



Employment Social Security Protection Program for Village Ecosystem Workers as a Local Government Innovation in Mojokerto Regency

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ABSTRACT

This study examines the implementation of the employment social security program for village ecosystem workers in Mojokerto Regency as a form of local government innovation. The purpose of this research is to analyze how the program operates as an innovation and to identify the challenges in its implementation. Utilizing a descriptive qualitative approach, data were collected through in-depth interviews, observation, and documentation with informants from the local government, BPJS Ketenagakerjaan (Employment Social Security Administering Body), and village institutions. The innovation diffusion analysis using Everett M. Rogers' theory reveals that this program has been successfully adopted because it possesses a high relative advantage (fully funded by the Regional Revenue and Expenditure Budget/APBD), compatibility with regulations and the culture of mutual cooperation (*gotong royong*), a manageable level of complexity, convincing trialability through actual claim disbursements, and high observability within the community. Although it successfully achieved 100% membership coverage across 299 villages, the program faces challenges such as slow data update bureaucracy, delays in premium payments, and a lack of understanding regarding claim procedures at the grassroots level. This study concludes that the program is an effective public policy innovation, yet it requires the digitalization of the data update system and enhanced claim education.

INTRODUCTION

Inclusive national development begins with strengthening the foundation at the village level. Villages are no longer merely objects of development but subjects with broad authority to manage governance and community empowerment. In running this governance and social wheel, there are crucial actors incorporated into the village ecosystem, such as the Village Consultative Body (BPD), Neighborhood Association (RT), Citizens' Association (RW), Community Empowerment Institution (LPM), and Youth Organization (*Karang Taruna*). Although they are not State Civil Apparatuses (ASN), their role is highly vital in maintaining social stability and accelerating local government programs. The central government responded to the importance of protection for these workers through Presidential Instruction Number 2 of 2021 concerning the Optimization of the Implementation of the Employment Social Security Program (Tsabitah & Hoesin, 2024).

Reality on the ground shows a phenomenon of protection inequality and crucial fiscal limitations. Previously, only formal village apparatuses (Village Heads and Village Apparatuses) automatically received social security, while other social institution elements were not accommodated. Given the magnitude of their responsibilities and the risks of work accidents or death while on duty, the absence of risk mitigation causes economic vulnerability for their families. Mojokerto Regency took an innovative step by issuing Mojokerto Regent Regulation Number 36 of 2022, which shifted the premium burden from the limited Village Revenue and Expenditure Budget (APBDes) to be fully borne by the Regency's Regional Revenue and Expenditure Budget (APBD). This policy resulted in a massive surge in membership, reaching 100% of the total 299 villages in Mojokerto Regency, as presented in Table 1.

Table 1. Data on Social Security Membership per Village Ecosystem Worker in Mojokerto Regency in 2025

No	Type of Village Ecosystem Worker	Number of Participants	Percentage (%)
1	Village Consultative Body (BPD)	1,997 people	12.82%
2	Neighborhood Association (RT)	6,892 people	44.22%
3	Citizens' Association (RW)	1,874 people	12.02%
4	Community Empowerment Institution (LPM)	1,781 people	11.43%
5	Youth Organization (Karang Taruna)	3,043 people	19.52%
Total	Overall	15,587 people	100%

Source: Community and Village Empowerment Department of Mojokerto Regency, 2025.

There is a prominent research gap in the existing literature. Various previous studies generally focused on social security for informal sector workers in general (Sari & Adi, 2020) or evaluated the service performance of BPJS Ketenagakerjaan in the corporate sector (Sutrisno, 2022). Research related to village government policy innovation mostly centers on population

administration services or the digitalization of public services (Danurrohmanasyah et al., 2023; Rahmadanik & Indartuti, 2023). Not many academic studies dissect social protection policy innovations that specifically target the five elements of the "village ecosystem" holistically as a single entity fully funded by the Regency APBD.

The urgency of this research lies in the importance of documenting and analyzing the local government breakthrough in Mojokerto Regency, which successfully solved the classic problem of limited village fiscal capacity. This integrated protection policy for BPD, RT, RW, LPM, and Karang Taruna reflects the embodiment of good public policy governance (Sururi, 2016). With its success in achieving full membership in 18 sub-districts, Mojokerto's policy model has great potential to be replicated by other local governments in Indonesia that are still struggling to find an ideal protection scheme for rural workers.

