency-transfer documentation (2.67 percent), indicating that the innovation has been applied across a broad range of population administration service types and has reached community needs extensively, with the dominance of ID-card and family-card requests underscoring the innovation's contribution to accelerating delivery of these foundational population documents.

4.3 Closed Questionnaire Results: Internal Respondents

Table 7 presents the recapitulated mean scores from the closed questionnaire administered to internal (Disdukcapil) respondents across both Grindle dimensions.

Table 7.

Recapitulation of Closed Questionnaire Mean Scores, Internal Respondents (N = 50)

Indicator	Mean	Category
A. Content of Policy		
Program objectives are clear and easy to understand	4.56	Very Good
Program matches community needs	4.51	Very Good
Program increases document ownership	4.56	Very Good
Service has become faster	4.67	Very Good
Service process is easier	4.49	Very Good
Service procedure is simpler	4.47	Very Good
Community feels satisfied	4.67	Very Good
Program constitutes service innovation	4.56	Very Good
Service is more efficient and effective	4.47	Very Good
Positive change in work patterns	4.44	Very Good
Human resources are adequately available	4.29	Good
Apparatus possesses competency	4.47	Very Good
Technology infrastructure is supportive	4.49	Very Good
Facilities and budget are sufficient	4.24	Good
SOPs are clear and applied	4.44	Very Good
Technology is optimally utilized	4.58	Very Good
Service system is integrated	4.53	Very Good
B. Context of Implementation		
Apparatus possesses technical	4.47	Very Good

Indicator	Mean	Category
capability		
Apparatus works professionally	4.53	Very Good
Apparatus understands the program	4.47	Very Good
Inter-unit coordination runs well	4.44	Very Good
Workflow and authority are clear	4.56	Very Good
Internal organizational support exists	4.53	Very Good
Leadership supports the program	4.60	Very Good
Regulation supports the innovation	4.60	Very Good
Program is sustainable	4.53	Very Good
Program improves service quality	4.67	Very Good
Program increases document ownership	4.62	Very Good
Program runs according to target	4.47	Very Good
Overall Mean	4.50	Very Good

Source: Field questionnaire, processed by the researcher (2026).

The overall internal mean of 4.50 falls in the very good category, indicating that Disdukcapil staff regard "5 Menit Jadi" as well designed, professionally implemented, and productive of tangible service improvement. Within the content-of-policy dimension, service speed and community satisfaction received the highest scores (4.67 each), while human-resource adequacy (4.29) and facility and budget sufficiency (4.24) received the lowest, though still within the good category, signaling specific areas requiring continued reinforcement. Within the context-of-implementation dimension, service-quality improvement (4.67) and leadership and regulatory support (4.60 each) scored highest, reflecting strong institutional commitment to the innovation's continuation.

4.4 Closed Questionnaire Results: External Respondents

Table 8 presents the recapitulated mean scores from the closed questionnaire administered to external (community) respondents.

Table 8.

Recapitulation of Closed Questionnaire Mean Scores, External Respondents (N = 150)

Indicator	Mean	Category
Service information is easy to understand	4.78	Very Good
Service is fast	4.75	Very Good
Procedure is simple	4.72	Very Good
Service matches needs	4.70	Very Good
I am satisfied with the service	4.76	Very Good
Service is easily accessible	4.73	Very Good
System is easy to use	4.66	Very Good

Staff serve well	4.74	Very Good
Staff are responsive	4.71	Very Good
Service helps me obtain documents faster	4.79	Very Good
Service simplifies administrative processing	4.77	Very Good
Overall Mean	4.73	Very Good

Source: Field questionnaire, processed by the researcher (2026).

The overall external mean of 4.73, higher than the internal mean, falls similarly in the very good category, indicating that community perception of "5 Menit Jadi" is even more strongly positive than staff perception. The highest-scoring indicators, service helping respondents obtain documents faster (4.79) and ease of understanding service information (4.78), directly correspond to the innovation's core objective of accelerating document issuance, while the comparatively lower, though still very good, score for system ease of use (4.66) suggests modest room for improving user-facing digital interfaces.

4.5 Open Questionnaire Results

Table 9 summarizes the thematic tendencies emerging from the open questionnaire administered to internal respondents.

Table 9.

Thematic Summary of Open Questionnaire Responses, Internal Respondents

Question Aspect	Response Tendency	Dominant Themes
Effectiveness of "5 Menit Jadi"	Very effective	Service speed, efficiency, bureaucratic simplification
Main implementation obstacles	Technical disruption present	Network/SIAK issues, system maintenance, incomplete documents
HR and organizational support	Strongly supportive	Staff competency, teamwork, professionalism
Community response	Very positive	Satisfaction, enthusiasm, service ease
Suggestions for improvement	Continuous improvement needed	More staff, system stability, socialization, queue management

Source: Field questionnaire (open-ended), processed by the researcher (2026).

