

IMPLEMENTATION OF NORTH LABUHANBATU REGENT REGULATION NO. 28 OF 2022 ON THE DELIVERY OF PUBLIC SERVICES THROUGH THE “REGENT WORKS IN THE VILLAGE” PROGRAM

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Abstract

Public service delivery in North Labuhanbatu Regency faces accessibility challenges due to its coastal and mountainous geography, long distances between villages, and limited service infrastructure. The local government responded through the Regent Works from the Village Program (Regent of Ngantor in the Village/Bung Desa), later formalized by North Labuhanbatu Regent Regulation No. 28 of 2022. This article analyzes policy implementation, identifies major implementation constraints, and examines the program's effects on public service delivery. The study applies a qualitative descriptive design. Primary data were collected through interviews with heads of local government agencies, implementing officials, village officers, and community members, while secondary data were obtained from policy documents and service records. The analysis uses Van Meter and Van Horn's policy implementation model, focusing on policy standards and objectives, resources, inter-organizational communication, characteristics of implementing agencies, implementer disposition, and economic, social, and political conditions. The findings indicate that the program has brought services closer to residents, accelerated administrative service completion, expanded access to health and social services, and strengthened government-citizen interaction. Implementation is supported by implementer commitment, inter-agency coordination, and strong public support. Nevertheless, program effectiveness remains constrained by limited village facilities, the absence of a dedicated budget, unsystematic evaluation, and inconsistent scheduling. The findings suggest that mobile and integrated public service innovations can improve service accessibility in geographically constrained areas, but sustainability requires stronger governance, dedicated budgeting, systematic monitoring, and measurable performance indicators.

Keywords: Policy Implementation; Public Services; Service Innovation; Mobile Government Services; North Labuhanbatu.

INTRODUCTION

Public service is one of the basic functions of government because it serves as a direct interface between the state and citizens. In public administration, service quality reflects the government's ability to translate policies into tangible benefits for the public. Law Number 25 of 2009 defines public service as a series of activities to meet citizens' needs for goods, services, and administrative services. Therefore, accessibility, speed, procedural certainty, affordability, and equal treatment are important dimensions in assessing government service performance. The need to improve service quality is even stronger in areas with geographical barriers. North Labuhanbatu Regency has coastal and mountainous areas. Kualuh Leidong and Kualuh Hilir Districts are located in coastal areas with relatively difficult road access, while Na IX-X and Aek Natas Districts are located in mountainous areas, quite far from the district government center. These conditions require some residents to spend more time, money, and energy to obtain administrative, health, social, licensing, and other government services.

The Indonesian Ombudsman's evaluation revealed a change in the quality of public services in North Labuhanbatu Regency. In 2021, the regency government received a score of 46.54, falling into the red zone, classified as low quality. The score increased to 78.78 in 2022, then reached 90.67 in 2023, and reached 87.89 in 2024. This development demonstrates improvement but also indicates the need for ongoing efforts to ensure service quality is not dependent on short-term achievements. At the same time, the evaluation of the Government Agency Performance Accountability System showed a CC rating for the 2021–2024 period, indicating that aspects of effectiveness, efficiency, and results orientation still require strengthening.

Year	Ombudsman Values	Zone/Category
2021	46.54	Red / Low Quality
2022	78.78	Green / High Quality
2023	90.67	Green / Highest Quality
2024	87.89	Green / High Quality

Source: Executive Summary of Public Service Standards Compliance Assessment 2021–2024, as compiled in the thesis.

In response to access issues, the North Labuhanbatu Regency Government developed the "Bupati Ngantor di Desa" (Regent's Office in the Village) Program, popularly known as "Bung Desa." This program began in 2021 through a regent's decree regarding the formation of a committee and implementation of activities, and was later formalized through North Labuhanbatu Regent Regulation Number 28 of 2022. The main idea is to move regency government services to villages for one day so that residents receive services directly without having to come to the government center. The program involves the regent or deputy regent, regional apparatus organizations, sub-district and village governments, and supporting institutions such as the Social Security Agency (BPJS), Bank Sumut, the police, and other parties.