Therefore, this study aims to identify and explore the successful diffusion of this innovation. Specifically, this research is designed to answer two main problem formulations, namely: (1) How does the employment social security protection program for village ecosystem workers function as an innovation in Mojokerto Regency?, and (2) What are the challenges in implementing the program in the field?.

LITERATURE REVIEW

Public Management

The development of public administration science has experienced a paradigm shift from the traditional public administration model to the New Public Management (NPM) model, which emphasizes efficiency, effectiveness, and a result-oriented approach in the management of public organizations. NPM is a response to criticisms of bureaucratic performance, which is considered slow and unresponsive to real community needs (Putri & Mutiarin, 2018). In its practice in Indonesia, decentralization and regional autonomy have granted local governments greater authority to manage resources and public services, which ultimately encourages the birth of local innovations that are specific and have a direct impact on the community (Handini et al., 2025).

Innovation

Etymologically, innovation comes from the Latin word "*innovation*", which means renewal. According to Zaltman and Duncan, innovation is an idea, practice, or object perceived as new by the relevant adopting unit (Sofianto, 2020). Meanwhile, Miles defines innovation as a species of the genus of deliberate change, carefully planned, and specifically aimed to be more useful in achieving a goal (Sururi, 2016). In the context of public policy, innovation is the application of new ideas to solve old problems in a more efficient manner with a positive impact on the welfare of policy targets (Fitrianti et al., 2021).

Diffusion of Innovations

The diffusion of innovations theory was introduced by Everett M. Rogers, explaining how an innovation is communicated and adopted by members of a

social system over time (Rogers, 2003). Rogers emphasized that whether an idea or program is accepted quickly or slowly depends heavily on five characteristics or attributes of the innovation. *First*, Relative Advantage, which is the degree to which an innovation is perceived as better (both economically and socially) than the idea it supersedes. *Second*, Compatibility, which is the degree to which an innovation is perceived as consistent with the existing values, culture, and past experiences of potential adopters. *Third*, Complexity, which is the degree to which an innovation is perceived as relatively difficult to understand and use; the more complex, the slower it is adopted. *Fourth*, Trialability, which is the degree to which an innovation may be experimented with on a limited basis before full adoption. *Fifth*, Observability, which is the degree to which the results of an innovation are visible to others, which can trigger wider diffusion (Rogers, 2003).

METHODOLOGY

This study employs a descriptive research method with a qualitative approach. The qualitative method was chosen because the researcher intends to explore social phenomena deeply regarding perceptions, implementation, and policy effectiveness directly from the perspectives of the actors involved in the field (Creswell, 2014). In this design, the researcher acts as the primary research instrument, interacting directly with subjects to extract empirical understanding regarding the diffusion of the BPJS Ketenagakerjaan program innovation at the local government level.

The research location is focused in the Mojokerto Regency area, specifically covering the Community and Village Empowerment Department (DPMD) of Mojokerto Regency, the BPJS Ketenagakerjaan Branch Office of Mojokerto, and the village ecosystem unit represented by Pacing Village, Bangsal Sub-district. Informant selection used a purposive sampling technique to ensure that the interviewees possessed relevant capacity and experience. A total of seven key informants were involved, consisting of the Head of the BPJS Ketenagakerjaan Branch of Mojokerto Regency, the Head of DPMD, and five representatives of village ecosystem workers, namely the Head of BPD, Head of RT, Head of RW, Head of LPM, and Head of Karang Taruna.

Data collection techniques were carried out through three main pillars: participant observation to observe interactions and field implementation, in-depth interviews using semi-structured guidelines, and documentation study of various regulations and membership data (Latifah et al., 2024). The collected data were then analyzed using qualitative data analysis stages according to Creswell (2014), namely organizing the data, reading and reflecting on all transcripts, coding based on Rogers' theory indicators, compiling descriptions and analytical themes, and representing them in a logical and coherent scientific narrative.

