



POLICY ENTREPRENEURSHIP AND POPULATION ADMINISTRATION INNOVATION IN GREDEK VILLAGE

Muhammad Bahrul Ghofar¹, Ika Devy Pramudiana², Dian Ferriswara³

¹ Faculty of State Administration, Dr. Soetomo University Surabaya, Indonesia

² Faculty of State Administration, Dr. Soetomo University Surabaya, Indonesia

³ Faculty of State Administration, Dr. Soetomo University Surabaya, Indonesia

Email: mbahrulghofar@gmail.com

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Abstract :

Population administration services at the village level often experience innovation stagnation due to weak leadership initiative, limited institutional capacity, and bureaucratic resistance. This study analyzes policy entrepreneurship by the Village Head of Gredek, Gresik Regency, in promoting innovation in population administration services and identifies the supporting and inhibiting factors shaping the process. A qualitative instrumental case study was employed. Data were collected through in-depth interviews with seven purposively selected informants, non-participant observation, and document review. Data analysis followed the interactive model of Miles, Huberman, and Saldana through data condensation, data display, and conclusion drawing and verification. The findings show that the village head performed a comprehensive policy entrepreneurship role through social acuity, layered problem framing, mutually beneficial coalition building, proactive use of policy windows, and evidence-based piloting. These practices produced six service innovations, reduced average document processing time by approximately 79%, and increased citizen satisfaction from 2.8 to 4.3 on a five-point scale. The study strengthens policy entrepreneurship literature in Indonesian village governance.

Keywords : Policy Entrepreneurship, Public Service Innovation, Population Administration, Village Governance

INTRODUCTION

High-quality public service is a central indicator of successful governance in the contemporary administrative era. Globally, public service transformation has accelerated alongside the development of information technology and rising citizen expectations for services that are fast, transparent, accountable, and responsive. Chen et al. (2020) explain that the New Public Governance paradigm encourages government at various levels to move beyond the role of service provider and become a facilitator of innovation that can respond adaptively to changing citizen needs. This argument is consistent with Danastry and Kurniawan (2021), who emphasize that public sector innovation is no longer optional but a structural necessity that must be integrated into governance from the national level to village administration.

At the national level, Indonesia has established a strong policy foundation for bureaucratic reform and public service improvement. Law Number 25 of 2009 on Public Services and Law Number 24 of 2013 on amendments to Law Number 23 of 2006 on Population Administration provide the normative basis for rights-



based and integrated population services. Presidential Regulation Number 95 of 2018 on Electronic-Based Government Systems and Ministry of Home Affairs Regulation Number 7 of 2019 on online population administration services further affirm the central government commitment to comprehensive digitalization. In this context, Kim et al. (2025) found that digital population administration policy implementation in Indonesia still faces a significant gap between central regulations and village-level implementation capacity, especially in relation to human resources, technological infrastructure, and bureaucratic cultures that tend to resist change.

Village governments, as the administrative units closest to citizens, hold a strategic role in delivering population administration services. Since the enactment of Law Number 6 of 2014 on Villages, village governments have no longer functioned merely as extensions of regional government. They have obtained authority, budgets, and responsibilities to manage governmental affairs and public services. Kurniawan and Eko (2021) argue that decentralization under the Village Law provides broad space for village heads to innovate in public service delivery, including in population administration for identity cards, family cards, birth certificates, death certificates, residence letters, and other basic documents. Nevertheless, Putri (2023) notes that many villages in Indonesia remain unable to optimize this authority because of weak institutional capacity and limited innovation initiative from village leaders.

Innovation stagnation in village-level population administration is a complex and multidimensional problem. It is not caused only by limited budgets or infrastructure but also by the absence of policy actors who possess sufficient capacity, motivation, and networks to initiate change from within the bureaucratic system. In contemporary public administration, this condition is often examined through the lens of policy entrepreneurship, a framework that analyzes how individuals or specific actors identify policy opportunities, mobilize resources, and advocate innovative change despite institutional obstacles. Arnold et al. (2023) describe policy entrepreneurs as actors who play crucial roles in opening policy windows through combinations of framing, coalition building, and persistence in facing bureaucratic resistance. Mintrom and Norman (2009) further argue that the presence of policy entrepreneurs in local government structures is one of the strongest determinants of sustainable service innovation.