Substantively, Bung Desa is an innovative, integrated mobile service. The Population and Civil Registration Office provides e-KTP (e-KTP), Family Card (Kartu Keluarga), Child Identity Card (KTP), birth certificates, and other population documents. The Health Office provides health checks, free medical treatment, specialist doctor services, antenatal checks, and mass circumcisions. The Social Service Office provides social assistance, social rehabilitation, disability assistance, social document printing, and recipient data updates. Other regional agencies provide services within their respective jurisdictions, such as licensing, education, tax payments, agriculture, public works, and community empowerment.

The novelty of this research lies in its comprehensive analysis of the implementation of Regent Regulation No. 28 of 2022 using the Van Meter and Van Horn model, rather than simply assessing the effectiveness of a single service. The study encompasses the cross-organizational implementation process, resources used, communication, implementing agency characteristics, implementer dispositions, socio-economic-political conditions, inhibiting factors, and the impact of services on the community. Thus, this article contributes to the discussion on public service innovation based on a proactive approach in areas with geographic barriers.

This article answers three main questions: how is the implementation of North Labuhanbatu Regent Regulation No. 28 of 2022 through the Regent's Office in Village Program; what factors hinder its implementation; and what impact does the program have on the quality of public services in North Labuhanbatu Regency. The answers to these questions are expected to provide an empirical basis for improving program design and developing more adaptive, measurable, and sustainable public services.

LITERATURE REVIEW

2.1 Public Administration, Public Policy, and Public Services

Public administration is concerned with organizing resources and personnel to formulate and implement policies that serve the public interest. Chandler and Plano, as cited by Keban, define public administration as the process of organizing and coordinating public resources to formulate, implement, and manage policies. In the context of local government, public administration extends beyond the creation of regulations, but also encompasses the organization's ability to ensure policies result in effective, efficient, equitable, and accessible services for citizens.

Public policy can be understood as the government's choice to act or not to act in addressing public issues. Dye emphasizes the government's choice dimension, while Friedrich highlights policy as a series of actions to overcome obstacles and exploit opportunities in achieving goals. Nugroho describes public policy as a cycle encompassing formulation, implementation, and evaluation. Within this cycle, implementation is a crucial stage because it is during this phase that policies are translated into programs, administrative actions, outputs, and outcomes perceived by target groups.

Public service is a concrete part of policy implementation. Moenir views service as the process of fulfilling the needs of others through specific systems, procedures, and methods, while Sinambela emphasizes meeting

community needs based on applicable regulations. Good public service requires competent personnel, clear procedures, adequate facilities, easy access, understandable communication, and a complaints mechanism. From a modern public service perspective, the government is also required to be more responsive to the diverse needs of citizens and not limit services to static office structures.

2.2 Policy Implementation

Policy implementation is the process of translating formal decisions into operational actions. Mazmanian and Sabatier explain that implementation involves identifying the problem to be intervened, defining objectives, and designing the structure of the implementation process. Grindle emphasizes the influence of policy content and the implementation context, including the interests of target groups, benefits received, desired changes, implementing actors, and resources. From this perspective, policy success is determined not only by the quality of regulations but also by the ability of implementing institutions to manage resources and interactions between stakeholders.

Van Meter and Van Horn developed a policy implementation model that emphasizes six variables: policy standards and objectives, resources, interorganizational communication, implementing agency characteristics, implementer dispositions, and economic, social, and political conditions. This model is appropriate for analyzing Bung Desa because its implementation involves many governmental and non-governmental organizations, requires cross-sectoral coordination, relies on resource support, and operates in village environments with diverse social and geographic characteristics.

Van Meter & Van Horn Variables	Focus of Analysis in the Village Fund Program
Policy standards and objectives	Clarity of objectives, service standards, completion time, target service recipients.
Resource	Budget, human resources, facilities, equipment, technology and village facilities.
Inter-organizational communication	Coordination of SKPD, sub-districts, villages, regional hospitals, community health centers, and supporting institutions.
Characteristics of the implementing agency	Committee structure, SOP, organizational capacity, officer competency, and supervision.
Disposition of the executor	Commitment, attitude, acceptance, and service orientation.
Economic, social, political conditions	Community support, the needs of vulnerable groups, and political support.

