

Implementation of the Surabaya Single Window Alfa Application in Improving Public Service Quality in Sidotopo Wetan Urban Village, Kenjeran District, Surabaya City

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ABSTRACT

This study aims to analyze the implementation of the Surabaya Single Window (SSW) Alfa application in improving public service quality in Sidotopo Wetan Urban Village, Surabaya. The background of this research is the transformation of public services from manual to digital to overcome bureaucracy inefficiency. Using a qualitative descriptive method with a case study approach, data were collected through interviews, observations, and documentation. The analysis employs Soren C. Winter's implementation theory, focusing on organizational behavior, street-level bureaucrats, and target group behavior. The results indicate that the implementation of SSW Alfa has improved service transparency and efficiency. Organizational coordination between the Urban Village, Diskominfo, and DPMPTSP runs effectively. However, challenges remain regarding street-level bureaucrats' varying technical competencies and the target group's digital literacy gap. Inhibiting factors include limited infrastructure (hardware and network stability) and social-cultural barriers among elderly citizens. It is concluded that while SSW Alfa structurally enhances service quality, continuous infrastructure upgrades and intensive socialization are required for optimal inclusivity.

INTRODUCTION

Public service is a fundamental obligation of the government to fulfill citizens' needs, as mandated by Law Number 25 of 2009 concerning Public Services. This regulation requires state organizers to provide high-quality, fast, easy, affordable, and measurable services (Dwiyanto, 2010). However, empirical reality often presents the opposite condition, where public services are still characterized by inefficiency, convoluted procedures, and uncertainty regarding service times (Khairudin et al., 2021). Public dissatisfaction with bureaucratic performance has driven the Surabaya City Government to undergo a digital transformation through E-Government. One of its primary innovations is the Surabaya Single Window (SSW) Alfa application, launched to integrate licensing and non-licensing services online to cut bureaucracy and increase transparency.

The SSW Alfa application is designed to facilitate service access; however, field implementation reveals a gap between system design and usage reality. The problematic phenomenon is evident from empirical data during the initial period (January–April 2022), where 14% of the total submitted files were pending and returned to applicants due to incomplete administrative requirements. This high rate of file returns indicates user-side barriers, stemming from either confusion in application navigation or a lack of understanding of digital procedures (Indrajit, 2006). Furthermore, technical issues such as internet instability and server disruptions during peak hours often hinder the data verification process, leading to public complaints regarding the uncertainty of service completion times. At the local level, this phenomenon is exacerbated by the digital literacy gap, where many residents still experience technical difficulties (tech-stuttering), thereby remaining dependent on full assistance from urban village officers.

Sidotopo Wetan Urban Village, as one of the highly populated areas in Kenjeran District, becomes a crucial locus for this policy's implementation, considering the limited ratio of apparatus to the volume of public service requests. With a productive-age population reaching 46,615 people supported by only five service staff members, the administrative workload is exceptionally high. This condition creates unique implementation challenges, where the expected digital efficiency is potentially hampered by limitations in human resource capacity and infrastructure at the urban village level.

A review of prior research indicates that studies on public service digitization in Surabaya have been extensively conducted over the last decade. Research by Gaba, Widiyanto, and Puspaningtyas (2024) analyzed SSW Alfa reform using a Dynamic Governance approach in Menur Pumpungan Urban Village, finding that work culture adaptability is key to reform success. Septian and Kriswibowo (2024) examined E-Government success factors in SSW Alfa, highlighting the importance of inter-agency integration. Ningrum and Sukarno (2024) investigated SSW Alfa as a Smart City instrument, focusing on technological infrastructure readiness at the city level. Kurniawan and Prabawati (2021) evaluated SSW services (previous version) at the One-Stop Integrated Service Unit (UPTSA), discovering obstacles in data integration. Rahmawati and Hertati (2022) focused their study on the innovation aspect of the SSW Alfa application program in improving online licensing efficiency.

