

EVALUATION OF THE THREE IN ONE (3IN1) BEREAVEMENT PROGRAM IN BENGKULU CITY

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Abstract

The 3in1 Bereavement Program initiated by the Bengkulu City Government is an innovation in population administration services that integrates the issuance of death certificates, updates to Family Cards, and renewal of electronic ID cards in a single process through a proactive service delivery mechanism. Although this program has been running since 2021 and demonstrates high effectiveness, it still operates without a formal legal foundation in the form of a Mayor's Regulation, relying solely on a Mayor's Decree. This study aims to evaluate program implementation using the Context, Input, Process, and Product (CIPP) model and identify factors contributing to delays in regulatory formalization. Using a qualitative case study approach, the research employs in-depth interviews, observations, and document analysis. Evaluation results show the program is effective across context, input, process, and product dimensions. However, delays in regulatory formalization are caused by four main factors: prioritization of responsiveness over legal certainty, limitations in legal human resources at the Department of Population and Civil Registration, complexity of regional regulation formation procedures, and weak momentum in the legislative process. The implications of the absence of formal regulation create vulnerabilities regarding program sustainability, limited accountability, and obstacles to policy replication.

Keywords: *Regulatory formalization; public service innovation; legal certainty; 3in1 Bereavement Program; government responsiveness.*

INTRODUCTION

The transformation of local government governance in Indonesia has experienced significant acceleration since the enactment of Law Number 23 of 2014 on Regional Government, which provides broader space for local governments to develop public service innovations according to local characteristics and community needs (Prasajo et al., 2022). Public service innovation is not merely understood as administrative modernization but also as a strategic response to increasing public demands for fast, accessible, and human-value-oriented services (Hartley, 2021). In the field of population administration, service innovation becomes increasingly crucial given that population documents are a primary prerequisite in fulfilling civil rights and access to various basic services (UNDP, 2023). In line with this context, the Bengkulu City Government initiated the 3in1 Bereavement Program as an innovation in population administration services that stems from the social and cultural conditions of the local community. This program integrates the issuance of three post-death documents including death certificates, Family Card (KK) updates, and electronic Identity Card (e-ID) renewals in a single service process through a proactive service delivery mechanism and direct handover during family mourning periods. Initial evaluations show that this program has successfully increased service accessibility and community satisfaction significantly (Dinas Kependudukan dan Pencatatan Sipil Kota Bengkulu, 2022).

However, behind the operational success of the 3in1 Bereavement Program, there exists a policy paradox worthy of attention. Since its implementation in 2021 until now, this program has not been supported by a legal foundation in the form of a Mayor's Regulation, relying only on a Mayor's Decree. This condition reflects a dilemma between the demands of public service responsiveness and the principle of legal certainty. On one hand, the program demonstrates a high level of responsiveness to community needs. On the other hand, the absence of formal regulation potentially creates vulnerabilities in aspects of sustainability, implementation consistency, and policy accountability. This phenomenon presents the research question: why has an effective public service innovation program not been formalized through adequate regulation? This question is relevant in the context of policy institutionalization literature that emphasizes the importance of formalization for innovation sustainability (Capano & Howlett, 2020;

Streeck & Thelen, 2005). Previous research on public service innovation in Indonesia tends to focus on program design and implementation aspects (Dwiyanto, 2017; Prasajo et al., 2018) but provides less attention to the institutionalization process and regulatory formalization as mechanisms to ensure innovation sustainability. Based on this condition, this research aims to fill the research gap by exploring factors causing delays in regulatory formalization and analyzing their implications for the effectiveness and sustainability of the 3in1 Bereavement Program. Specifically, the research objectives are: (1) to evaluate the implementation of the 3in1 Bereavement Program using the Context, Input, Process, and Product (CIPP) model; (2) to identify factors affecting delays in regulatory formalization; and (3) to analyze the implications of the absence of formal regulation on program effectiveness and sustainability.

LITERATURE REVIEW

Public Service Innovation and Government Responsiveness

Public service innovation is defined as the introduction of new methods, processes, or approaches that significantly change how government delivers services to society (OECD, 2021). Hartley, (2021) categorizes public service innovation into four types: product innovation (new services), process innovation (new ways of delivering services), position innovation (changes in targets or service context), and paradigm innovation (transformation of fundamental assumptions about services). The 3in1 program can be categorized as process innovation because it changes the delivery mechanism of population administration services through an integrated approach adapted to local cultural contexts. Government responsiveness, as one of the main dimensions of good governance, refers to the government's ability to respond to community needs and expectations quickly and appropriately (Dwiyanto, 2022). Vigoda-Gadot & Meiri, (2019) emphasize that responsiveness is not only related to service speed but also to the government's ability to understand and anticipate community needs. In the context of the 3in1 Program, responsiveness is reflected in the local government's ability to capture community needs for ease in processing post-death documents, which is then translated into a humane and efficient service design.

