

Research Article

The Effectiveness of Population Service Innovation Through the Pecel Breakfast Program in Madiun Regency

Susul Setiono^{1*}, Dandy Wirawan², Zainal Fatah³

¹⁻³ Faculty of Public Administration, Universitas Dr. Soetomo Surabaya, Indonesia; e-mail : setiono-susul@gmail.com

* Corresponding Author : setionosusul@gmail.com

Abstract: Public services in the digital era demand a more responsive and inclusive bureaucratic transformation to fulfill citizens' basic rights in population administration. In Madiun Regency, geographical constraints, complex bureaucracy, and low digital literacy are major challenges in service accessibility. In response, the Population and Civil Registration Office launched the "Sarapan Pecel" (Advanced Population Administration System in Rural Areas, Effective, Fast, and Direct Service) innovation, which decentralizes services to the village level through the use of Electronic Signatures (ITE) and the role of "Duta Pecel" as local operators. This study aims to analyze the effectiveness of the program using a descriptive qualitative approach through in-depth interviews, observations, and documentation studies. The results show that the "Sarapan Pecel" program is effective in reducing bureaucratic red tape, increasing time and cost efficiency for the community, and successfully overcoming geographical barriers. The role of village operators has proven crucial in mitigating technological culture shock and building public trust in the validity of digital documents. However, operational effectiveness still faces technical challenges such as internet network stability, electricity supply, and central server performance. As a recommendation, local governments need to strengthen physical infrastructure, regularly standardize technical competencies for village operators, and expand digital literacy strategies in a structured manner. The sustainability of these innovations depends on synchronizing the reliability of digital systems and strengthening the supporting ecosystem at the local level.

Keywords: Effectiveness; E-Government; Locality; Population Administration; Public Service Innovation.

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1. Introduction

Public service is the primary barometer for assessing the success of good governance implementation. In this dynamic modern era, the paradigm of public service has undergone a fundamental shift, from its rigid, centralized, and bureaucratic nature (Old Public Administration) to a more responsive, adaptive form of service that is fully oriented toward the satisfaction of the public as service users (New Public Service). (Supawanhar et al., 2024). Regional governments have a constitutional obligation to provide excellent service, particularly in the population administration (Adminder) sector, which includes the issuance of Electronic Population Identity Cards (KTP-el), Family Cards (KK), and civil registration certificates. (Maypiyani et al., 2024) Population documents are not just a formality, but rather a fundamental right of citizens, as well as a key enabler for accessing various strategic government programs, from health insurance and social assistance to banking services. Therefore, efficiency and transparency in managing population records are essential for government agencies at the regional level to ensure the civil rights of all levels of society without exception. (Taftahzani et al., 2025).

The provision of civil registration services in districts often faces complex geographical, structural, and sociological challenges. The long distance from remote villages to the district

capital or sub-district office is a classic obstacle that directly triggers high social and economic costs for people who want to process documents independently. (Farhan & Annisa, 2025) This situation is exacerbated by the stigma of bureaucracy, perceived as complicated, with uncertain processing times, and minimal digital literacy among rural communities. As a result of these obstacles, participation rates in population document ownership at the grassroots level often fall short of optimal targets, which in turn opens up wide opportunities for the proliferation of brokering practices that harm the community. (Lanontji et al., 2024). This chronic phenomenon demands that the Population and Civil Registration Services in various regions step out of their comfort zones and create new breakthroughs that can bring people closer, simplify, and at the same time reduce bureaucratic barriers between the government and citizens. Responding to the urgency of digitalization and reducing the distance of services, the Population and Civil Registration Service of Madiun Regency launched a progressive step through service innovation called the "Sarapan Pecel" Program (Leading Population Administration System in Rural Areas, Effective, Fast, and Direct Service) (Iqbal & Mirza, 2024). The choice of a unique innovation name that is rich in local wisdom was deliberately adopted as a public communication strategy to make the government program more easily accepted, remembered, and familiar to the people of Madiun. The main essence of this innovative program is to move the Population Administration service counters from being centralized in the district office, now distributed digitally directly to village halls by optimizing the role of village operators as the front guard or "Pecel Ambassadors". Through the integration of the latest technology such as the use of Electronic Signatures (TTE), digital verification systems, and streamlined disposition flows, residents can now manage, process, and even print their population documents in their respective villages without having to waste productive time and transportation costs to the city center. (Witri, 2022).