Based on this literature review, a significant research gap exists. The majority of previous studies tend to focus on the macro level (city or agency level), technical system evaluation, or use government management approaches (dynamic governance/smart city). Few studies have dissected SSW Alfa implementation at the micro-level (Urban Village) using a behavioral implementation approach, particularly in areas with dense demographic characteristics like Sidotopo Wetan. The novelty of this research lies in the application of Soren C. Winter's implementation theory, which specifically highlights the interaction of three behavioral dimensions: organizational behavior, street-level bureaucrats' behavior, and target group behavior within a unified analytical framework. This research is crucial for understanding how digital policy is translated by urban village officials and responded to by the grassroots community.

This study focuses on answering fundamental questions regarding how bureaucratic behavior and community response influence the success of digital policy implementation at the urban village level. The working hypothesis in this qualitative research is that the technical success of the SSW Alfa application does not automatically guarantee public service quality if not supported by the behavioral adaptation of street-level bureaucrats and the digital literacy of the target group. To dissect these issues, this research employs a descriptive qualitative approach with a case study method. This approach was chosen to excavate in-depth data through participant observation and interviews to understand the social and administrative dynamics occurring in the field. The analytical tool used is Soren C. Winter's Integrated Policy Implementation Model Theory, which emphasizes the behavioral aspects of policy actors.

The objective of this research is to comprehensively analyze the implementation process of the Surabaya Single Window (SSW) Alfa application in improving public service quality in Sidotopo Wetan Urban Village, as well as to identify inhibiting factors arising from infrastructure, human resources, and socio-cultural aspects of the community. The results of this study are expected to provide strategic recommendations for strengthening E-Government policy implementation at the forefront of government levels.

THEORETICAL REVIEW

Public Service

Public service is the core function of government bureaucracy aimed at fulfilling the needs of citizens. According to Law Number 25 of 2009 concerning Public Services, public service is defined as an activity or series of activities within the framework of fulfilling service needs in accordance with statutory regulations for every citizen and resident for goods, services, and/or administrative services provided by public service providers (Republik Indonesia, 2009).

Dwiyanto (2010) emphasizes that modern public service management must be caring, inclusive, and collaborative. It is not merely about administrative compliance but about the responsiveness of the state to the dynamics of public needs. Quality public service is characterized by transparency, accountability,

conditionality, participation, and equality of rights. In the context of local government, the quality of service is often the primary indicator of government performance perceived directly by the community (Marwiyah, 2023).

E-Government

Electronic Government (E-Government) is a transformative approach in public administration that utilizes information and communication technology to improve efficiency, effectiveness, transparency, and accountability in government services. Indrajit (2006) defines E-Government as a mechanism of interaction between the government and the public (G2C), government and business (G2B), and inter-governmental agencies (G2G) through digital media. The implementation of E-Government, such as the Surabaya Single Window (SSW) Alfa, aims to cut bureaucratic red tape, reduce corruption, and increase service accessibility. By shifting from manual to digital systems, governments attempt to minimize direct interaction that often leads to maladministration, ensuring that services are faster, cheaper, and traceable (Khairudin et al., 2021).

Policy Implementation Theory

To analyze the implementation of the SSW Alfa application, this study utilizes the Integrated Policy Implementation Model developed by Soren C. Winter. Winter (2003) critiques top-down and bottom-up approaches by integrating them into a comprehensive framework that emphasizes behavioral interactions. This theory posits that the success of policy implementation is determined by the interaction of three key behavioral dimensions:

1. **Organizational and Inter-Organizational Behavior**

This dimension focuses on how the implementing organization manages resources, commitment, and coordination. It involves the internal structure of the agency (in this case, the Urban Village or Kelurahan) and its relationship with other relevant agencies (such as Diskominfo and DPMPTSP). Effective implementation requires strong leadership, clear division of tasks, and smooth inter-agency coordination to resolve technical and administrative barriers (Winter, 2003).

2. **Street-Level Bureaucrats Behavior**

Inspired by Michael Lipsky, Winter highlights the crucial role of street-level bureaucrats frontline officials who interact directly with the public. These officials have discretionary power to determine how policy is actually delivered. Their behavior is influenced by workload, understanding of the policy, and willingness to adapt to new systems. In digital transformation, their role shifts from administrators to facilitators who bridge the gap between the system and the user (Lipsky, as cited in Winter, 2003).