The leadership of a village head as a policy entrepreneur is therefore a critical variable in determining the success or failure of population administration service innovation. Hidayat and Saputra (2023), in their study of innovative villages in East Java, identified several typical characteristics of successful village heads as policy entrepreneurs: the ability to recognize opportunities for change, the skill to build cross-actor networks, persistence in advocating innovative ideas within bureaucratic inertia, and the ability to frame public problems so that they attract stakeholder support. Alamsyah and Nugroho (2024) add that the leadership role of village heads as policy entrepreneurs has become more relevant after the COVID-19 pandemic, when pressure for digitalization and

public service reform increased while village capacity to respond remained uneven.

Gresik Regency, one of the dynamically developing regencies in East Java, faces similar challenges. As an area directly adjacent to Surabaya and part of the Gerbangkertosusila metropolitan region, Gresik experiences high population mobility, which affects the volume and complexity of population administration requests. Data from the Gresik Regency Population and Civil Registry Office in 2023 indicated that several villages still had recording and data updating rates below national targets, with technical and administrative constraints that had not been resolved systemically. This condition indicates significant variation in innovation capacity among villages in Gresik Regency, where some villages have introduced service breakthroughs while others remain trapped in conventional and stagnant service patterns.

Among villages in the orbit of public administration research in Gresik Regency, Gredek Village is an important locus for in-depth study. Gredek Village has demonstrated changes in population administration service delivery in recent years, and these changes appear to have been initiated by the leadership of the village head as a policy entrepreneur. This phenomenon aligns with Khikmawati and Mursyidah (2024), who found that significant changes in village administration service quality can often be traced to the presence of local leaders with innovation awareness and policy entrepreneurship capacity. However, a specific study analyzing the pattern of policy entrepreneurship by the village head in Gredek Village, Gresik Regency, remains limited in academic literature, producing a clear research gap.

Based on this background, this study is academically and practically urgent. Academically, it enriches public administration literature by applying policy entrepreneurship theory to Indonesian village governance, a context that remains underrepresented in scholarly discussion. Practically, the study is expected to provide evidence-based policy recommendations for stakeholders in Gresik Regency and village governments more broadly in promoting sustainable innovation in population administration services.

Policy Entrepreneurship

Policy entrepreneurship is a concept in public administration that was popularized by Kingdon (1984) and later developed by numerous scholars. Chen et al. (2020) define it as the activity of individuals or groups called policy entrepreneurs in promoting policy change through identification of public problems, advocacy of innovative ideas, coalition building, and strategic use of momentum. Kim et al. (2025) argue that the concept has evolved from an individualistic understanding toward a more contextual and relational perspective, meaning that it cannot be separated from institutional settings, bureaucratic culture, and power dynamics. Within the Multiple Streams framework, policy entrepreneurs are actors capable of connecting the problem stream, policy stream, and political stream when a policy window opens. The ability to recognize and exploit such moments distinguishes innovative bureaucratic leaders from those who preserve the status quo (Pradana et al.,

2022).

Mintrom and Thomas (2022) identify four major characteristics of policy entrepreneurs: social acuity, problem framing, networking, and leading by example. Hidayat and Saputra (2023) add institutional persistence in facing resistance as a fifth characteristic. In practice, policy entrepreneurs rely on four main strategies in combination: framing problems to generate urgency, building coalitions across elements, exploiting policy windows at strategic moments, and implementing pilots to establish evidence before broader replication (Zainal & Kusuma, 2022; Widodo & Pratama, 2024; Prasetyo & Wulandari, 2023; Alamsyah & Nugroho, 2024). In Indonesian village governance, the application of this concept has unique features because it is influenced by communal values, social hierarchy, and patron-client relations. A major barrier is isomorphic mimicry, namely the tendency to imitate the external appearance of innovation without transforming governance substance, resulting in cosmetic and unsustainable innovation (Suwardana & Handayani, 2022).

Public Service Innovation in Population Administration

Public service innovation is a central concept in global public administration. Osborne et al. (2022), as cited in Kartika and Oktariyanda (2022), define it as the introduction and implementation of significantly new ways to deliver services to citizens through process, technological, organizational, or interaction-model renewal. Even consistent incremental changes may be considered innovation when they create tangible public value. In Indonesia, public service innovation is directed toward breakthroughs that accelerate and simplify the fulfillment of citizen needs without weakening quality and accountability, consistent with Minister of Administrative and Bureaucratic Reform Regulation Number 30 of 2014. Khikmawati and Mursyidah (2024) stress that the most impactful innovations are rooted in deep understanding of citizen needs and constraints, not merely in technology transfer or replication of other local innovations without contextual adaptation.