While the "Pecel Breakfast" program offers a significant leap forward in cutting through bureaucratic red tape, its effectiveness in the field still requires in-depth evaluative and scientific studies. As a relatively new technology-based service innovation, the program's success depends not only on the sophistication of its application system but also on its supporting ecosystem. (Ashari & Sallu, 2023). The readiness of internet network infrastructure in rural areas, the technical capacity and commitment of village operators as implementers, and the consistency of outreach strategies are key determining factors. On the other hand, the phenomenon of technology stuttering (culture shock) among seniors in rural Madiun, as well as the potential for technical system issues during peak hours, are real challenges that can distort the initial goal of effective public services. (Mayasiana et al., 2024). Without objective evaluation based on field data, the sustainability of this innovation is feared to only become trapped in a grand ceremonial program at the beginning but fragile in long-term implementation. Based on these dynamics and complexities, this study aims to measure, map, and comprehensively analyze the extent to which the "Pecel Breakfast" Program is effective in transforming the quality of population services in Madiun Regency. (Nur et al., 2024). The evaluation in this study will focus on the dimensions of measuring the effectiveness of service organizations, which include the accuracy of program targets, speed of response time for document completion, the actual level of satisfaction of village communities, and an inventory of operational obstacles that emerged during the implementation period. Through this systematic evaluative approach, the research results are expected to provide theoretical contributions to the study of locality-based public service management, while also providing practical-strategic recommendations for policymakers to improve the program going forward. (Huntua et al., 2024).

2. Theoretical Basis

Analyzing the effectiveness of a breakthrough in population administration requires a strong conceptual foundation regarding public service innovation. Innovation in the public sector is fundamentally oriented not only toward creating material benefits but also toward increasing the efficiency, effectiveness, and quality of services directly experienced by the public. According to the New Public Service paradigm, the government must place citizens at the center of every service delivery process, prioritizing accessibility and responsiveness. (Yulanda & Frinaldi, 2023) Public service innovation emerges as an adaptive response by the bureaucracy to the limitations of conventional methods in addressing the increasingly complex dynamics of public needs. In the context of local government, successful innovations are generally those that integrate digital technological advances with the sociological characteristics of the local community, often referred to as locality-based innovations. The

presence of this local element serves as a cultural bridge so that the adoption of new technologies can be well-received without incurring significant social resistance from the grassroots community. (Zuraida et al., 2023).

To measure the extent to which public service innovations have achieved their intended goals, the theory of service organization effectiveness is a highly relevant primary analytical tool. Service effectiveness can be understood as the level of success achieved by an organization or program in paralleling planned targets with actual results implemented in the field. (Amsikan et al., 2023) In public management studies, measuring service effectiveness should not be limited to the quantity of published documents, but rather should address the quality of the processes involved. Several key indicators are commonly used to assess the effectiveness of a service program, including the accuracy of program targets, the level of public understanding of new mechanisms, monitoring or oversight mechanisms, and overall goal achievement. (Rizky et al., 2025). Through these indicators, an innovation can be assessed whether it truly provides convenience for the community or actually triggers a new bureaucratic burden due to the unpreparedness of its supporting system. The implementation of public service innovation in this modern era cannot be separated from the concept of digital government (e-government), which emphasizes the transformation of the way bureaucracy works through the use of information and communication technology. (Putra et al., 2023) The integration of technologies such as Electronic Signatures (ITE) and integrated databases into population services at the village level is a manifestation of efforts to cut through the long bureaucratic chain (red tape). However, the success of this service digitization is greatly influenced by the readiness of the technological infrastructure, the technical competence of human resources as implementing operators, and the level of digital literacy of the community itself. In the public service ecosystem in rural areas, dependence on human aspects (human elements), such as the activeness of village officials, remains the dominant determining variable. Therefore, the synergy between the reliability of digital systems and the capacity of driving agents in the field is the main foundation that determines the level of effectiveness and sustainability of population service innovations in the regions. (Zafirah et al., 1945).