Regulation as an Instrument of Legal Certainty

Legal certainty is a fundamental principle in a rule of law (rechtstaat), guaranteeing predictability and stability in the relationship between government and citizens (Marzuki, 2020). In the context of local government, formal regulation, especially Mayor's Regulations, functions as an instrument that guarantees legal certainty in conducting government programs and activities. Law Number 12 of 2011 as amended by Law Number 13 of 2022 on the Formation of Legislation places Mayor's Regulation in the hierarchy of legislation as binding regulations at the city/district level. The formation of Mayor's Regulation involves a series of complex stages: planning (through the Regional Regulation Formation Program or Propemperda), drafting of academic manuscripts, internal discussions, harmonization by the Regional Office of the Ministry of Law and Human Rights, facilitation by the provincial government, signing by the regional head, and promulgation in the Regional Gazette (Yuliandri, 2021). This procedural complexity aims to ensure regulation quality but also often becomes a barrier to policy responsiveness. Compared to Mayor's Regulation, a Mayor's Decree has a much simpler and faster establishment process. Mayor's Decree is concrete, individual, and final, meaning it applies to specific objects or subjects and cannot be unilaterally changed after being established (Ridwan, 2021). However, Mayor's Decree has limitations in providing long-term legal certainty because it can be easily revoked through a new Mayor's Decree without going through complex procedures. In the context of sustainable programs such as 3in1, dependence on Mayor's Decree creates vulnerability to policy changes, especially in situations of leadership transitions.

Program Evaluation Using the CIPP Model

The CIPP (Context, Input, Process, Product) evaluation model developed by Stufflebeam (2003) is a comprehensive framework for assessing policies and programs. The Context dimension evaluates program alignment with needs and environmental context; Input assesses adequacy of allocated resources; Process analyzes implementation effectiveness; and Product measures program achievements and impacts. The CIPP model was chosen in this research because of its ability to provide holistic evaluation that not only focuses on final results but also analyzes processes and conditions affecting those results (Aziz et al., 2018). In the context of public service program evaluation, the CIPP model has been widely applied to assess various types of programs, from education programs (Raharjo & Yuliana, 2020) to health service programs (Wibowo et al., 2022). The superiority of this model lies in its systematic approach that enables identification of program weaknesses at various stages, thus producing specific and measurable improvement recommendations.

METHOD

This research uses a qualitative approach with a case study design to explore in depth the implementation of the 3in1 Bereavement Program in Bengkulu City. The case study approach was chosen because it allows researchers to understand policy phenomena contextually and comprehensively in real settings (Yin, 2018). Research informants were determined purposively, with a total of 22 informants consisting of: (a) 3 key informants, namely the Mayor, Head of the Department of Population and Civil Registration, and Head of the Legal Division; (b) 2 District Heads; (c) 3 Village Heads; (d) 3 Neighborhood Association Chairs; and (e) 10 service users from the community. The selection of informants was based on their direct involvement and knowledge of program implementation (Creswell & Poth, 2018). Data collection was conducted through in-depth interviews, documentation analysis, and field observations. This combination of techniques aims to strengthen the depth and completeness of the data obtained (Patton, 2014). Data analysis uses a thematic analysis approach as developed by Braun & Clarke, (2022), which includes the process of coding, theme identification, and systematic interpretation of meaning. Data validity is maintained through the application of source and method triangulation, as well as member checking to ensure accuracy and credibility of research findings (Lincoln & Guba, 1985).

RESULTS AND DISCUSSION**Context Evaluation: Program Genesis and Community Needs**

Context evaluation shows that the 3in1 Bereavement Program was born through a bottom-up approach oriented toward direct response to community needs. This program originated from the personal experience of the Deputy Mayor of Bengkulu, Dedy Wahyudi, who directly faced the complexity of population administration procedures amid the emotional burden of mourning his mother's passing. This experience triggered policy reflection on how local government can provide concrete support to grieving families, particularly by utilizing the momentum of the third-night mourning tradition deeply rooted in Bengkulu's social life. As explained by the Head of the Department of Population and Civil Registration, this reflection was articulated in the fundamental question: 'what can the government give to the community during three consecutive mourning nights?' This question became the starting point for formulating the concept of 3in1 Bereavement services that integrate social sensitivity with administrative efficiency through integrated services (see Figure 1). This characteristic demonstrates public service innovation that is problem-driven and policy entrepreneurship, as emphasized in public sector innovation literature (Borins, 2014; Hartley et al., 2013).

Before the 3in1 Program was implemented, post-death population administration services in Bengkulu City faced several main problems: the complexity of fragmented document processing procedures, low community awareness to report death events, and further impacts in the form of inaccurate population data. Low reporting of deaths not only affects the administrative rights of grieving families but also has systemic impacts on public data quality, including the Permanent Voter List (DPT) and accuracy of social assistance targeting. This condition reflects the classic public service problem, where the gap between formal regulations and implementation practices demands systemic innovation (Fountain, 2001) In terms of relevance, the 3in1 Bereavement Program has high alignment with community needs and applicable regulatory frameworks. Normatively, this program supports the mandate of Law Number 24 of 2013 on Population Administration which requires death reporting at the latest 30 days after the event occurs. However, in practice before the program was implemented, grieving families often faced obstacles in the form of time limitations, complexity of cross-agency procedures, and lack of administrative understanding. By providing services directly to the home of the deceased, this program not only simplifies the administrative process but also presents the state in a humane and empathetic situation. This is reflected in the experience of service users who stated that the government's presence during mourning reduced psychological and administrative burdens.