The evaluation of innovation quality in population administration services may be viewed through five dimensions: reliability, responsiveness, assurance, empathy, and tangibles. In village contexts, these dimensions are operationalized through indicators such as document completion speed, procedural clarity, accessibility for vulnerable groups, and effective complaint channels. Khikmawati and Mursyidah (2024) further emphasize inclusiveness as a critical criterion, because innovation should not deepen access inequality. Successful innovation at village level is supported by visionary leadership, available budgets, district-level support, and citizen participation. However, it is often obstructed by apparatus resistance, limited digital competence, uneven information and communication technology infrastructure, procedure-oriented bureaucratic culture, and weak coordination with district Civil Registry Offices. Together, these constraints create institutional lock-in that can be broken only by actors with adequate policy entrepreneurship capacity (Petridou & Mintrom, 2021).

RESEARCH METHOD

This study employed a qualitative approach with an instrumental case study design to examine the phenomenon of policy entrepreneurship by the Village Head of Gredek, Gresik Regency, in promoting innovation in population administration services. The focus of analysis was directed toward the forms of policy entrepreneurship and the supporting and inhibiting factors shaping the process.

Data were collected through three complementary techniques: in-depth interviews, observation, and document study. Informants were selected purposively and included the village head, village secretary, service apparatus, the Village Consultative Body, officers of the Gresik Regency Population and Civil Registry Office, community leaders, and citizens who used the services. Data analysis used the interactive model of Miles, Huberman, and Saldana (2014), consisting of data condensation, data display, and conclusion drawing and verification. Data validity was ensured through source triangulation, technique triangulation, member checking, and persistent observation, as recommended by Lincoln and Guba in Moleong (2021).

FINDINGS AND DISCUSSION

General Research Setting

Gredek Village is located within the administrative territory of Gresik Regency, East Java Province. Geographically, the village covers approximately 312.5 hectares and consists of several hamlets with diverse socioeconomic characteristics, including agricultural areas, dense settlements, and small-to-medium industrial areas. Based on the 2024 Gredek Village monograph, the population was recorded at 4,732 residents, consisting of 2,389 men and 2,343 women, with 1,421 family cards.

As a village directly adjacent to the urban area of Gresik Regency, Gredek faces relatively high population mobility. This condition directly affects the volume of demand for population administration services, including electronic identity cards, family cards, birth certificates, death certificates, moving certificates, residence letters, and other population documents. Without adequate innovation capacity, high service volume may cause application backlogs, citizen dissatisfaction, and stagnation in service quality.

The Gredek Village Government is led by a village head elected through village head elections. In carrying out government functions, the village head is supported by the village secretary, heads of administrative affairs, and section heads who perform their duties according to regulations. The Village Consultative Body functions as a check-and-balance partner, including in overseeing innovation programs initiated by the village head.

Forms of Policy Entrepreneurship by the Village Head of Gredek

The findings show that the Village Head of Gredek, Mr. Muhammad Bahrul Ghofar, demonstrated the typical characteristics of a prominent policy entrepreneur. These characteristics did not emerge instantly but were shaped by his organizational experience before becoming village head, his sensitivity to

citizen complaints, and his strong determination to improve population administration services that were perceived as inadequate.

When asked about the background of the service innovation initiative, Mr. Ghofar stated: "When I had just taken office, I tried queuing myself while pretending to be an ordinary citizen at the Civil Registry Office. I waited almost four hours just to get a queue number. Only then did I realize that if we in the village did not start from here, from the frontline service closest to citizens, nothing would ever change. Our citizens suffer the most when administrative matters are complicated."

This response reveals high social acuity, shown through direct simulation as a service user. The approach reflects an awareness that understanding service problems cannot rely only on staff reports but must be experienced empirically. This is one of the main characteristics of policy entrepreneurs as formulated by Mintrom and Thomas (2022): the ability to identify opportunities for change through sensitivity to social realities in the field.