Internal respondents overwhelmingly described the innovation as effective in accelerating document issuance, simplifying bureaucracy, and improving efficiency, while identifying network disruption, central system (SIAK) maintenance, and incomplete applicant documentation as the principal recurring obstacles. Respondents likewise reported strong human-resource and organizational support, characterized by staff competency, cooperation, and professionalism, alongside a very positive community response marked by satisfaction and enthusiasm, with several respondents noting that the program encouraged residents to manage their own documentation independently rather than

through informal intermediaries. Suggested improvements centered on increasing staff numbers and competency, improving system and network stability, strengthening queue management, and expanding public outreach.

External respondents' open-ended answers, addressing their service experience, obstacles encountered, service advantages, needed improvements, and overall program helpfulness, similarly skewed strongly positive, reinforcing the closed-questionnaire findings. Respondents most frequently cited speed, simplicity, and staff friendliness as the innovation's core advantages, while consistently identifying queue congestion at peak times, insufficient advance information about required documents, and system or network disruption as the most persistent constraints, alongside a recognition that community members with lower digital literacy required additional assistance in navigating digital service components.

4.6 Consolidated Findings

Table 10 consolidates the overall assessment across both respondent groups and both Grindle dimensions.

Table 10.

Consolidated Assessment of the "5 Menit Jadi" Innovation across Respondent Groups

Respondent Group	Overall Mean Score	Category
Internal (Disdukcapil staff, content of policy and context of implementation)	4.50	Very Good
External (community service users)	4.73	Very Good

Source: Compiled by the author from Tables 7 and 8 (2026).

Both respondent groups converge on a very good overall assessment, with community perception scoring marginally higher than staff perception. Read alongside the target-realization data in Table 1, however, this uniformly favorable perception coexists with a more mixed empirical record: electronic ID card coverage has not consistently met target across 2023–2025, even as birth certificate and child identity card coverage have exceeded target in every year observed. This juxtaposition is examined further in the discussion below.

5. Discussion

5.1 Content of Policy: A Well-Designed but Resource-Constrained Policy

On the content-of-policy dimension, "5 Menit Jadi" demonstrates a systematically designed policy relevant to community need. Indicators of objective clarity, policy benefit, procedural ease, and technology utilization all fall in the very good category, indicating that the innovation satisfies core public-service principles of efficiency, effectiveness, and community-satisfaction orientation. Internal respondents consistently reported that the program successfully cut bureaucratic red tape and accelerated service, while external respondents overwhelmingly described the service as fast, easy to understand, and highly helpful, with several noting direct time savings and reduced need for repeat office visits. At the same time, the comparatively lower scores for human-resource adequacy (4.29) and facilities and budget sufficiency (4.24), while still in the good category, indicate that the policy's well-designed

content has not yet been fully matched by optimal supporting-resource readiness, a gap that plausibly helps explain the persistent shortfall in electronic ID card target achievement documented in Table 1, since ID card issuance may place comparatively greater demands on system stability and staff availability than certificate-based services.

5.2 Context of Implementation: Strong Institutional Support Amid External Constraints

On the context-of-implementation dimension, the findings indicate a generally conducive implementation environment. Apparatus capacity indicators, technical capability, professionalism, and program understanding, cluster tightly between 4.47 and 4.53, while leadership and regulatory support both reach 4.60, reflecting strong institutional commitment to the innovation's continuation. This pattern is consistent with Grindle's (1980) proposition that implementation success depends jointly on bureaucratic capacity and political and institutional support, both of which appear robust in this case. Nonetheless, external constraints, network and SIAK system disruption, uneven community digital literacy, and periodic queue congestion, continue to temper full implementation success, indicating that context-of-implementation strength at the organizational level does not automatically eliminate constraints originating in the technological and community environment.

5.3 The Digital versus Non-Digital Innovation Divide

Positioned against the prior-research literature summarized in Table 2, "5 Menit Jadi" occupies a distinctive niche as a predominantly procedural, in-person acceleration innovation rather than a fully digital, application-based one. This distinction carries a specific inclusivity implication: whereas Helpiastuti et al. (2024) found that the Sedudo application in Nganjuk Regency was constrained by digital-literacy gaps among certain community segments, "5 Menit Jadi" reaches community members regardless of their digital literacy level, since its core acceleration occurs at the point of in-person service rather than through an application interface. This suggests that non-digital, procedural innovations of this kind may offer a more equitable service pathway for communities with uneven digital literacy, complementing rather than substituting for fully digital models such as Dukcapil Online (Raharjanti & Ahdiyana, 2024) or Dukcapil Smart (Setyawan & Rahmawati, 2023).

5.4 Reconciling High Perception Scores with Uneven Target Achievement

A notable feature of this study's findings is the coexistence of very high perception scores (4.50 internal, 4.73 external) with target-realization data showing that electronic ID card coverage has not consistently met target over 2023–2025, even as birth certificate and child identity card coverage have exceeded target throughout the same period. This pattern suggests that perceived service quality, as captured by the Likert-scale questionnaire, and aggregate document-coverage performance, as captured by administrative target-realization statistics, are related but not identical measures: a service may be experienced as fast, easy, and satisfying by those who use it, while a residual population, potentially including residents who have not yet sought the service, who face documentation gaps that prevent them from completing the five-minute process, or who remain unaware of the innovation, continues to affect the coverage denominator. This reading is consistent with respondents' own qualitative observations regarding uneven community digital literacy, incomplete supporting

documentation, and the need for expanded socialization, suggesting that closing the electronic ID card coverage gap may depend less on further improving the already highly rated service experience itself and more on proactive outreach to residents who have not yet engaged with the service at all.