However, context evaluation also identifies a gap between the program's need for a strong legal foundation and the real condition of the absence of a Mayor's Regulation until the end of 2025. This gap creates regulatory uncertainty that could potentially affect program sustainability, although in operational practice the program continues to run effectively. This condition reflects a trade-off between responsiveness and legal certainty, where the need to immediately implement the program often does not align with the availability of formal regulations as an operational foundation. In local government practice, accelerating responses to community needs frequently conflicts with complex and time-consuming regulation formation procedures. (Kumorotomo, 2023) calls this condition the innovator's dilemma, namely pressure on local governments to be both innovative and responsive while adhering to legal-formal mechanisms.

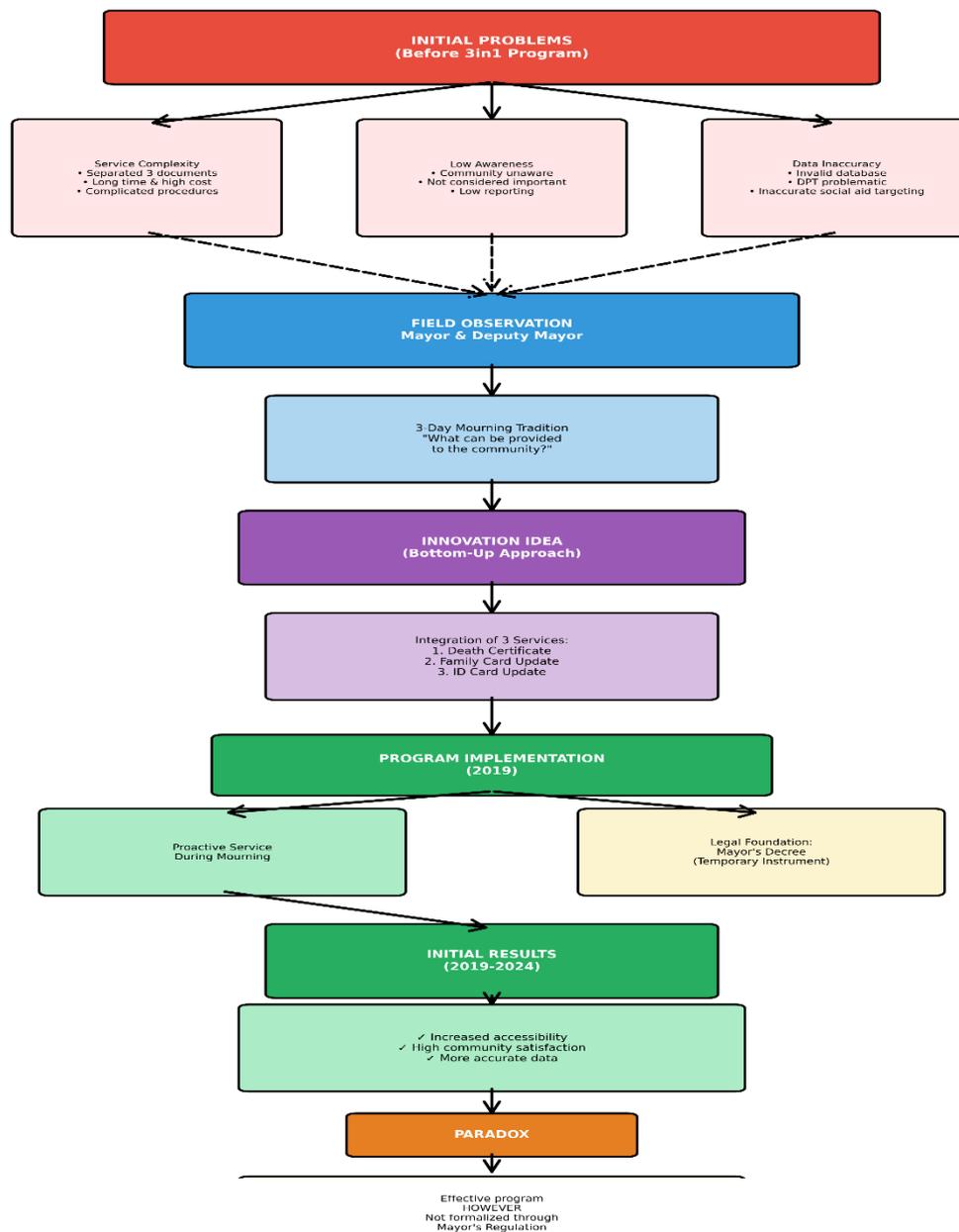


Figure 1. Genesis of the 3in1 Bereavement Program

Although the 3in1 Bereavement Program has proven effective in addressing post-death population administration service problems, policy formalization through a Mayor's Regulation has not been viewed as an urgent priority by implementers. In the initial planning stage, the main focus of local government was to ensure the program could be immediately implemented according to regional leadership instructions through the issuance of a Mayor's Decree, given the high urgency of community needs in grieving situations. The preparation of a Mayor's Regulation was viewed as a process requiring time and layered administrative stages, so in the early implementation phase, the program focused first on operational service aspects. Based on interviews with the Head of the Legal Division, the use of Mayor's Decree was considered adequate as a temporary legal basis because program implementation was assessed not to pose significant legal Mayor's Decrees. In practice, the program continued to operate while considering the process of formal regulation preparation in parallel, albeit without a structured mechanism. This condition reflects a trade-off between policy responsiveness and procedural formality, where the speed of response to community needs is prioritized over legal certainty. This finding strengthens the theoretical discourse on the

dilemma of public service innovation. The New Public Management perspective emphasizes responsiveness as a key indicator of government performance (Hood, 1991), while the institutional approach reminds us that the absence of formalization can weaken long-term policy sustainability (Mahoney & Thelen, 2010). Thus, the 3in1 Bereavement Program represents an innovation practice that is contextually effective but leaves crucial institutional challenges to be addressed to ensure policy sustainability.