A similar motivation for change was confirmed by Mr. Ahmad Fauzi, the Village Secretary, who explained: "The village head does not want us to remain stagnant. From the beginning he said that citizens should not have to go back and forth just to process documents. He often said that good service is not a luxury; it is a citizen right. That sentence has become our guide in working." This statement strengthens the depiction of Mr. Ghofar as a value-driven leader. The phrase that good service is a right constructs a powerful moral narrative and reflects the problem-framing ability emphasized in policy entrepreneurship literature (Zainal & Kusuma, 2022).

Problem Framing Strategy

One of the most prominent policy entrepreneurship strategies applied by Mr. Ghofar was his ability to frame population administration problems as urgent issues that directly affected citizens' everyday lives. This framing was carried out through weekly staff meetings, village deliberations, and informal community conversations.

Ms. Siti Rahayu described how the village head convinced village staff about the urgency of change: "The village head once brought an elderly woman directly to the village office and showed all staff how difficult it was for her to process a moving letter. He said, 'Look, this is our citizen. If this grandmother has to come here three times only because her documents are incomplete, it is not her fault; it is our system's fault.' Since then, we all became more serious and could no longer treat citizen complaints as normal."

This statement highlights a significant finding regarding the use of concrete storytelling as part of problem framing. By presenting a real case involving an elderly resident who faced administrative difficulty, Mr. Ghofar transformed a technical-administrative issue into a human problem felt emotionally by village staff. This approach effectively built a shared sense of urgency, a psychological precondition for collective support for innovation (Hidayat & Saputra, 2023).

Mr. Hadi Santoso, Head of the Village Consultative Body, added that in each village deliberation Mr. Ghofar began with data: the number of citizen

complaints, average days required for document completion, and the average number of visits citizens had to make. These figures made it difficult for the Village Consultative Body to reject the innovation program because the problem became measurable rather than merely rhetorical. The use of empirical data in village forums served as evidence-based framing, strengthening rational legitimacy alongside emotional resonance.

Coalition and Network Building Strategy

The findings also show that Mr. Ghofar did not work alone in promoting population administration innovation. Systematically and strategically, he built coalitions with actors inside the village government, district government, community institutions, and local private actors. Mr. Rudi Hartono from the Gresik Regency Civil Registry Office explained that Mr. Ghofar was highly active in approaching the district office. He did not merely ask for support but offered cooperation, including proposing Gredek Village as a pilot project for door-to-door electronic ID recording. The district office benefited because the village initiative supported district performance targets.

This statement reveals that the coalition built by Mr. Ghofar was mutually beneficial. The village head did not simply request support from the district agency but strategically positioned Gredek Village innovation as a program that also helped the Civil Registry Office achieve its administrative targets. This strategy altered the relationship from hierarchical dependence to reciprocal partnership.

Figure 1 presents the coalition network established by Mr. Ghofar as the policy entrepreneur of Gredek Village. The coalition was multi-layered: the first layer consisted of the internal village apparatus, including the village secretary and frontline service staff; the second layer consisted of the Village Consultative Body, which provided political legitimacy and regulatory oversight; the third layer consisted of district external actors, especially the Civil Registry Office; and the fourth layer consisted of community actors such as RT/RW leaders and citizen service users. Mr. Mulyono emphasized that RT and RW leaders were regularly invited to meetings and asked to provide input on citizen complaints, making them active partners rather than passive recipients of information.