5.5 Comparison with Prior Studies

These findings both corroborate and extend the prior literature on population administration service innovation. Consistent with Raharjanti and Ahdiyana (2024) and Farida and Ambarwati (2023), a well-designed acceleration innovation, whether digital or procedural, appears capable of generating strong user satisfaction and perceived efficiency gains. Consistent with Setyawan and Rahmawati (2023) and Helpiastuti et al. (2024), however, this study confirms that technical infrastructure constraints and uneven community readiness continue to temper full policy success regardless of innovation type. The present study extends this literature by applying Grindle's (1980) content-and-context framework specifically to a regulation-grounded, non-digital acceleration innovation, and by documenting, within a single case, the coexistence of very favorable perception data with a more uneven administrative target-achievement record, a juxtaposition not explicitly foregrounded in the comparator studies reviewed.

6. Conclusion

6.1 Summary of Findings

This study evaluated the "5 Menit Jadi" service innovation in Madiun City using Merilee S. Grindle's (1980) policy evaluation model, focused on the content-of-policy and context-of-implementation dimensions. On content of policy, the innovation demonstrates clear objectives, tangible benefits, and a genuine capacity to accelerate, simplify, and improve the efficiency of population administration service, reflected in an overall internal mean score of 4.50 (very good). On context of implementation, the policy is supported by strong leadership commitment, effective organizational coordination, and high implementer compliance, reflected in an overall external mean score of 4.73 (very good). Nonetheless, implementation continues to encounter constraints, including limited human and infrastructural resources, network and system disruption, and variation in community digital literacy. Notably, target-realization data over 2023–2025 show that electronic ID card coverage has not consistently met its target even as birth certificate and child identity card coverage exceeded target throughout the same period, indicating that the innovation's very favorable perception scores have not yet been fully matched by uniformly improved document-coverage outcomes across all document categories.

6.2 Theoretical Implications

The study reinforces Grindle's (1980) proposition that policy implementation success depends jointly on the substantive quality of policy content and the supportiveness of its implementation context, while extending this framework by documenting a case in which strong performance on both dimensions, as measured through perception data, coexists with an uneven administrative outcome record for a specific document category. This finding suggests that perception-based policy evaluation and administrative target-achievement evaluation, while complementary, capture related but non-identical dimensions of policy success, and that comprehensive policy evaluation benefits from combining both. The study further contributes to the public-service-innovation

literature by documenting the potential inclusivity advantage of non-digital, procedural acceleration innovations relative to fully digital, application-based models, particularly for communities with uneven digital literacy.

6.3 Practical Implications

For the Madiun City Disdukcapil, the findings support continued strengthening of human-resource capacity through ongoing training and technical skill development, particularly in digital service delivery; strengthening of information-technology infrastructure, including network and server stability, to minimize the technical disruptions most frequently cited by both respondent groups; more intensive and systematic public outreach regarding service procedures, requirements, and benefits, with particular attention to community members with lower digital literacy so as to prevent access disparities; strengthened inter-unit coordination and service-system integration to ensure more consistent, accurate, and standardized administrative processing; and continuous, periodic evaluation of "5 Menit Jadi" implementation to identify emerging obstacles, measure effectiveness, and formulate improvement strategies as the program matures. Given the specific shortfall identified in electronic ID card coverage, targeted outreach to residents who have not yet engaged with the service may prove more consequential for closing this particular gap than further refinement of the in-person service experience itself.

6.4 Limitations of the Study

This study is subject to several limitations. First, it is confined to a single regional agency in a single city, meaning its findings cannot be generalized to other regions' population administration innovations without further comparative research. Second, the study relied on closed and open questionnaires and documentation rather than interviews or field observation, a design choice that streamlined data collection across 200 respondents but that may have foreclosed some of the interactive, follow-up depth that in-person interviews can provide. Third, as a descriptive qualitative evaluation employing Likert-scale scoring for interpretive rather than inferential-statistical purposes, the study's findings should be read as context-grounded evaluative judgment rather than as evidence of generalizable causal effect.

6.5 Recommendations for Future Research

Future research would benefit from incorporating interview-based or mixed-methods designs to further probe the specific mechanisms underlying the electronic ID card target-achievement shortfall identified in this study. Comparative research examining both digital, application-based and non-digital, procedural population administration innovations across multiple regions would help establish whether the inclusivity advantage suggested here for procedural innovations holds more generally. Longitudinal research tracking target-realization trends alongside perception data over an extended period would further help clarify the relationship between perceived service quality and aggregate document-coverage outcomes identified as a key tension in this study.

Taken as a whole, the Madiun City case suggests that a well-designed, well-supported service innovation can achieve very high user and implementer satisfaction while nonetheless leaving specific coverage gaps unresolved, underscoring that sustained policy evaluation must examine both the lived experience of those

the innovation serves and the aggregate administrative outcomes it is ultimately meant to improve.

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