3. Proposed Method

This study uses a descriptive approach with qualitative research methods to gain an in-depth, holistic, and contextual understanding of the effectiveness of the "Pecel Breakfast" Program in Madiun Regency. The choice of qualitative methods is considered most appropriate because the researcher wants to capture social phenomena naturally and in-depth, namely how the process of digital public service transformation takes place at the village level and how social interactions occur between service operators and the local community. Through a qualitative approach, the researcher does not only focus on numerical data or the quantity of published documents, but rather emphasizes the quality of the process, the meaning of implementing actors, and the dynamics of sociological and technical obstacles that arise in the field. In this study, the researcher acts as the main instrument (human instrument) who goes directly to the field to collect data, conduct observations, and interpret all phenomena found during the research process. The locus of this research was determined intentionally (purposely) in the administrative area of Madiun Regency, focusing on several village halls that are pilot points or that have special characteristics in the implementation of the "Pecel Breakfast" Program. The selection of this research site was based on geographic variation and infrastructure readiness, to assess the consistency of service effectiveness in both areas close to the city center and in outlying areas with minimal internet access. The research was conducted several months after the program's launch to capture the initial dynamics of technology implementation and adaptation by village officials and the local community. By specifically limiting the location, researchers were able to conduct in-depth exploration vertically, from the policy level at the Population and Civil Registration Office to the operational level within the village government. (Niam et al., 2024).

The data sources in this qualitative research are grouped into two types, namely primary data and secondary data. Primary data were obtained directly from key informants through direct communication techniques. Informants were selected using a purposive sampling technique, where informants were chosen based on certain criteria who were considered to have the best understanding of the research problem and were directly involved in the object of study. Informants in this study included the Head of the Department or Head of the Civil Registration Administration Service of the Madiun Regency Civil Registration Agency as policy makers, village operators who served as "Pecel Ambassadors" as technical implementers

in the field, and village community service users who had directly experienced the document processing process through this program. On the other hand, secondary data were collected through documentation studies to strengthen the analysis, sourced from regulatory texts, annual performance achievement reports, Civil Registration Administration participation statistics, activity photos, and official news articles related to the program. Data collection techniques were carried out through method triangulation which included in-depth interviews, passive participatory observation, and documentation studies. In-depth interviews were conducted using a semi-structured interview guide, allowing researchers to flexibly develop questions in the field to gather rich, non-rigid information. Direct observations were conducted at the village hall service counter to assess response times, operator responsiveness, digital infrastructure, and technical challenges encountered while serving the community. A documentation study was conducted to verify the validity of population document data before and after the program's implementation.

To ensure the validity of the data obtained in the field, researchers applied data validity checking techniques through source triangulation and technical triangulation. Source triangulation is carried out by comparing and re-checking the degree of trustworthiness of information obtained through different times and tools in qualitative research, for example comparing the statement of the Head of the Civil Registration Office with the reality of the narrative of the village operator and testimonies from the community using the service. Meanwhile, technical triangulation is carried out by checking the same data with the same source but with different techniques, for example synchronizing the results of in-depth interviews with the results of direct observations of the service process in the field. All data that has been collected and declared valid is then analyzed using the interactive model of qualitative data analysis techniques according to Miles, Huberman, and Saldana. This analysis process runs in a circular and interactive manner consisting of four main stages. The first stage is comprehensive data collection from the field. The second stage is data condensation, where researchers select, focus, simplify, and transform raw data from field notes into a sharp summary that is relevant to indicators of service effectiveness. The third stage is data display in the form of a systematic, logical, and easy-to-understand expository narrative text to provide a complete picture of the phenomenon. The fourth stage is conclusion drawing and verification, where researchers begin to seek meaning from each pattern, relationship, and similarity in the data to formulate a solid final conclusion regarding the effectiveness of the "Pecel Breakfast" Program in Madiun Regency.

4. Results and Discussion

Table 1. Interview Results Matrix on the Effectiveness of "Pecel Breakfast" Service Innovation.

Informant Category	Informant Code	Effectiveness Indicators	Interview Excerpt	Conclusion Analysis
Supervisory Apparatus	INF-DNC-01	Achievement of Program Objectives	"The main goal of this Pecel Breakfast is to decentralize digital services. We want documents to be completed in the village. Through TTE (Electronic Signature), file validation from	The program successfully cuts the red tape chain by utilizing digital legality.

Implementing Apparatus	INF-OPS-02	Technical & Operational Barriers	<p>the village goes directly into our system in real time without the need to physically transport the files to the city."</p> <p>"If the network is smooth, residents' Family Cards (KK) or Birth Certificates can be printed the same day at the village hall. The only problem is that if the power goes out or the central server is full during peak hours, the system goes down a bit, so residents have to wait."</p>	Service speed is highly dependent on the stability of the internet network infrastructure in rural areas.
User Community	INF-MASY-03	Target Accuracy & Benefits	<p>"It's very helpful, sir. Usually, if you want to take care of a damaged ID card, you have to take the whole day off work to go to Caruban. Now, you just have to leave it with the village operator</p>	The program has successfully increased time and cost efficiency for people with high mobility.