In this study, these six variables were used to assess the quality of the implementation process. The analysis results were then linked to inhibiting factors and service impact. This approach allows for an evaluation that focuses not only on the quantity of services but also on institutional capacity and program sustainability.

METHOD

The study employed a qualitative descriptive approach. This approach was chosen because the focus of the study was to understand the policy implementation process, implementer experiences, organizational barriers, and community responses to the Regent's Office in the Village Program. Qualitative research allows researchers to gain a contextual understanding of interactions between implementers and service dynamics that are difficult to reduce to mere numbers. In line with Sugiyono, the study was conducted in natural settings with the researcher as the primary instrument and used triangulation to strengthen the credibility of the findings.

The research location is in North Labuhanbatu Regency. The institutional focus includes the Population and Civil Registration Office, the Health Office, and the Social Services Office because these three regional agencies provide services that directly impact the community and are consistently involved in Bung Desa. Key informants consisted of the heads of agencies in these three regional agencies. Primary informants included heads of divisions and subsections involved in program implementation. Additional informants included village officials and community members receiving services.

Primary data were collected through interviews and observations. Interview guidelines were developed based on Van Meter and Van Horn's six variables, including policy objectives, resources, communication, organizational characteristics, disposition, and socio-economic-political conditions. Secondary data were obtained from Regent Regulation Number 28 of 2022, the regent's decree on committees, regional apparatus service data, Bung Desa implementation records, and relevant public service evaluation documents. Technical triangulation was conducted by comparing the results of interviews, observations, and documentation.

Data analysis followed the interactive model of Miles and Huberman, which includes data collection, data reduction, data presentation, and conclusion drawing. Interview data were selected and grouped into themes based on implementation variables, inhibiting factors, and program impacts. Thematic results were then compared with descriptive quantitative data, including the number of services, activity locations, and trends in public service assessments. Conclusions were drawn by considering consistency across data sources and the relationship between implementation mechanisms and service outcomes.

RESULTS AND DISCUSSION

4.1 Design and Scope of the Regent's Office in the Village Program

The Regent's Office in the Village program is designed as a mobile public service that transfers government activities to the village for one day. Regent Regulation Number 28 of 2022 establishes the program as a guideline for fast, efficient, transparent, and free direct services, while also aiming to bring local government closer to the community. The program is also aimed at shortening the span of control, strengthening synergy between regional apparatuses, and providing a space for direct communication between regional leaders and residents.

The Village Fund program was first implemented in 2021 before being established as a regent's regulation. As of the research period, the program had been implemented 19 times in villages or sub-districts across various sub-districts. The first location was Tanjung Mangedar Village, Kualuh Hilir Sub-district, in August 2021. Subsequent implementations included Air Hitam Village, Pematang Village, Sibito Village, Sonomartani Village, Hasang Village, Simpang Empat Village, Teluk Pulau Dalam Village, Karang Anyar Village, Teluk Piai Village, Silumajang Village, Simandulang Village, Kuala Beringin Village, Padang Maninjau Village, Tanjung Leidong Sub-district, Kampung Masjid Sub-district, Kelapa Sebatang Village, Bangun Rejo Village, and Purworejo Village.

Organizationally, the implementing committee includes the regent and deputy regent as directors, the regional secretary as person in charge, the assistant regional secretariat as coordinators, and a large number of regional apparatus heads as members. This structure provides legitimacy and strong coordination capacity. Each regional government agency (SKPD) is required to prepare services according to its core duties and functions, open service booths, document activities, and report service results. External institutions can be involved through coordination and collaboration as needed.

The service mechanism is relatively simple. Residents visit the required regional office booth, fulfill the requirements, receive the service, and receive the results within one business day at the most. This differs from conventional service models that require residents to visit the district office in the district capital. In the context of regions with distance constraints, this mobile design reduces service transaction costs for the public.