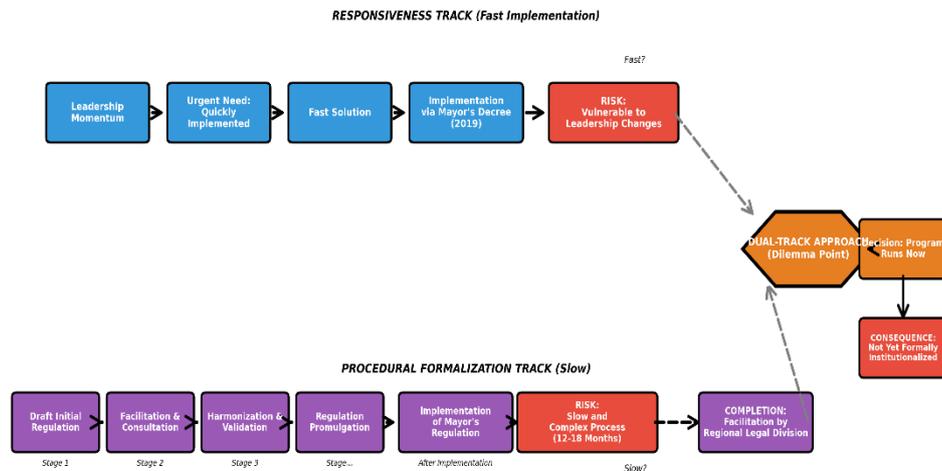


Figure 2. Trade-off: Responsiveness and Procedural Formality

Input Evaluation: Institutional Capacity and Program Resource Adequacy

Input evaluation identifies two main factors affecting the implementation of the 3in1 Bereavement Program in Bengkulu City: program resource adequacy and institutional capacity for regulatory formalization. Findings show that although the program operates effectively operationally, there is a gap between field service practices and formal policy institutionalization. This gap stems from a fundamental problem in the form of the absence of human resources in the legal field at the implementing organization level, which then triggers a series of structural obstacles in the regulatory formalization process. From the perspective of program resource adequacy, the input dimension includes four main aspects: human resources, technology, budget, and regulation. In terms of human resources, the 3in1 Program is implemented through a multi-level coordination structure involving technical teams at Department of Population and Civil Registration (DPCR), sub-district and village officials, and Neighborhood Associations (RT). The Head of DPCR acknowledges limitations in the number of officers, especially since this program operates seven days a week without holidays. However, this quantitative limitation is balanced by the commitment and dedication of officers who interpret program implementation as a form of empathy-based public service to grieving communities. Nevertheless, the most crucial human resource limitation is not in the aspect of service personnel quantity, but in the absence of legal personnel who have the expertise to draft Mayor's Regulations.

DPCR as the leading sector of the 3in1 Program does not have legislation drafting personnel or legal analysts in its organizational structure, thus institutionally lacking internal capacity to initiate formal regulation drafting for programs under its responsibility. This condition causes DPCR to depend on the Regional Secretariat Legal Division for the drafting process, which in turn places 3in1 Program formalization in a long queue of regional legislative agendas without any special acceleration mechanism. The absence of internal legal capacity at DPCR creates disproportionate structural dependency, where service innovation developed by the implementing organization cannot be transformed into formal policy without intervention from other units with different agendas and priorities. In this context, DPCR can only propose regulatory needs without the ability to accelerate or technically oversee its legislative process. The implications of this capacity gap are very significant: programs that have been effectively running since 2022 until the end of 2025 remain in liminal status—implemented but not institutionalized—not because of political resistance or lack of political will, but due to technical obstacles in the form of the absence of actors with the authority and expertise to draft regulation drafts at the implementing organization level. This situation aligns with the concept of organizational capacity gap in policy implementation literature, where the absence of specific competencies in organizational structure can become a bottleneck hindering innovation policy institutionalization, regardless of its operational success (Wu et al., 2015)