User Community	INF- MASY-04	Level of Understanding & Adaptation	<p>after work at night, and you can pick it up at the village hall the next day for free."</p> <p>"At first, we were confused because the new KTP or KK didn't have a wet stamp, only a black box (QR Code). But after the village officials explained that it was official and authentic, we understood and stopped worrying."</p>	<p>There are sociological barriers in the form of technological culture shock, but this can be overcome through persuasive education by local operators.</p>
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(Research Source 2026)

Based on Table 1, it can be concluded that the "Pecel Breakfast" innovation has successfully achieved its primary objective, namely decentralizing public services and cutting through lengthy bureaucratic red tape. Through the integration of Electronic Signature (ITE) technology, the validation process for population documents such as Family Cards (KK), Birth Certificates, and even ID card (KTP) applications can be completed in real time directly at the village level. The existence of this system radically changes the old service paradigm that required the manual transfer of physical files from the village to the district center (such as in the Caruban area). As a result, legal bureaucratic efficiency can be created thanks to the use of digital technology. From the perspective of the beneficiaries (the community), this innovation has a very significant economic and domestic impact. The community no longer needs to sacrifice work time or incur large transportation costs to obtain their administrative rights. (Prayoga & Eldo, 2024). The flexibility of services, such as providing space for residents to leave documents with village operators at night, demonstrates that this innovation is highly adaptive to the needs of a highly mobile community. This program has proven to be effective in providing solutions to the geographic and financial constraints faced by rural residents. Despite its very positive achievements, the full effectiveness of the "Pecel Breakfast" program is still hampered by several technical and infrastructure barriers. The speed and certainty of this service are highly dependent on the stability of the internet network, electricity supply, and the performance of the central server. When disruptions occur in the form of power outages or heavy data traffic during peak hours, the system experiences a decrease in performance (down), forcing residents to wait. This indicates that sophisticated digital innovation must be balanced with strengthening physical infrastructure and adequate server capacity at the regional level to maintain consistent service. In addition to technical obstacles, sociological aspects also play a role in the implementation of this program. The emergence of a technology culture shock phenomenon among the public, characterized by confusion and doubt about the validity of new documents without a wet stamp but using a QR Code, indicates a

gap in digital literacy. However, these sociological barriers were successfully mitigated through persuasive and educational approaches employed by village-level implementing officials. The active role of local operators was key to building public trust in the validity of digital legality. (Renanda & Rosidin, 2025).

6. Conclusions

Conclusion

Based on the analysis and discussion, the "Pecel Breakfast" program in Madiun Regency has proven effective in transforming population administration services at the rural level. This innovation successfully achieved its primary goal of decentralizing service counters and reducing red tape by utilizing Electronic Signatures (ITE) and a real-time digital validation system. From a utility perspective, this program is highly targeted in overcoming geographic constraints, saving financial expenses, and minimizing waiting times for highly mobile rural communities. The presence of village operators as "Pecel Ambassadors" also serves as a crucial pillar in bridging sociological barriers in the form of culture shock among residents. Through a persuasive approach and local education, the operators succeeded in fostering public trust in the validity of QR Code-based digital documents. However, the program's full effectiveness has not been consistently achieved due to its heavy reliance on technical aspects. Internet network stability in remote areas, the risk of power outages, and decreased central server performance during peak hours remain major operational constraints in the field. Overall, this program has brought a huge leap forward in responsive governance, but its sustainability depends heavily on strengthening its supporting ecosystem.

Suggestion

To optimize the effectiveness and maintain the sustainability of the "Pecel Breakfast" Program in the future, there are several practical and strategic recommendations that can be implemented by policymakers. First, the Population and Civil Registration Office of Madiun Regency, together with the local government, needs to prioritize strengthening physical infrastructure. This includes increasing the capacity of the central server to prevent performance degradation during peak hours, as well as providing backup power devices (Uninterruptible Power Supply/UPS) in each village hall to anticipate power outages. It is necessary to standardize the improvement of technical capacity and welfare for village operators as "Pecel Ambassadors" through regular training. This step is important so that they are always ready to face system updates and are able to provide responsive services consistently. Third, the strategy of socialization and digital literacy to the community must be expanded in a structured manner, not only in person during the service. Local governments are advised to develop regulations or standardized operating procedures (SOPs) that are more adaptive to remote or outlying areas with minimal internet access. Through synchronization between the reliability of the digital system, the commitment of driving agents in the field, and strengthening infrastructure, the "Pecel Breakfast" innovation can continue to develop into a solid, locally-based public service model and a model for other regions.

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