3. **Target Group Behavior**

The target group is the subject of the policy, in this case, the residents of Sidotopo Wetan. Their behavior, including compliance, responsiveness, and capacity (such as digital literacy), significantly affects implementation outcomes. Winter (2003) argues that implementation is not a one-way street; the target group's reaction whether they accept, reject, or struggle with the policy feeds back into how the policy is executed by bureaucrats.

METHODOLOGY

This study employs a descriptive research design with a qualitative approach. This method was selected to describe the phenomenon of policy implementation in depth within a real-life context (Creswell, 2014). The model used is a case study, focusing on a specific location: Sidotopo Wetan Urban Village, Kenjeran District, Surabaya City. The research focus is based on Soren C. Winter's (2003) policy implementation theory, which covers three main dimensions: (1) Organizational and Inter-Organizational Behavior; (2) Street-Level Bureaucrats Behavior; and (3) Target Group Behavior.

Data sources consist of primary and secondary data. Primary data were obtained through in-depth interviews with informants determined through purposive sampling techniques (Moleong, 2017), namely the Head of Sidotopo Wetan Urban Village (Lurah), the Village Secretary, the Head of the Government Section, and representatives of service-user communities. Secondary data were obtained from service report documents, SSW Alfa file recapitulations, and relevant regulations.

Data collection techniques included participant observation, in-depth interviews, and documentation. Data analysis utilized the interactive model by Miles, Huberman, and Saldaña (2014), consisting of data condensation, data display, and drawing and verifying conclusions. Data validity was tested using source and technique triangulation to ensure the credibility of the findings (Sugiyono, 2013).

RESULTS AND DISCUSSION

The analysis of the Surabaya Single Window (SSW) Alfa application implementation in Sidotopo Wetan Urban Village is discussed comprehensively based on the three dimensions of Soren C. Winter's implementation theory: Organizational Behavior, Street-Level Bureaucrats Behavior, and Target Group Behavior.

Organizational and Inter-Organizational Behavior

The implementation of digital policies like SSW Alfa demands an adaptive organizational structure and solid inter-agency coordination. In Sidotopo Wetan Urban Village, organizational behavior is demonstrated through the leadership commitment (of the Lurah) in translating technical regulations into operational procedures at the village level. The division of tasks has been clearly defined, where the Lurah acts as the primary person in charge, the Village Secretary as the technical coordinator, and the Head of the Government Section as the field verifier. This division is crucial to ensure that every application submitted through the system can be distributed and verified without overlapping authority, creating a systematic workflow within the local bureaucracy.

Inter-organizational coordination serves as the main pillar of this system's success, given that SSW Alfa is an integrated platform. Research findings indicate an intensive coordinative relationship between Sidotopo Wetan Urban Village and two main vertical agencies: The Communication and Informatics Office (Diskominfo) and the Investment and One-Stop Integrated Service Office

(DPMPTSP). Diskominfo plays a vital role in maintaining network infrastructure and servers, while DPMPTSP acts as the regulator establishing Standard Operating Procedures (SOP) for licensing. The communication pattern established is functional-interactive through digital coordination groups and periodic meetings, allowing technical obstacles such as system errors to be handled relatively quickly compared to the manual era.

In-depth analysis shows that although coordination runs well, aspects of internal organizational resource support still face challenges. Sidotopo Wetan Urban Village must serve a highly dense population with limited hardware facilities. Computers used for data verification often have specifications inadequate for running heavy web-based applications during peak hours. This indicates that organizational commitment in the form of regulations has not been fully matched by optimal physical infrastructure support at the lower level. Winter (2003) emphasizes that organizational behavior is not only about compliance with rules but also the organization's ability to provide resources for policy execution.