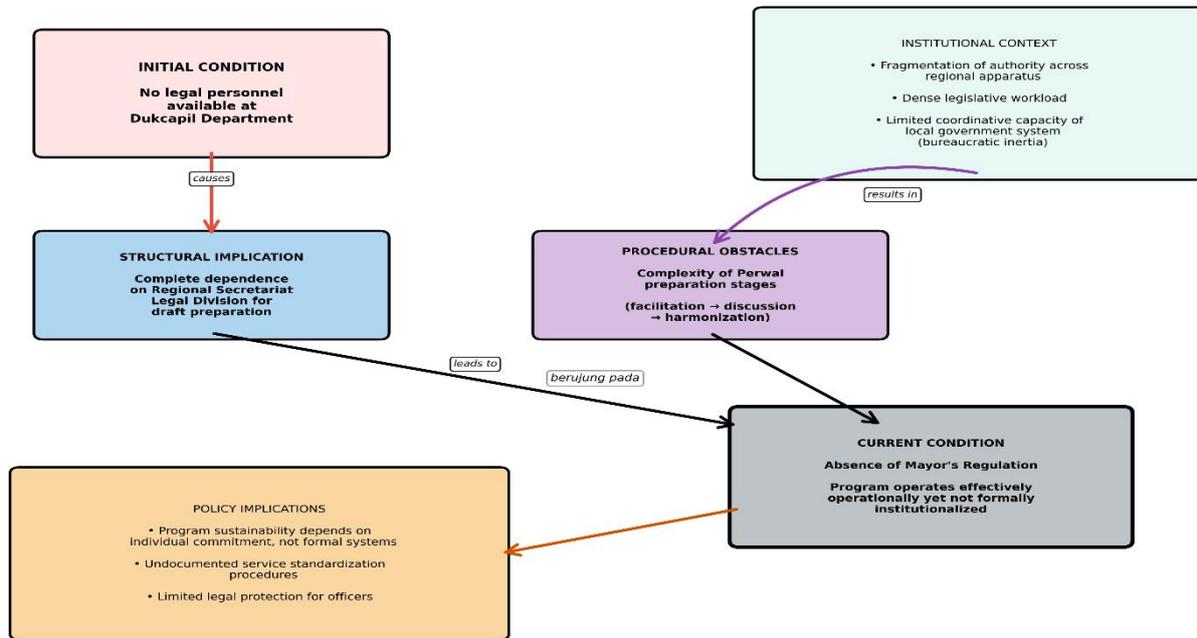
In terms of technology, program implementation is supported by the SLAWE Application (Population Administration Information System) which is technically capable of processing post-death documents in an integrated manner. However, internet connectivity constraints in the field, particularly in real-time data input, become operational obstacles. To respond to these limitations, a hybrid mechanism was developed through utilization of a WhatsApp Group (WAG) 'Suka Duka' connecting all program stakeholders. Requirement documents are scanned and sent via WAG for initial verification by the DPCR technical team before physical documents are submitted in stages. This adaptation demonstrates policy implementation flexibility in facing technology infrastructure limitations, while affirming that service innovation does not always depend solely on formal digital systems. In terms of budget, the 3in1 Program is not supported by special allocation in the APBD because it is a restructuring of existing service mechanisms. This non-fiscal characteristic has dual implications: on one side, the program can operate without additional budget burden so it does not demand tight fiscal legitimacy; on the other side, the absence of additional budget means no financial compensation for officers working outside office hours and on holidays. Consequently, program sustainability highly depends on moral commitment and public service work culture, not on formal incentive systems.

The most crucial input aspect experiencing deficit is the existence of formal regulation. Until the end of 2025, the 3in1 Program was only based on a Mayor's Decree, without being supported by a Mayor's Regulation that comprehensively regulates mechanisms, procedures, and service standards. This condition places the program in a paradoxical position: operationally effective, yet institutionally vulnerable. The Head of the Legal Division emphasized that the Mayor's Decree is considered adequately sufficient as a short-term legal basis, especially since this program does not involve regional budget use that demands stronger budget legitimacy. However, from a public policy governance perspective, dependence on lower hierarchy legal instruments creates several vulnerabilities: first, program sustainability highly depends on leadership stability and implementing actor commitment, not on institutionalized systems; second, implementation accountability becomes limited because there are no formal and binding standard procedures; third, legal protection for field officers lacks a strong foundation; fourth, program replication to other regions or further development is hindered because there is no comprehensive regulatory framework. Thus, the main issue lies not in the legality of current program implementation, but in long-term Mayor's Decrees in the form of policy stagnation, replication limitations, and low program resilience against political changes or bureaucratic dynamics.

Input evaluation shows that the main obstacle in the 3in1 Program regulatory formalization process stems from institutional capacity limitations, which specifically manifest at two levels: implementing organization capacity and overall local government system capacity. At the implementing organization level, the absence of legal personnel at DPCR is the most fundamental root problem. Without the presence of regulation drafting personnel or legal analysts in the organizational structure, DPCR lacks the ability to initiate, draft, or oversee the Mayor's Regulation draft preparation process independently. This condition creates total dependency on the Regional Secretariat Legal Division, which has a dense legislative agenda and is not specific to DPCR's interests alone. The implication of this capacity gap is that the regulatory formalization process cannot be controlled or accelerated by the organization that best understands the substance and urgency of the program, but entirely depends on the priorities and capacity of another unit with legislative workload for all regional apparatus.

At the local government system level, the Regional Secretariat Legal Division faces high procedural complexity in preparing Mayor's Regulations. The Head of the Legal Division stated that the process 'takes time and many stages must be passed, starting from facilitation, discussion, to harmonization.' This complexity not only reflects the length of administrative procedures but also indicates limited coordinative capacity in the local government system. Mayor's Regulation preparation demands involvement of various actors across regional apparatus, intensive technical coordination, and harmonization processes with higher regulations. This situation aligns with the concept of bureaucratic inertia proposed by Peters (2018), where authority fragmentation and legislative agenda density slow policy formalization, especially for service innovations not accompanied by high political urgency. In the case of the 3in1 Program, the non-fiscal characteristic of the program actually reduces pressure to accelerate formalization, although substantially this program has strategic value in improving public service quality. The interaction between the absence of legal capacity at DPCR with procedural complexity at the Legal Division creates systemic institutional stagnation. DPCR cannot accelerate the process because it lacks personnel to draft, while the Legal Division cannot prioritize the 3in1 Program because it must serve many legislative needs from various regional apparatus and this program lacks fiscal urgency. As a result, although there is shared awareness about the importance of a Mayor's Regulation, there is no effective mechanism to overcome these structural obstacles. This condition shows that the regulatory formalization problem cannot be understood merely as