RESEARCH RESULT AND DISCUSSION

The successful implementation of the employment social security program for village ecosystem workers in Mojokerto Regency can be seen from the evenly distributed membership coverage across the region. Based on data from

the Community and Village Empowerment Department (DPMD) in 2025, all villages in the 18 sub-districts have been fully registered (100%) in this program. Details of membership coverage per sub-district are presented in Table 2 below.

Table 2. Membership Coverage Per Sub-district in Mojokerto Regency in 2025

No	Sub-district	Number of Villages	Villages Registered in BPJSTK	Coverage
1	Mojosari	14	14	100%
2	Bangsals	17	17	100%
3	Pungging	19	19	100%
4	Kutorejo	17	17	100%
5	Mojoanyar	12	12	100%
6	Ngoro	19	19	100%
7	Dlanggu	16	16	100%
8	Puri	16	16	100%
9	Trawas	13	13	100%
10	Sooko	15	15	100%
11	Jatirejo	19	19	100%
12	Gondang	18	18	100%
13	Pacet	20	20	100%
14	Dawarblandong	18	18	100%
15	Gedeg	14	14	100%
16	Trowulan	16	16	100%
17	Jetis	16	16	100%
18	Kemlagi	20	20	100%
Total 18 Sub-districts		299	299	100%

Source: DPMD of Mojokerto Regency, 2025.

Innovation of the Employment Social Security Protection Program for Village Ecosystem Workers in Mojokerto Regency

The success of the social security program for rural ecosystem workers was analyzed using five innovation characteristics indicators from Everett M. Rogers' (2003) theory. Overall, the findings indicate that this program represents Dynamic Continuous Innovation, which has been very well received by the program's target group in Mojokerto Regency.

Relative Advantage

Relative advantage is an indicator that measures the extent to which an innovation is perceived as superior to the idea, practice, or policy that preceded it. In the context of Mojokerto Regency, this protection program brings about radical changes compared to previous conditions. Prior to this innovation, 15,587 village ecosystem workers carried out their duties without any

protection umbrella whatsoever. The risk of work accidents during night patrols for RTs, or injuries during field activities for Karang Taruna, was fully borne by personal funds or very limited community self-help. The presence of this innovation is clearly considered much more advantageous as it shifts the burden of financial risk from the community to state-based formal protection (Tsabitah & Hoesin, 2024).

The primary advantage underlying the high acceptance of this program is the innovative financing scheme. Relying on the Village Revenue and Expenditure Budget (APBDes), many villages would certainly be unable to fully fund the five elements of their village ecosystem workers. The Mojokerto Regency Government took over this premium burden through the Regional Revenue and Expenditure Budget (APBD), which covers funding for 15,587 participants with 100% coverage across 299 villages. This proves that direct local government intervention is a tangible form of state presence in providing equitable social protection without burdening grassroots fiscal capacity (Handini et al., 2025).

Furthermore, the concrete benefits directly felt by individuals are reflected in the magnitude of the coverage value. Village ecosystem workers now receive Work Accident Security (JKK) protection, which covers all medical treatment costs (unlimited) if an incident occurs while on duty, as well as Death Security (JKM), which provides a cash compensation of Rp 42,000,000 to the heirs if the participant dies outside of an employment relationship. This figure is highly significant for families in rural areas to prevent them from falling into extreme poverty due to the loss of their main breadwinner. This real protection accelerates the formation of awareness and interest in adopting the program (Sari & Adi, 2020).

The relative advantage of this program also impacts the psychological aspects and performance of these public servants. There is a positive correlation between providing a sense of security and the level of dedication of village officials. This social protection is interpreted as a form of official appreciation from the local government for their hard work. Similar to the implementation of good governance that encourages performance improvement, feeling protected allows village ecosystem workers to carry out their public service functions more optimally and without anxiety (Yulinarwati et al., 2022).

Compatibility

Compatibility refers to the degree to which an innovation is perceived as consistent with existing socio-cultural values, past experiences, and the fulfillment of the real needs of potential users. The employment social security program in Mojokerto has a very solid foundation of suitability in the regulatory field. This innovation is supported by a linear and mutually reinforcing legal hierarchy, starting from Presidential Instruction Number 2 of 2021 at the central level, East Java Governor Regulation Number 36 of 2021 at the provincial level, culminating in the execution regulation, namely Mojokerto Regent Regulation Number 36 of 2022. This regulatory alignment reflects the

creation of good public policy governance that is responsive yet compliant with principles (Sururi, 2016).