4.2 Implementation Based on Van Meter and Van Horn Models

4.2.1 Policy Standards and Targets

The program's objectives have been understood by key implementers as improving service quality, bringing the government closer to the community, expediting administrative needs, and providing free services. The Head of the Population and Civil Registration Office stated that regional officials are directly involved to facilitate public access to administrative services. The Head of the Health Office emphasized that services are provided quickly and free of charge. This shared understanding demonstrates that the policy's normative standards have been socialized at the leadership and staff levels.

"The goal of the Regent's Office in the Village Program is to improve public services within the community. All regional government agencies (SKPD) will go directly to the community and interact with them to facilitate access to services, particularly regarding population administration."

Service time standards are also relatively clear. In Bung Desa's practice, service results are targeted for same-day completion or at most one working day. Interviewed residents confirmed that documents such as ID cards can be completed directly on the day of the activity. However, policy targets are not yet fully supported by measurable performance indicators. Research found that there is no systematic satisfaction survey specifically for the program,

so success is primarily assessed through the number of services provided, community response, and observations of implementers. This lack of indicators reduces the government's ability to compare achievements between activities and locations.

4.2.2 Resources

Human resources are relatively adequate. The Health Office, for example, involves approximately twenty officers from both civil servants and non-civil servants and collaborates with regional public hospitals (RSUD), community health centers (Puskesmas), and community health centers (Pustu). The presence of specialist doctors expands the range of services not typically routinely available at the village or community health center level. The Social Service brings personnel and supporting facilities such as disability aids, while the Population and Civil Registration Office brings document printing equipment and administrative tools.

The main weaknesses lie in the budget and facilities. The program does not yet have a dedicated budget allocation. Each regional government uses the available budget for its regular activities, including official travel, medicines, service equipment, and operational needs. While this approach allows the program to continue running, the lack of a dedicated budget makes it difficult for the government to accurately measure program costs and assess efficiency across activities. From an accountability perspective, a separate budget structure would facilitate planning, monitoring, and evaluating results.

"There is no specific budget for the implementation of the Regent's Office Program in this Village. The budget used is the existing budget for each sector and is general, but it is still quite adequate."

Village facilities also vary. Village governments provide village offices, village halls, fields, schools, or other locations as needed. In some cases, small service spaces must be shared by multiple service units, reducing community comfort. Limited availability of computers, printers, internet connections, and waiting rooms also impacts the smooth operation of services. These findings suggest that mobile service innovations cannot fully replace the need for basic service infrastructure at the village level.

4.2.3 Inter-organizational Communication

Inter-organizational communication took place through preparatory meetings, in-person coordination, telephone calls, text messages, and messaging apps. The Health Office coordinated with the Regional General Hospital (RSUD) to provide specialist doctors, and with community health centers (Puskesmas) and community health posts (Pustu) to collect data on targets. The Social Service communicated with sub-district and village heads regarding location requirements and activity preparation. Information was disseminated to the community through village government and social media.

In general, coordination is considered quite smooth because regional agencies are accustomed to working together. However, communication can be hampered in areas with poor network quality and when activities are scheduled relatively close to the deadline. The committee structure does require notification of schedules no later than two days in advance, but for large-scale services, this preparation time can potentially limit coordination. Therefore, a more planned activity calendar will strengthen coordination and facility readiness.

4.2.4 Characteristics of the Implementing Agency

The characteristics of the implementing agency demonstrate strong organizational capacity. The program is led directly by the regent and deputy regent, involving heads of regional government agencies, technical officials, and service officers. Cross-organizational support gives the program significant authority and mobilization power. Each agency essentially has its own sectoral service standard operating procedures (SOPs) used when providing services in villages, such as those for issuing population documents, health checks, and social services.

However, the study found that specific SOPs governing the overall governance of Bung Desa have not been comprehensively developed. Regional agencies each maintain their own regular SOPs, while cross-organizational aspects such as standardized service recipient recording, integrated reporting mechanisms, post-activity evaluations, and follow-up management lack robust, shared procedures. This situation explains the inconsistent documentation and reporting across regional government agencies (SKPD) and complicates aggregate program evaluation.