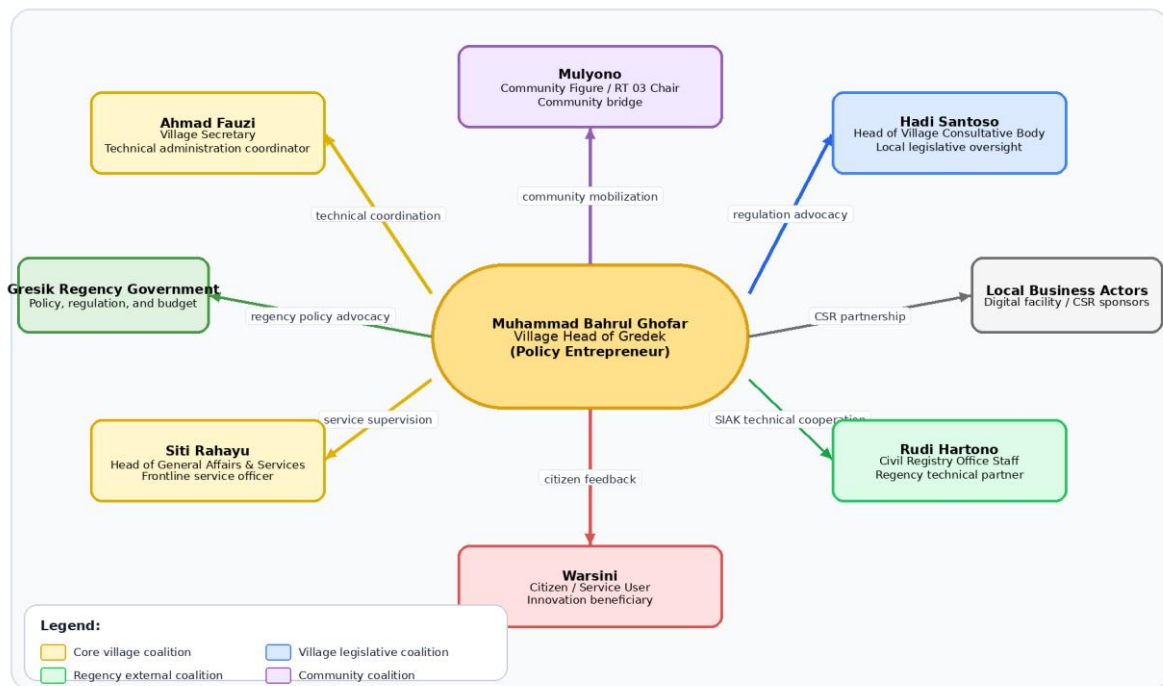


Figure 1 : Coalition Network of the Policy Entrepreneur in Gredek Village Use of Policy Windows

The study found that Mr. Ghofar showed a strong ability to identify and use policy windows, namely strategic moments that opened opportunities for policy change. Two major policy windows were exploited. The first was the national priority program for population administration digitalization promoted by the Ministry of Home Affairs in 2022-2023. This program opened opportunities for village governments to obtain technical and budget support from central and district governments for service digital transformation.

Regarding this opportunity, Mr. Ghofar stated: "When there was a circular letter from the Ministry of Home Affairs about population administration digitalization, I immediately coordinated with the district Civil Registry Office. I said that Gredek Village was ready to become a pilot village. Not every village head dares to offer that because it requires hard work. But from there, we received free training, additional computer equipment, and technical mentoring that we might not have been able to afford from the village budget alone."

The response demonstrates how a capable policy entrepreneur can transform a general national policy into a concrete local opportunity. Proactively offering Gredek Village as a pilot village is a manifestation of opportunity exploitation, which Mintrom and Thomas (2022) identify as a core strategy in policy entrepreneurship. The second policy window was the post-pandemic shift in citizen behavior. According to Mr. Ahmad Fauzi, the pandemic became a blessing in disguise because citizens had become more familiar with applications and online services. The village used this momentum to promote digital forms and WhatsApp as channels for submitting applications. This behavioral shift created a political stream conducive to digital service adoption.

Piloting and Innovations Produced

Mr. Ghofar did not stop at advocacy and framing. The findings show that several concrete innovations were produced through the policy entrepreneurship process. These innovations began on a small scale as pilots before being developed into a more comprehensive system.

Table : 1 Summary of Population Administration Service Innovations in Gredek Village (2022-2024)

Innovation Name	Implementation Year	Innovation Type	Direct Impact
Village WhatsApp Service (SIAP-Village)	2022	Process innovation	Document applications can be submitted through WhatsApp without visiting the village office.
Door-to-Door Population Service	2022	Position innovation	Village officers visit elderly residents and persons with disabilities for electronic ID recording.
Digital Information Board (LED Board)	2023	Product innovation	Residents can monitor document application status in real time.
Village Regulation on Minimum Service Standards	2023	Policy innovation	Legal guarantee that documents will be completed within a maximum of three working days.
One-Hamlet Pilot Service	2024	Governance innovation	Digital service testing was conducted in one hamlet before village-wide replication.
Community-Based Complaint Channel	2024	Interaction innovation	RT/RW leaders and citizens provide regular feedback on service barriers and improvements.

Source: Gredek Village Government documentation, processed in 2025.