a procedural issue, but as a local government policy capacity problem in transforming innovative practices that are operational in nature into formally institutionalized and sustainable policies (Wu et al., 2015). This capacity limitation reflects a gap between bureaucratic ability in conducting service innovation at the operational level with the ability to consolidate these innovations into a formal regulatory framework. Input evaluation findings reveal a fundamental paradox in 3in1 Program implementation: a program that is operationally effective yet institutionally fragile. From the side of operational resources such as technology and budget, the program demonstrates adaptability and creativity in overcoming limitations through informal mechanisms and officer commitment. However, from the regulation and institutional capacity side, particularly the absence of legal personnel at DPCR, the program faces a fundamental deficit that threatens its long-term sustainability. The causal relationship between institutional capacity limitations and the absence of Mayor’s Regulation can be understood as follows:



Source: Input Evaluation Results of 3in1 Bereavement Program, Bengkulu City, 2024

Figure 3. Causal Relationship: Institutional Capacity Limitations and Absence of Mayor’s Regulation

Process Evaluation: Legislative Dynamics and Program Implementation Mechanisms

Process dimension evaluation reveals two important aspects in implementing the 3in1 Bereavement Program: first, program operational mechanisms that have been running effectively and structured; second, regulatory formalization process dynamics experiencing structural obstacles. These two aspects show a paradox between implementation success at the operational level with institutionalization difficulties at the policy level. The 3in1 Program has a structured implementation flow involving coordination across government levels, as outlined in the established Standard Operating Procedures (SOP). The process begins at the RT level, where the RT Chair receives death reports from residents and collects initial requirement documents. These documents are then coordinated with the village through the WhatsApp Group 'Suka Duka' communication platform. The Village Head conducts document verification and forwards to the Department of Population and Civil Registration for further processing.

The DPCR technical team conducts document completeness checks, data validation in the system, and simultaneous issuance of three documents: death certificate for the deceased, updated KK for the remaining family, and e-ID with latest status for the surviving spouse. This entire process runs through the SIAK Application (Population Administration Information System) with clear stages: proposal submission by the Head of Civil Services and Registration Division, verification by the Sub-Coordinator Head, electronic signing by the Department Head, to document printing and registration. Total process time from verification to document printing is maximum 10 minutes, showing system efficiency that has been built. The program's uniqueness lies in the document handover mechanism. Unlike conventional procedures where people must come to the office to collect documents, the 3in1 Program emphasizes a 'proactive service' approach by delivering documents directly to the grieving home during the third-night mourning ceremony. Handover is done symbolically by the Mayor, Deputy Mayor, or other core government officials who attend the mourning ceremony. This approach is not only efficient in terms of time and

cost for the community but also has symbolic value as a form of government empathy and care for its citizens. In 2024, 2,427 documents were successfully delivered through this mechanism, showing consistent program implementation throughout the year. Program implementation success is operationally supported by two main factors. First, strong cross-level coordination through utilization of communication technology. The WhatsApp Group 'Suka Duka' connects all program actors from RT, Village, Sub-district, to DPCR, enabling real-time information flow and rapid coordination. This mechanism shows how communication technology can support service integration without requiring complex formal systems. Second, strong leadership commitment. The Mayor and Deputy Mayor are directly involved in the document handover process, sending a strong signal about the importance of this program and motivating all actors to work optimally.

However, the operational success of this program is also accompanied by challenges. The Head of DPCR Department stated that the main obstacle is the limitation of the number of officers dealing with high service density. The program operates seven days a week, including holidays, demanding extraordinary dedication from officers. Although there is no formal compensation system for work outside office hours, officer commitment remains high. This shows that intrinsic motivation and leadership support can compensate for the absence of formal incentive systems, although in the long term this condition requires attention to ensure officer welfare and work-life balance sustainability. Another important aspect in process evaluation is the program's ability to adapt to various special situations. For instance, when deaths occur on Friday or Saturday, the team still processes documents on weekends to ensure documents can be delivered on the third mourning night that falls on Monday. This commitment to operate seven days a week reflects a service orientation that places community needs above bureaucratic convenience. However, the Head of DPCR Department also acknowledges that this high workload requires special attention in the long term, particularly related to personnel additions or compensation adjustments for officers who consistently work outside normal working hours.

On the other hand, process evaluation also reveals that regulatory formalization obstacles are not only technical-procedural in nature as discussed in input evaluation but also related to legislative process dynamics itself. Although the Legal Division states that 'the Mayor's Regulation formation process continues,' in practice the Mayor's Regulation preparation process experiences inadequate momentum. Document analysis shows that the Mayor's Regulation draft has been prepared but not intensively discussed, indicating a gap between formal initiation and actual implementation of the legislative process. This situation presents an important lesson about the dual-track approach in managing public service innovation. Conceptually, a dual-track approach, where the program runs with temporary legal instruments (Mayor's Decree) while processing formal regulation (Mayor's Regulation) in parallel, allows a balance between responsiveness and formality. However, in practice, this approach requires strong monitoring and accountability mechanisms to ensure that the formalization track continues with adequate momentum (Capano & Howlett, 2020). The absence of such mechanisms causes the formalization track to be neglected after the program runs, because organizational focus is more directed at implementation and program impact evaluation.