4.2.5 Disposition of the Implementer

The disposition of the implementers is one of the program's supporting factors. The head of the agency stated a strong commitment because the program is a direct policy of the regional leadership and its benefits are felt by the

community. Residents also assessed that the officers are serious, friendly, polite, and strive to assist with service needs. This positive attitude is crucial because mobile services require flexibility and officers' readiness to work outside of regular office settings.

Although there are no specific incentives explicitly provided for Bung Desa implementation, organizational commitment remains strong because the activity is viewed as part of public service duties. However, the program's long-term sustainability will be stronger if this personal commitment is supported by an institutional performance system, including targets, reporting, evaluation, and recognition for high-performing units.

4.2.6 Economic, Social, and Political Conditions

Social and political conditions tend to favor implementation. The public has shown high enthusiasm for services being brought closer and provided free of charge. Low-income groups have significantly benefited from reduced transportation costs and the time typically required to travel to district capitals. The Department of Social Services has also prioritized vulnerable groups through social assistance services, social rehabilitation, and disability assistance devices.

Political support is also relatively strong. Members of the Regional People's Representative Council (DPRD), sub-district governments, village governments, and other institutions participate in activities. This stability reduces the potential for implementation conflict and increases the chances of success. In Van Meter and Van Horn's model, supportive external conditions reinforce the positive effects of policy standards, resources, and implementer dispositions.

4.3 Public Service Achievements

Service data shows that Bung Desa produces tangible outputs. In population administration services, the number of document printing increased after the program was implemented. Family Cards increased from 108,306 to 110,816, e-KTPs from 251,186 to 265,957, Child ID cards from 30,784 to 36,299, marriage certificates from 48,928 to 65,562, birth certificates from 128,748 to 166,385, divorce certificates from 994 to 1,434, and death certificates from 6,221 to 9,818. These data cannot be interpreted as a single causal effect of the program, but they do indicate an increase in administrative coverage during the implementation period.

Document	Before	After	Change
Family card	108,306	110,816	+2,510
e-KTP	251,186	265,957	+14,771
KIA	30,784	36,299	+5,515
Marriage Certificate	48,928	65,562	+16,634
Birth certificate	128,748	166,385	+37,637
Divorce Certificate	994	1,434	+440
Death Certificate	6,221	9,818	+3,597

Source: Population and Civil Registration Service of North Labuhanbatu Regency, as stated in the thesis.

In healthcare services, each program involves doctors from various fields, including internal medicine, pulmonology, pediatrics, dermatology and venereal disease, psychiatry, and general practitioners. The number of free treatment recipients per location generally ranges from 85–100, while mass circumcisions attract around 8–10 children per event. This pattern demonstrates the Village Head's role as a temporary access mechanism for more comprehensive services than routine village services.

In social services, 1,783 services were recorded during the 2022–2024 period. These services include social assistance, social attention or rehabilitation for people with disabilities, the distribution of assistive devices, the printing of DTKS/DTSN/SKTM documents, subsidized electricity services, and updating social assistance recipient data. The largest number of services were updating social assistance recipient data, with 935 services and printing social documents, with 550 services. This data indicates that the community's needs extend beyond material assistance to administrative validation, which determines access to social protection programs.

4.4 Factors Inhibiting Implementation

The research identified four main barriers. First, limited service facilities in villages. Service spaces are often limited, despite the large number of residents attending. Information technology, internet, seating, and waiting room facilities are unevenly distributed. These limitations can reduce comfort, slow down work processes, and increase the risk of technical disruptions.

Second, there is no dedicated program budget. Using a regular budget allows for short-term flexibility but reduces cost transparency and makes it difficult to compare program inputs and outputs. Without a clearer financing code or structure, the government struggles to assess program efficiency, identify investment needs, and systematically plan service expansion.

Third, evaluations have not been conducted systematically. Some regional government agencies evaluate deficiencies when preparing for subsequent activities, but there is no integrated post-activity evaluation that combines data from all regional government agencies, public satisfaction levels, emerging issues, follow-up actions, and indicator achievements. This is despite the Regent's Regulation mandating monitoring and evaluation to maintain service continuity. The absence of a robust evaluation mechanism results in organizational learning occurring informally and not being optimally documented.