Ms. Siti Rahayu explained that implementation was carried out gradually: "We did not start on a large scale. The village head said that we should begin with what could realistically be done first. We first tried WhatsApp service in one hamlet, observed the response, evaluated it, and then expanded it to the whole village. If there were technical problems, the impact would not be too large. After three months of good operation in one hamlet, we were confident enough to open it for all residents."

This explanation shows a systematic and planned piloting strategy. Beginning with one hamlet as a pilot unit before village-wide replication represents an intelligent risk management strategy in public service innovation. Prasetyo and Wulandari (2023) show that innovation implemented gradually through a strict evaluation cycle has higher sustainability than innovations

launched fully without prior testing.

Supporting and Inhibiting Factors

The study identified several factors that significantly supported and constrained the policy entrepreneurship of the Village Head of Gredek in promoting population administration service innovation.

Supporting Factor 1: Optimization of the Village Fund for Innovation

The Village Fund received annually by Gredek Village became the main funding source that enabled the implementation of service innovations. Mr. Ghofar proactively allocated part of the Village Fund to strengthen population administration service capacity, a practice not commonly prioritized by many village heads. Mr. Ahmad Fauzi stated that the village head had the courage to propose in village development planning meetings the allocation of funds for computers and printers for administrative services. Some Village Consultative Body members initially questioned why the budget was not directed only to roads or drainage. The village head then explained that physical infrastructure may be felt after years, whereas service infrastructure is felt by citizens every day.

This finding reveals that Mr. Ghofar possessed not only an innovation vision but also the ability to manage budget debates effectively using arguments oriented toward direct citizen benefits. The capacity to persuade internal stakeholders regarding unconventional budget priorities is a critical skill of policy entrepreneurs and a prerequisite for turning ideas into implemented programs.

Supporting Factor 2: Active Support from the Gresik Civil Registry Office

Support from the Gresik Regency Population and Civil Registry Office was a highly significant enabling factor. Mr. Rudi Hartono stated that the office supported the village head's initiative because it aligned with the regency program. Support was provided through technical training for village operators, facilitation of access to the Population Administration Information System, and field assistance for mass electronic ID recording in Gredek Village.

This response indicates that district support was active and substantive rather than merely symbolic. Training, system access, and technical assistance reflected a symmetrical cooperative relationship between the village and district government. Such a relationship is identified by Rahmawati and Firdaus (2023) as an important determinant of successful population administration innovation.

Supporting Factor 3: Citizen Participation and Community Trust

Service innovation in Gredek Village was also supported by trust and active citizen participation. Ms. Warsini, a service user, explained that previously she had to visit the village office three times just to process a residence letter because her documents were repeatedly considered incomplete. Now, she can send photos of requirements through the village WhatsApp number, allowing officers to check what is missing before she comes. As a result, one visit is often sufficient.

This testimony contains two important dimensions. First, it demonstrates direct citizen experience of improved service efficiency, reducing visits from three times to once. Second, it shows voluntary word-of-mouth communication, as Ms. Warsini informed neighbors about the new service method. This

phenomenon indicates that the innovation had generated citizen trust, an essential social capital for public service sustainability.

Inhibiting Factor 1: Initial Resistance among Village Apparatus

The changes initiated by Mr. Ghofar were not immediately accepted by all village apparatus. Some staff initially resisted because they were unfamiliar with new work systems and worried that technology would make their tasks more difficult. Ms. Siti Rahayu admitted that she was initially anxious because she was not accustomed to computers and applications. She feared inputting data incorrectly and creating new problems. However, the village head remained patient, repeatedly encouraged staff to attend training, and emphasized that being slow was acceptable as long as they were willing to learn.

The resistance described here was rooted in anxiety of incompetence rather than rejection of innovation goals. More importantly, Mr. Ghofar responded through a supportive and capacity-building approach rather than coercion. This response reflects a leadership principle that strengthens staff learning while reducing resistance.

Inhibiting Factor 2: Citizen Digital Literacy Gap

Not all residents of Gredek Village possessed equal ability and access to digital technology. Therefore, digital innovation could not reach all citizen segments evenly. Mr. Mulyono stated that many elderly residents in his neighborhood did not have smartphones or did not know how to use WhatsApp. For them, being told to send documents by phone created confusion. He emphasized that good innovation still needs conventional channels and cannot be only digital.