From the perspective of village community culture, this social security innovation with a collective scheme aligns with the noble values of mutual cooperation (*gotong royong*) and the communal system that thrives in rural areas. The concept of social insurance where premiums are borne jointly (in this case, subsidized by public money via the APBD) to protect those who serve the community makes perfect sense to the logic of village residents. This program does not demand village workers to reach into their own pockets selfishly, but rather fosters a spirit of togetherness where 15,587 village institution officials are protected equally without any strata differences between RT, RW, or BPD. This essentially maintains social harmony and the preservation of the interaction ecosystem in the village (Kurniawan & Adhan, 2025).

Furthermore, the compatibility of the program is evident from the innovation's ability to respond to problems in the field. The largest element protected in this program is the Head of the Neighborhood Association (RT) with a total of 6,892 people, followed by the Youth Organization (*Karang Taruna*) with 3,043 people. Both of these groups have high mobility and field work risks. The alignment between the magnitude of the occupational risks inherent in their roles and the protection mitigation solution from BPJS Ketenagakerjaan makes this program immediately accepted as the "answer" to long-held anxieties. There is no cultural rejection because this program genuinely serves as a protector for their social dedication.

The compatibility of this innovation is also supported by its seamless integration with the existing structure of village government governance. The registration scheme coordinated hierarchically by the Village Government does not drastically change the bureaucratic culture but utilizes the firmly established hierarchy of village administration (DPMD, Village Head, BPD, to RT/RW). Processes aligned with conventional administration make this policy innovation highly adaptive to local government capacity, ensuring its implementation is free from significant resistance (Sofianto, 2020).

Complexity

Complexity describes the degree of difficulty in understanding and using an innovation. The more complex an innovation, the greater the reluctance of the target group to adopt it. In the case of the village ecosystem social security program, the successful diffusion of innovation reaching 100% was heavily influenced by the low complexity on the beneficiary's end (front-end). A total of 15,587 participants were absolutely not burdened with complicated administrative obligations such as filling out thick insurance forms, understanding policy clauses, or making monthly premium deposits. The Mojokerto Regency Government severed this chain of complexity by designing an automated service for workers (Nadiatussilmi et al., 2022).

The reduction in complexity is also reflected in the collective registration mechanism centrally controlled by the Community and Village Empowerment Department (DPMD). The proposal process from 299 villages is compiled

through sub-districts, recapitulated by DPMD, and then legalized in the form of a Regent's Decree (SK). After that, the mature database is immediately submitted to BPJS Ketenagakerjaan. This bulk registration scheme minimizes technical confusion at the lower levels, ensuring that innovations in population administration services or village staffing can be executed effectively without hindering the daily work rhythm of the heads of community institutions (Danurrohmanasyah et al., 2023).

An analysis of the implementation in the field also found that complexity has not entirely disappeared but has shifted to the administrative back-end territory of the organizers. When there is a dynamic change of officials at the village level, whether due to death, resignation, or the end of a term of office, updating membership data requires quite rigid legal formal procedures. The Village Government must issue a new Village Head Decree and propose it hierarchically again. This administrative complexity potentially creates a protection time gap, thus necessitating the integration of more agile digital governance innovations (Yulinarwati et al., 2022).

Another level of complexity that needs to be anticipated lies in the aspects of claim procedures by ordinary citizens. Although membership status is easily obtained, education regarding the flow for disbursing JKK or JKM claims is believed to still be felt as "quite complicated" by grassroots-level administrators. Dealing with hospital institutions and preparing medical administrative files often causes confusion for the families of village apparatuses or RT administrators. This fact asserts that to perfect this innovation, the effectiveness of public policy must be accompanied by service advocacy mentoring from the village government when its citizens suffer a misfortune (Putri & Mutiarin, 2018).