Fourth, the activity schedule is inconsistent. Implementation is highly dependent on the agenda of the regent and deputy regent. As a result, the program's frequency cannot be guaranteed monthly or annually. Of the 82 villages in North Labuhanbatu Regency, the program has only been implemented in 19 locations over a period of approximately four years. This situation creates equity issues and makes it difficult to establish program coverage targets. The heavy reliance on the presence of regional leaders can also reduce sustainability when political agendas or leadership changes occur.

4.5 Impact of the Program on Public Services

The first impact is increased accessibility. Villagers who previously had to travel more than 10 kilometers to access certain services can now access them at a closer location. Interviews indicate that the program saves residents money and time. In some cases, administrative wait times that previously could reach around two hours were reportedly reduced to around 30 minutes during the program's implementation. While these figures are based on field experience and not experimental measurements, these findings nonetheless demonstrate perceived efficiencies among service recipients.

The second impact is increased community participation. The presence of regional leaders and regional officials in villages creates a space for more direct interaction. Residents come not only to obtain documents or checks, but also to express their concerns regarding infrastructure, social assistance, health services, education, and other village needs. This kind of interaction strengthens the service's function as a means of policy communication, not simply administrative transactions.

The third impact is increased service efficiency and effectiveness. Many services can be completed on the same day because officers bring systems and equipment directly to the village. The presence of competent personnel and cross-agency implementation reduces the need for residents to travel from one office to another. Service integration creates a temporary one-stop shop that is relevant for villages with limited access.

The fourth impact is faster problem-solving. Citizens can submit complaints directly to authorized regional agencies. In social services, for example, issues with recipient data can be resolved on-site. In population administration services, documents can be issued after requirements are verified. In health services, citizens can consult with specialist doctors who are not always available at the nearest service facility. This proximity shortens the communication chain between citizen concerns and the government units authorized to resolve them.

4.6 Discussion

Research findings confirm that the success of mobile public service innovations depends heavily on a combination of policy design, organizational capacity, and environmental support. In terms of standards and objectives, Bung Desa has a clear direction: bringing services closer, accelerating completion, and reducing costs for the community. This clarity of objectives helps build a positive disposition among implementers. This aligns with the Van Meter and Van Horn model, which states that shared standards can increase the consistency of implementer behavior.

However, clarity of objectives has not been accompanied by an adequate measurement system. Programs have outputs in the form of service numbers, but lack a consistent outcome framework. For example, an increase in the number of population documents indicates an expansion of services, but does not directly address whether the

gap in access between regions has decreased or whether community satisfaction has measurably increased. Therefore, program indicators need to differentiate between inputs, outputs, outcomes, and impacts so that evaluations do not stop at the number of service recipients.

The absence of a dedicated budget and integrated evaluation system highlights the gap between operational innovation and program institutionalization. Bung Desa has been successful thanks to leadership support and the flexibility of regional government agencies, but long-term sustainability requires mechanisms that don't rely on personal incentives. The program needs to incorporate more explicit planning and budgeting, with cross-agency data standards, an annual calendar, service indicators, and post-activity evaluation procedures.

From a governance perspective, Bung Desa also demonstrated the benefits of horizontal coordination. Public services typically scattered across multiple offices can be integrated into a single activity. This model can reduce fragmentation costs for the public. However, horizontal coordination requires standardization of data and reporting so that each agency not only collaborates but also produces information that can be integrated for decision-making. Without data integration, the government struggles to determine priority villages, the types of services most needed, and the amount of resources to allocate.

Findings regarding facilities indicate that outreach strategies should not be positioned as a substitute for improving village infrastructure. While mobile programs are effective as mechanisms for accelerating and expanding access, basic services still require adequate, permanent facilities. Therefore, Bung Desa can serve as a tool for diagnosing village needs. Data on queues, types of services, complaints, and facility limitations identified during these activities can be used to prioritize public service investments at the local level.

From a distribution perspective, inconsistent scheduling poses a significant challenge. When location selection is based on the availability of leaders' agendas, villages that have never been visited may face long waits. The solution is not to eliminate the role of the regent, but to separate the symbolic role of leadership from the operational function of services. Services can continue to operate according to the regional calendar, even if the regent or deputy regent is not always present in person, while regional leaders are present at specific locations or moments. This design will maintain the program's identity while expanding its reach.