This statement highlights the crucial issue of inclusiveness. Digital literacy gaps may cause innovations intended to simplify access to instead complicate or exclude groups that are not digitally literate, especially elderly residents. This finding aligns with Noor and Hamid (2021), who warn that technology-based service innovation without alternative offline mechanisms may create new forms of inequality.

Inhibiting Factor 3: Limited Technical Human Resources

The limited number of village staff with technical competence in digital administration created a significant structural barrier. Mr. Ahmad Fauzi explained that only two people could operate the entire system fully: himself and Ms. Siti. If one of them was absent, services could be disrupted. He hoped that future recruitment would prioritize technology-literate staff or that the district government would provide more intensive training for all village staff.

This statement identifies a single point of failure in the service innovation system, a condition where the continuity of innovation depends heavily on one or two key individuals. If not addressed, this vulnerability may threaten long-term sustainability. Widodo and Pratama (2024) identify limited technical human resources as one of the most common obstacles to village-level digital service innovation.

Analysis of Policy Entrepreneurship in Gredek Village

The findings indicate that the Village Head of Gredek, Mr. Muhammad

Bahrul Ghofar, met the criteria of a policy entrepreneur as described by Mintrom and Thomas (2022), with several features relevant to Indonesian village governance. First, his social acuity was demonstrated through immersive empathy, namely placing himself directly in the position of a citizen service user by queuing at the district Civil Registry Office. This approach is uncommon in village-level bureaucratic leadership and strengthens the argument that social acuity provides the foundation for locally grounded innovation (Hidayat & Saputra, 2023).

Second, his problem framing went beyond information delivery. The combination of personal narrative framing, such as the case of an elderly woman struggling with document processing, and empirical data framing, such as average completion time and the number of citizen visits, created resonance at both emotional and rational levels. Zainal and Kusuma (2022) argue that dual-level framing is more effective than technocratic framing because it reaches both the moral consciousness and the instrumental considerations of stakeholders.

Third, the coalition-building strategy was multi-layered and based on reciprocal benefit. By positioning Gredek Village innovation as beneficial to the Gresik Civil Registry Office in achieving its performance targets, the village head transformed a potentially hierarchical relationship into an equal partnership. This strategy supports Widodo and Pratama (2024), who emphasize that effective village-level innovation often depends on horizontalized relationships between local and district actors.

Fourth, Mr. Ghofar's ability to exploit policy windows through national population administration digitalization and post-pandemic behavioral change confirms Kingdon's Multiple Streams theory, as discussed by Nurhadi and Setiawan (2023). The problem stream, policy stream, and political stream were connected effectively, allowing a policy window to be used for service innovation. Fifth, the gradual piloting strategy reflected maturity in innovation risk management. Starting from a pilot in one hamlet before replication across the village provided concrete proof of concept and reduced skepticism because successful practice generated evidence that was difficult to reject.

Impact of Innovation on Population Administration Service Quality

The innovations implemented by Mr. Ghofar had measurable impacts on the quality of population administration services in Gredek Village. Table 2 presents the comparison of service quality before and after innovation implementation.

Table : 2 Comparison of Population Administration Service Quality Before and After Innovation

Service Dimension	Condition Before Innovation (2021)	Condition After Innovation (2024)	Change
Average completion time for family cards, identity cards, and certificates	7-14 working days	1-3 working days	Improved by approximately 79%
Average number of visits per application	3-4 visits	1 visit	Reduced by approximately 70%

Application submission hours	08.00-14.00, face-to-face	24 hours via WhatsApp	More flexible
Electronic ID recording coverage for elderly residents	Approximately 45%	Approximately 87%	Increased by approximately 93%
Citizen satisfaction score	2.8 out of 5	4.3 out of 5	Increased by approximately 54%
Recorded citizen complaints per month	Approximately 23 complaints	Approximately 5 complaints	Reduced by approximately 78%

Source: Interview, observation, and Gredek Village Government documentation, processed in 2025.

Table 2 shows significant improvement across all measured dimensions of service quality. Document processing time decreased from 7-14 working days to 1-3 working days. The average number of citizen visits per application dropped from three to four visits to only one visit. The coverage of electronic ID recording for elderly residents increased from approximately 45% to 87%, while citizen satisfaction increased from 2.8 to 4.3 on a five-point scale. These changes indicate that the innovations initiated by Mr. Ghofar produced a tangible and measurable transformation in population administration service delivery in Gredek Village.