In the context of synergy, there is an interesting finding regarding the role of Kenjeran District as a facilitator between the urban village and related agencies. The District functions as a buffer and supervisor, ensuring that service standards in Sidotopo Wetan Urban Village align with city performance targets. This tiered monitoring mechanism effectively suppresses maladministration rates. The following table illustrates the matrix of roles and responsibilities among organizations in the SSW Alfa ecosystem at the research location:

Table 1. Matrix of Inter-Organizational Roles in SSW Alfa Implementation

Institution	Primary Role	Form of Coordination
Sidotopo Wetan Urban Village	Initial verifier, front-office service, resident assistance.	Technical executor, field issue reporter.
Kenjeran District	Supervision, village performance monitoring, advanced validation.	Facilitator, administrative supervisor.
DPMPTSP	SOP regulator, final permit issuer (for specific types).	Regulation provider, policy maker.
Diskominfo	System maintenance, data security, network stability.	Technical support.

Source: Processed Primary Data (2025)

This analysis reinforces the findings of Septian and Kriswibowo (2024), who stated that inter-agency system integration is a major success factor for E-Government. While their research focused on the strategic city level, findings in Sidotopo Wetan confirm that at the operational level, this synergy is truly the lifeblood of the service. Without a rapid response from Diskominfo during network disruptions, or without clear SOPs from DPMPTSP, village officials would experience service paralysis. Therefore, cooperative and responsive inter-agency organizational behavior proves to be a determinant of digital public service quality.

Street-Level Bureaucrats Behavior

Street-level bureaucrats are key actors who interact directly with the public and possess discretion in policy execution. In Sidotopo Wetan Urban Village, service staff function not only as system operators but also as technology translators for the community. Field findings show an extremely high workload, where five staff members must serve a productive-age population reaching 46,615 people. This lopsided ratio forces bureaucrats to work beyond formal job descriptions, often multitasking between verifying data on computer screens and serving citizen complaints face-to-face simultaneously.

Discretionary behavior is clearly visible in how staff handle residents who are technologically illiterate. Procedurally, SSW Alfa is designed as a self-service; however, in reality, village staff take the initiative to provide full assisted service. They do not reject residents who arrive without digital skills but instead guide them in creating accounts, scanning documents, and uploading them to the system. This action is a form of bureaucratic adaptation to the gap between ideal policy design and the reality of limited community capability. Without this positive discretion, the service failure rate would skyrocket.

Variations in technical competence among staff present a distinct obstacle. Not all bureaucrats possess equal speed and proficiency in operating the frequently updated features of SSW Alfa. There is a dependence on specific figures (senior operators or younger, tech-savvy staff), causing uneven workload distribution. When these key personnel are absent, significant slowdowns occur in the file verification process. This indicates the need for digital competence standardization for all frontliners so that service quality does not depend on specific individuals.

Analysis of staff coping mechanisms also reveals psychological pressure due to the demand for service speed from the system versus technical constraints in the field. Staff often become targets of citizen anger when the system is down, even though this is beyond their control. The staff's response, remaining professional and educational in such situations, demonstrates a good level of emotional maturity, which is an intangible asset in public service. They often have to explain technical application terminology in layperson's terms to be understood by elderly residents a communication skill not written in the application's technical manual.

These findings align with Lipsky's concept (in Winter, 2003), stating that street-level bureaucrats hold real power in determining the face of public policy. In the case of SSW Alfa in Sidotopo Wetan, village staff are not merely passive executors but agents bridging the digital divide. This also enriches the findings of Gaba et al. (2024) regarding adaptive work culture; here, it is evident that adaptability is not just about following new rules, but also the willingness to perform extra work (proactive technical assistance) to ensure residents are served.

Target Group Behavior

The policy target group, namely the community of Sidotopo Wetan Urban Village, shows a heterogeneous response to SSW Alfa implementation. This response is heavily influenced by demographic factors, education levels, and digital literacy. The young and productive age group tends to provide positive and adaptive responses. They appreciate the transparency of the service flow and the file tracking feature, which allows them to monitor application status without commuting back and forth to the village office. For this group, SSW Alfa successfully answers the need for time efficiency and service certainty, which have been major complaints in conventional bureaucracy.

Conversely, vulnerable groups, particularly the elderly and residents with lower education levels, exhibit passive resistance. The culture of *pasrah bongkokan* (fully surrendering/delegating matters to officers) remains very strong. They tend to be reluctant to learn the application and prefer coming directly to the village office with physical files, hoping officers will do everything. This behavior is not solely due to laziness but is a result of fear of making technical errors (technophobia) and the lack of supporting devices (adequate smartphones or internet quotas). This gap creates two service lanes in the field: a digital self-service lane and a semi-manual lane mediated by officers.