Overall, Bung Desa demonstrates that innovative public services that are close to citizens can yield tangible benefits when supported by leadership commitment, staff competence, cross-sector coordination, and community support. However, the success of the innovation phase must be followed by the institutionalization phase. Without strengthened budgets, data, schedules, evaluations, and cross-organizational SOPs, the program risks remaining event-based and difficult to scale into a sustainable public service system.

5. POLICY IMPLICATIONS

First, the North Labuhanbatu Regency Government needs to establish an integrated monitoring and evaluation system. Each activity should use the same reporting format for all regional government agencies (SKPD) and include the number of service recipients, type of service, completion time, complaints, follow-up actions, technical issues, activity costs, and community satisfaction levels. This data should be collected by a single coordinating unit for analysis across locations and timescales.

Second, the program requires clearer budgeting. Budgeting doesn't always have to take the form of a single, centralized budget line item; rather, there needs to be a cost identification mechanism that allows the government to calculate total program inputs. This allows for efficiency analyses and projected resource requirements before selecting locations. Budgeting also needs to consider the provision of portable equipment, internet connections, generators or backup power sources, tents, waiting rooms, and service transportation.

Third, scheduling should use an annual calendar based on regional priorities. Villages can be prioritized based on distance from the center of government, quality of road access, population, poverty level, coverage of population documents, health needs, and the condition of service facilities. An early announcement of the calendar will allow regional and village officials time to prepare target data, logistics, and outreach.

Fourth, a cross-organizational SOP specifically for Village Administrators (Bung Desa) needs to be developed. This SOP should not replace the technical SOPs of each agency, but should address shared aspects such as activity preparation, coordination, recipient registration, data integration, information standards, complaint mechanisms, documentation, reporting, evaluation, and follow-up. With a shared SOP, programs can maintain the same quality standards even when implemented by multiple regional agencies.

Fifth, public satisfaction surveys need to be conducted regularly using simple and consistent instruments. Surveys can measure ease of access, clarity of information, service times, staff attitudes, facility comfort, costs, and

the resolution of needs. Survey results are useful not only for evaluation but also for building public accountability and setting targets for improvement in subsequent implementation.

Sixth, the government can develop a hybrid model of mobile and digital services. Some services can be processed online before the event, while verification, printing, or consultations can be done on the day of the event. This approach can reduce queues and focus field resources on services that require in-person interaction. However, digitalization must take into account network limitations and digital literacy in some villages.

CONCLUSION

The implementation of North Labuhanbatu Regent Regulation No. 28 of 2022 through the "Regent's Office in Villages" Program has generally been successful and has provided direct benefits to the community. Based on the six Van Meter and Van Horn variables, the program has relatively clear standards and objectives, supported by competent human resources, cross-organizational coordination, a strong implementation structure, a positive disposition, and social and political support. The mobile service model is able to bring administrative, health, social, licensing, and other services closer to villages, thereby reducing distance, time, and costs for communities.

The program also produces tangible service outputs and strengthens interactions between the government and citizens. Communities receive services more quickly, can express their concerns directly, and gain access to services not always available in villages. These achievements support Bung Desa's position as a relevant public service innovation for areas with geographic constraints and varying infrastructure access.

However, implementation has not been fully institutionalized. Key obstacles include limited village facilities, the absence of a dedicated budget, unsystematic evaluation, and inconsistent implementation schedules. Consequently, program coverage is uneven, cost accountability is difficult to calculate, and program results cannot be consistently compared across locations. Sustainability of the program requires strengthening the monitoring and evaluation system, performance indicators, budgeting, annual calendar, cross-organizational standard operating procedures (SOPs), and community satisfaction surveys.

With this strengthening, Bung Desa can evolve from an activity-based innovation into a more measurable, equitable, and sustainable mobile public service system. The experience of North Labuhanbatu also provides lessons for other regions: a proactive approach can improve service access, but its impact will be stronger if operational innovation is accompanied by adequate institutionalization of governance and accountability systems.

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