Furthermore, program vulnerability to leadership changes underscores the importance of formalization as an institutionalization mechanism. Institutional literature emphasizes that formalization through regulation creates path dependence that protects policy from arbitrary political changes (Mahoney & Thelen, 2010). When policy is only based on a Decree without stronger formal regulation, the policy is vulnerable to cancellation or substantial modification by new leadership. In the case of the 3in1 Program, although the program continues running until now with strong leadership commitment support, the absence of a Mayor's Regulation creates uncertainty about its sustainability in the future, especially if there is a leadership change with different priorities. The failure of this dual-track approach presents an important lesson: rapid implementation through temporary legal instruments must always be followed by a formalization process that has clear accountability mechanisms and defined timelines. Literature on organizational change management emphasizes that sustainable change requires institutionalization through formalization of structures, processes, and systems (Kotter, 1996) Without clear accountability mechanisms for the formalization track, the process will continue to be delayed because it is considered less urgent compared to other operational priorities. Process evaluation shows that the 3in1 Program has achieved a high level of maturity in operational aspects, supported by clear SOPs, good implementer Mayor's Decree understanding, and strong leadership commitment. However, this operational success has not been balanced with an adequate institutionalization process through regulatory formalization. This paradox creates a situation where the program runs effectively but is vulnerable to political context and leadership changes. To ensure long-term sustainability, strategic interventions are needed to accelerate the regulatory formalization process without disrupting the operational effectiveness of the program that has been built.

Product Evaluation: Program Achievements and Impacts

Product dimension evaluation analyzes the results of 3in1 Program implementation on society and the population administration system, while identifying implications of the absence of formal regulation on program sustainability. From a quantitative aspect, the program shows consistent achievements. Data for 2024 recorded 2,427 death cases served through the 3in1 mechanism, while until September 2025, 1,870 cases were recorded. With details in previous years as follows: The figures in the graph above indicate that almost all death cases in Bengkulu City are handled through this program. The qualitative impact of the program is seen from four aspects. First, improved accuracy of population data. The program contributes to real-time population database updates. Quickly and accurately recorded death data impacts the accuracy of the Permanent Voter List (DPT) in general elections. Previously, cases of deceased residents still being registered as voters were found. With the 3in1 Program, the KPU can verify with always-updated data, reducing potential duplication or data errors.

Second, time and cost efficiency for the community. Before the 3in1 Program, grieving families had to visit at least three different services to process death certificates, KK updates, and ID status changes, taking a long time. With an integrated mechanism, the entire process is completed within three days and documents are delivered directly to the grieving home without transportation costs. One service user informant revealed: 'I was very helped by this program. Imagine, when I was sad about losing my husband, I didn't have to worry about document matters. Everything was already taken care of and delivered directly by the Mayor during the mourning ceremony. This is truly a service that understands our condition.' Third, changing public perception of bureaucracy. At the beginning of implementation, the program drew protests from some circles who considered a Mayor's Decree for KK, ID, and child order data from grieving families unethical and added to psychological burdens. However, over time, perceptions changed. The community began to accept and even appreciate the program as a form of government concern. When issues arose about the possibility of program termination, the community actively inquired about its continuity, showing the program has become an expected need. Fourth, strengthening service culture in bureaucracy. The program requires officers to work outside office hours and on holidays, which initially caused resistance. However, through the leadership of the Mayor and Head of DPCR Department, a work culture oriented toward public interest was built. Officers began to understand public service as a form of dedication to society requiring extra dedication.

Factors Contributing to Delays in Regulatory Formalization

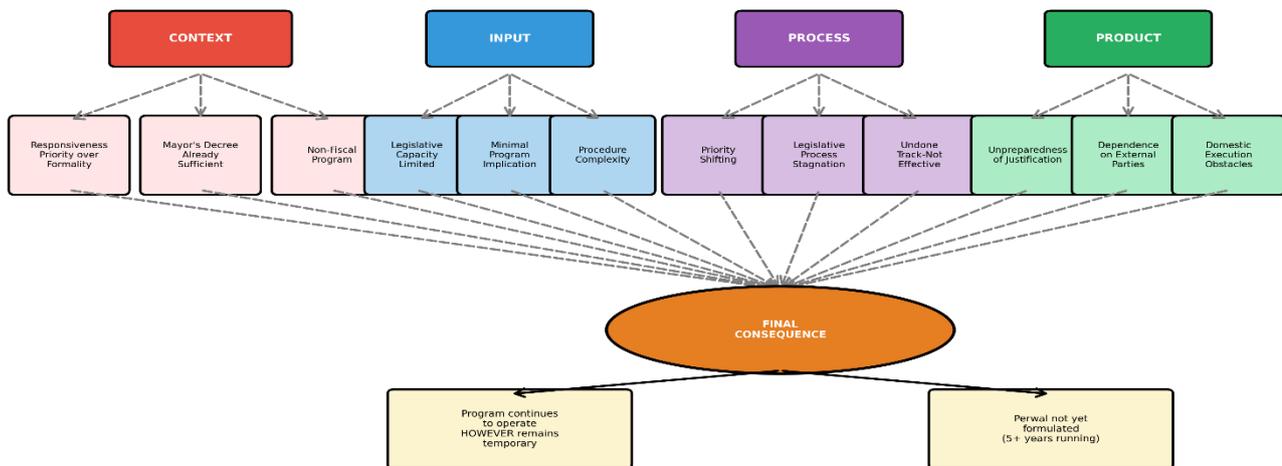


Figure 4. Factors Hindering Regulatory Formalization of the 3in1 Bereavement Program