Trialability

Trialability is the capability of an innovation to be experimented with and its benefits felt on a limited scale before a decision is made to adopt it widely. Testing a new idea plays a vital role in eliminating uncertainty among early adopters. In the BPJSTK Village Ecosystem Program of Mojokerto, this trialability was represented through a pilot phase and implementation carried out in stages in early 2022. Before this policy became fully binding, several pioneer villages in Mojokerto Regency took the initiative to register some of their apparatuses, which ultimately provided practical insights for DPMD to formulate a more mature and equitable policy (Fitrianti et al., 2021).

The process of preparing preliminary data and establishing the Regent's Decree became a sort of simulation room for local government bureaucracy. Ensuring the validity of data from 15,587 participants spread across 299 villages is not an instantaneous matter. Initial stage registration provided an opportunity for DPMD and BPJS Ketenagakerjaan to map out constraints in the data reconciliation system, screen duplicate Population Identification Numbers (NIK), and reconcile the premium payment scheme through Bank Jatim. This managerial trial experience is crucial to prevent technical failures when the program is scaled up to all sub-districts (Latifah et al., 2024).

For community groups or village apparatuses below, the most valid form of trial is witnessing firsthand the running of the claim disbursement process. When this innovation began to operate, the work risk incidents experienced by the first few participants became a "testing stone." The successful disbursement of JKM compensation benefits as well as JKK medical treatments without rejection by BPJS Ketenagakerjaan served as concrete proof that this security program is not just government rhetoric. This demonstration of successful service successfully broke the doubts or apathetic attitudes of other community members (Sulton et al., 2025).

The effect of this high trialability is proven by the massive acceleration of registration (adoption) in Mojokerto Regency. From initially covering only core village apparatuses, the program was successfully expanded to target 5 full institutions (including BPD, RT, RW, LPM, and Karang Taruna). Full adoption reaching 100% participation coverage in 18 sub-districts by the end of 2022 indicates that the trial transition phase convinced all stakeholders. The community was convinced not merely through theoretical instructions, but through empirical proof of benefits in the field (Zitri et al., 2022).

Observability

Observability refers to how visible the results or impacts of an innovation are to other individuals outside the early adopting group. Innovations whose results are physically visible and measurable tend to be imitated and adopted much faster. In the Mojokerto BPJSTK program, the level of observability of this innovation is extremely high because membership is manifested in physical form as BPJS Ketenagakerjaan cards distributed to 15,587 administrators. The card is not merely an administrative tool but a symbolic artifact of the presence of state protection that can be shown, displayed, and becomes a trigger for conversation at the grassroots community level (Firmansyah et al., 2023).

Besides the physical presence of the insurance card, the realization of claim disbursements is a form of observability that has extraordinary evocative power. Every symbolic handover of JKM compensation by local government officials, or every return of a village administrator treated for free due to JKK, is a direct demonstration of the program's utility. These concrete experiences, as recounted by various informants from Karang Taruna groups to RTs, are observed by many eyes of village residents, which then triggers the conviction that the local government is truly acting seriously in safeguarding the welfare of its citizens (Rochmania et al., 2023).

The acceleration of this innovation's diffusion is also driven by digital transparency and organic information dissemination. In the disruption era, stories about successful claim processes are circulated rapidly through group conversation platforms such as citizen WhatsApp groups and official village social media. Appreciative posts regarding this excellent village government service program allow the impact of the program to be observed crossing geographical boundaries from one village to another in real-time. These modern communication channels function as catalysts for massive innovation contagion (Rahmadanik & Indartuti, 2023).

At a macro level, this observability is reflected in the transparent publication of achievements by the Mojokerto Regency DPMD, which successfully achieved 100% membership coverage across all its 299 villages. These statistical data are straightforwardly published and accessible, making the Mojokerto Regency program easily observed by other regions at the national and provincial levels. This program does not merely remain rhetoric but has transformed into a role model (pilot project) for informal labor protection, proving that APBD allocation commitments managed innovatively can be a comprehensive solution for village empowerment (Sururi, 2016).

Challenges in Program Implementation

Although successful in achieving a perfect adoption rate quantitatively, the implementation of this social security program in the field is not without structural and operational challenges. These challenges are identified in Table 4 along with their analysis.