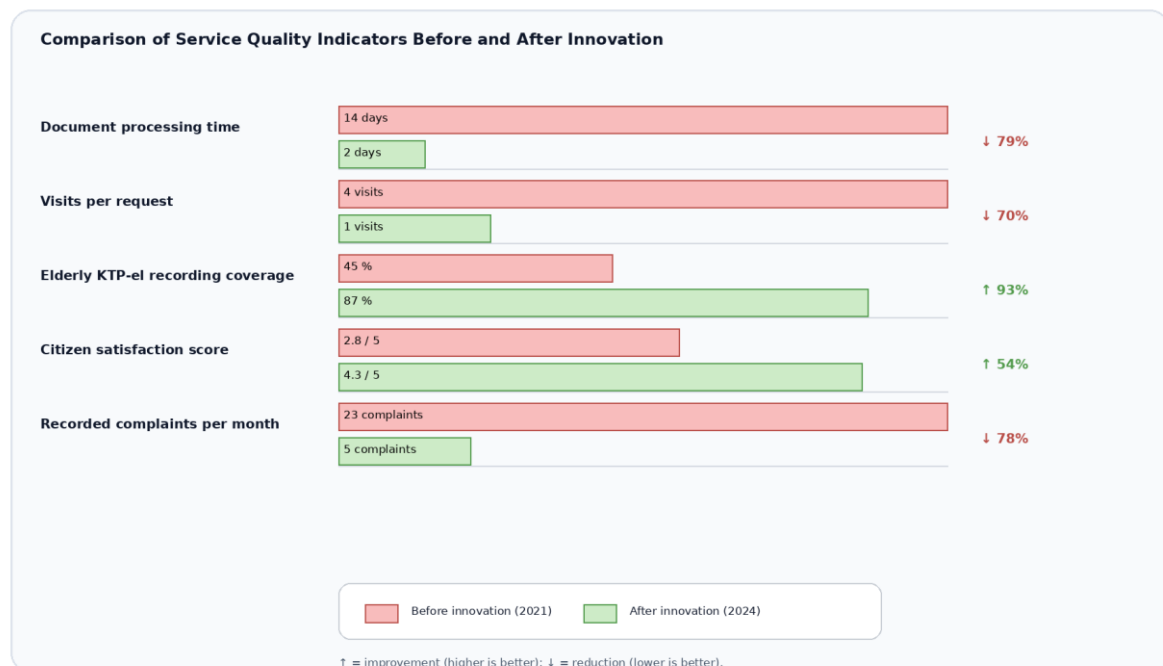


Figure 2 : Comparison of Service Quality Indicators Before and After Innovation

Figure 2 visually reinforces the magnitude of change in service quality after innovation implementation. Negative indicators, including processing time, number of visits, and monthly complaints, declined sharply, while positive indicators, including elderly electronic ID recording coverage and citizen satisfaction, increased substantially. The consistent pattern of change across dimensions provides strong empirical evidence that policy entrepreneurship produced real and measurable benefits for Gredek residents (Noor & Hamid,

2021).

CONCLUSION

This study concludes that the Village Head of Gredek, Mr. Muhammad Bahrul Ghofar, performed a complete policy entrepreneurship role through five dimensions: high social acuity through immersive empathy, dual-level framing that combined emotional narratives and empirical data, multi-layered coalition building based on mutually beneficial partnership, proactive use of external and crisis-based policy windows, and systematic evidence-based piloting. These practices produced six concrete innovations and measurable impacts, including an approximately 79% reduction in document processing time, a 70% reduction in citizen visits, an increase in elderly electronic ID recording coverage from 45% to 87%, and an increase in citizen satisfaction from 2.8 to 4.3.

The main supporting factors were optimization of the Village Fund, active support from the Gresik Civil Registry Office, and citizen participation. The main inhibiting factors were resistance among village apparatus, digital literacy gaps among citizens, and limited technical human resources that created a single point of failure. Based on these findings, Gredek Village Government should distribute technical capacity more evenly and institutionalize innovation through village regulations. Gresik Regency Government should replicate this partnership model in other villages and provide regulatory incentives for innovative village heads. Future research should develop comparative studies, mixed-method designs, longitudinal analysis of innovation sustainability, and exploration of gender dimensions in policy entrepreneurship among village heads in Indonesia.

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