In-depth analysis of interview and documentation data identifies four main factors causing delays in the formalization of 3in1 Bereavement Program regulations in the form of Mayor's Regulations, as visualized in the diagram above:

The first factor is a context factor that includes initial conditions of program implementation. Priorities of responsiveness and speed in responding to community needs caused the program to be immediately launched without

waiting for formal legal cover. This program was born from the personal policy reflection of the Deputy Mayor who directly experienced the complexity of population administration procedures during mourning. The urgency to immediately respond to the needs of grieving communities prompted rapid implementation through a Decree, even though this meant the program operated with limited administrative legitimacy. This condition reflects a trade-off between responsiveness and legal certainty, which Kumorotomo (2023) calls the innovator's dilemma—pressure on local governments to be both innovative and responsive while adhering to legal-formal mechanisms.

The second factor is an input factor identifying resource limitations in the formalization process. The most crucial limitation is the absence of legal personnel at the Department of Population and Civil Registration as the program's leading sector. DPCR does not have regulation drafting personnel or legal analysts in its organizational structure, thus lacking capacity to compile academic manuscripts and regulation drafts requiring special expertise in research methodology and juridical analysis. This limitation causes DPCR to depend entirely on the Regional Secretariat Legal Division, which places 3in1 Program formalization in a long queue of regional legislative agendas without special acceleration mechanisms. The absence of internal legal capacity creates disproportionate structural dependency, where service innovation cannot be transformed into formal policy without intervention from other units with different agendas.

The complexity of Mayor's Regulation preparation procedures becomes the next significant obstacle. The Head of the Legal Division explains that the process involves nine stages requiring a minimum of 12-18 months, including OPD proposal submission, inclusion in Propemkada which only opens once a year, Mayor's Decree establishment, internal discussion with university expert teams, harmonization at the Regional Office of the Ministry of Law and Human Rights, provincial facilitation through e-perda, signing, validation, and promulgation in the Regional Gazette. This complexity reflects limited coordinative capacity in the local government system demanding involvement of various actors across regional apparatus. Minimal initiative from program parties also reflects low internal drive to immediately file for formalization after the program operates.

The third factor is a process factor explaining dynamics during formalization efforts. Although the Legal Division states the Mayor's Regulation formation process continues, in practice it experiences inadequate momentum. Document analysis shows Mayor's Regulation drafts have been prepared but not intensively discussed, indicating a gap between formal initiation and actual implementation. Stagnation in this legality process occurs due to lack of follow-up from proposing OPDs and continuously shifting priorities. The interaction between the absence of legal capacity at DPCR with procedural complexity at the Legal Division creates systemic institutional stagnation—DPCR cannot accelerate the process because it lacks personnel to compile drafts, while the Legal Division cannot prioritize because it must serve legislative needs from various regional apparatus.

The fourth factor is a product factor reflecting structural consequences of previous obstacles. Unpreparedness of justification shows weak academic and juridical justification to support the urgency of Mayor's Regulation formation. Dependence on external parties reflects high reliance on external experts such as university academics and legal consultants, slowing the process and increasing coordination complexity. Domestic execution obstacles refer to various internal technical and administrative constraints hindering formalization stage implementation. The interaction of these four factors produces significant final consequences. The program continues operating without a strong formal legal basis, relying on Decree legitimacy and Mayor's political commitment. The Head of the Legal Division assesses that the Mayor's Decree is adequately sufficient as a short-term legal basis because the program is a service mechanism restructuring without special budget allocation. However, dependence on lower hierarchy legal instruments creates vulnerabilities: program sustainability highly depends on leadership stability, implementation accountability is limited without formal procedural standards, legal protection for officers lacks a strong foundation, and program replication is hindered because there is no comprehensive regulatory framework. Thus, the main issue lies in long-term Mayor's Decrees in the form of policy stagnation, replication limitations, and low program resilience against political changes or bureaucratic dynamics.

CONCLUSION

This study concludes that the 3in1 Bereavement Program of Bengkulu City is an effective and responsive public service innovation in facilitating access to post-death population administration services. The CIPP model-based evaluation demonstrates program context alignment with community needs and national policy, adequacy of resource input, effectiveness of implementation processes through proactive service delivery mechanisms and inter-unit coordination, and output service quality reflected in high community satisfaction. These findings confirm that public service innovation can improve service performance while presenting a more humane approach.

However, this effectiveness is confronted with a policy paradox in the form of weak legal certainty due to the program not yet being formalized in a Mayor's Regulation. The absence of formal regulation creates vulnerabilities regarding program sustainability, implementation accountability, legal protection for implementers, and policy replication potential. This condition is influenced by a responsiveness orientation that prioritizes implementation speed, limitations in internal legal capacity, complexity of legislative procedures, and weak momentum for regulatory formalization. Therefore, this study emphasizes the importance of institutionalization strategies for public service innovation through adaptive regulatory acceleration, strengthening legal capacity, and institutional coordination, so that the balance between responsiveness and legal certainty can be sustainably achieved.

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