Table 4. Identification of Obstacles and Program Improvement Recommendations

No	Identified Obstacles	Impact	Improvement Recommendations
1	Delays in updating data for participants who died or changed office (must wait for Village Head Decree).	Creates a protection gap for new officials who are not yet entered into the official database.	Simplification of data update procedures and development of an integrated real-time digital update system.
2	Premiums have not been fully paid (delays from the APBD) at the time of an emergency/death incident.	Heirs potentially experience delays in receiving their rights to JKM compensation during critical times.	Acceleration of the APBD premium disbursement cycle or creation of a bailout/escrow system.
3	Knowledge regarding detailed claim procedures is still low among grassroots administrators.	Legitimate participants often fail to utilize their rights or report work incidents late.	Intensification of claim guideline socialization using easily understood local language at the sub-district/village level.

Source: Primary Data, Research Analysis, processed in 2026.

The primary challenge stems from administrative bureaucratic rigidity. Given the high dynamics of personnel turnover in village ecosystem institutions, particularly within the RT and Karang Taruna structures, the database is vulnerable to becoming outdated (Zitri et al., 2022). When there is a change in management, the validation process must wait for the proposal of a new Village Head Decree (SK), which is then processed until it becomes a Regent's Decree. This administrative time lag creates a "protection blind spot."

Another challenge relates to the minimal claim literacy. Even though awareness of BPJS membership is high, many RT heads or Karang Taruna

members panic and utilize personal funds first when an accident occurs, instead of immediately reporting to a BPJS Ketenagakerjaan partner hospital (Nadiatussilmi et al., 2022). This indicates that service innovation must immediately transform into post-adoption education, namely educating users regarding usage rights after active membership, alongside simplifying the coordination cycle between Regional Apparatus Organizations (OPD) in processing premiums in real-time.

CONCLUSIONS AND RECOMMENDATIONS

Based on the research analysis, the employment social security protection program for village ecosystem workers in Mojokerto Regency has proven to be a highly successful and comprehensive local government innovation. Referring to the five attributes of Rogers' diffusion of innovations, this program possesses an extremely tangible relative advantage because it covers 15,587 administrators for free through an APBD financing breakthrough, while simultaneously being compatible with the culture of mutual cooperation (*gotong royong*) and applicable village regulatory umbrellas. The mass registration procedure coordinated by DPMD has proven successful in suppressing administrative complexity on the user side, while pilot simulation experiences (trialability) and openness in benefit transparency through the spread of successful claim stories (observability) have successfully fostered trust culminating in an absolute achievement of 100% membership across 299 villages.

On the other hand, this study finds that the remaining implementation challenges have shifted to managerial and technical back-end bureaucratic issues. The high dynamics of village ecosystem worker rotation, which is not balanced by the speed of data update bureaucracy, brings up a "protection gap" where new administrators are not automatically protected. In addition, the potential delay in premium payments from the APBD system and the literacy regarding claim reporting procedures, which is still low at the village community level, risks reducing the precision of protection effectiveness when emergency work risks occur in the field.

As a form of recommendation, the Mojokerto Regency Government together with BPJS Ketenagakerjaan must undertake digital transformation by developing a membership data update system based on real-time or e-government directly integrated with the Village Financial System (Siskeudes). There is also a need to establish a Standard Operating Procedure (SOP) for claim disbursements socialized with local language guidelines, as well as an acceleration of the APBD premium disbursement term cycle. These strategic steps are crucial to ensure that social security rights can be executed directly without operational constraints, protecting the front-liners of village development whenever work misfortunes strike.

ADVANCED RESEARCH

This study advances the social protection and public administration literature by demonstrating that the success of universal employment social security coverage for village ecosystem workers depends not only on the

effective diffusion of innovation but also on the integration of adaptive digital governance and dynamic administrative management. The findings extend Rogers' innovation diffusion framework by revealing that sustained policy effectiveness requires continuous synchronization between front-end innovation adoption and back-end institutional capacity, particularly through real-time data integration, automated membership management, and responsive inter-agency coordination. Future research is encouraged to develop and validate a digital governance model that examines the influence of e-government integration, organizational agility, policy sustainability, and claim service performance on long-term social security outcomes, while comparing implementation across different regions to establish a scalable framework for strengthening inclusive social protection systems in decentralized governance.

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