Empirical data on service usage during the initial implementation period (January–April 2022) reveals interesting community behavior trends. The most accessed service types are urgent basic administrative documents. The following table details the volume of applications by service type:

Table 2. Recapitulation of SSW Alfa Service Applications (Jan-April 2022)

No	Service Type	Applications Received	Approved	Rejected/Revised	Success Percentage
1	Marriage Introduction Letter	268	255	13	95%
2	Statement of Unmarried Status	259	240	19	92%
3	Certificate of Impoverishment (SKM)	185	160	25	86%
4	Business Domicile Certificate	150	135	15	90%
5	Others	138	120	18	87%
Total		1.000	910	90	91%

Source: Sidotopo Wetan Urban Village Service Report (2022)

The high success percentage (average 91%) amidst digital literacy constraints indicates that the bureaucratic assistance role is highly effective in correcting error behaviors from the target group. The 9% rejection/revision rate is generally caused by blurry document photos or NIK input errors, reflecting technical accuracy aspects that users still need to improve. This shows that although there are barriers on the input side (community), the service output performance is maintained thanks to verifier intervention.

This analysis strengthens the perspective of Rahmawati and Hertati (2022) that application innovation must be accompanied by user education. In Sidotopo Wetan, it is evident that technology acceptance does not occur automatically just because the application is available. There is a process of social negotiation where the community slowly learns to trust the digital system but still requires a safety net in the form of human interaction with officers. Thus, the success of SSW Alfa implementation in the eyes of the target group is not measured by how sophisticated the application is, but by how easily they obtain solutions to their administrative needs, whether independently or with assistance.

Inhibiting Factors of Implementation

The first identified inhibiting factor is the Limitation of Technological Facilities and Infrastructure at the urban village level. Although SSW Alfa is designed as a high-tech system, supporting infrastructure in the field is not yet fully adequate to handle the massive digital workload. Observational findings indicate that computer specifications used by officers often experience lagging when accessing heavy application interfaces, especially during peak hours. Additionally, internet network stability is a crucial obstacle that frequently hinders verification and file uploading processes, causing uncertain service waiting times. This aligns with the findings of Ningrum and Sukarno (2024), emphasizing that technological infrastructure readiness is an absolute prerequisite for realizing a Smart City; without reliable hardware and network support, even the most sophisticated software innovation loses its effectiveness at the operational level.

The second inhibiting factor relates to Human Resource (HR) Limitations, both in terms of quantity and quality of digital competence. The heavily lopsided ratio between the number of service officers (5 people) and the productive age population (46,615 people) creates work overload, risking burnout and reduced verification accuracy. Furthermore, there is a variation in technical competence among staff, where dependence on one or two tech-savvy operators causes service bottlenecks when those personnel are unavailable. This finding reinforces the analysis of Septian and Kriswibowo (2024), stating that the main weakness of E-Government implementation often lies in the lack of quantity and equal distribution of competent HR, necessitating more intensive and equitable technical training.

The third inhibiting factor is the Social and Cultural Factor of a community that is not yet fully adaptive to digital culture. In Sidotopo Wetan Urban Village, a distinct digital divide remains, especially among the elderly and lower-educated groups. The culture of *pasrah bongkokan* or the habit of handing over the

entire administrative process to officers remains very strong, making the goal of online service independence difficult to achieve. Residents tend to be reluctant to learn the system due to fear of making technical errors, thus continuing to crowd the village office to request full assistance. This phenomenon confirms the perspective of Gaba et al. (2024) that public service reform requires not only system changes but also a transformation of mindset and community culture so that technology can be adopted widely and effectively.

These three inhibiting factors infrastructure, HR, and culture are interrelated and form a complex ecosystem of challenges in the implementation of SSW Alfa in Sidotopo Wetan Urban Village. Infrastructure limitations slow down technical processes, HR shortages hinder the speed of verification and assistance, while cultural barriers add to the workload of officers that should ideally be reduced by digitization. The success of SSW Alfa implementation cannot rely solely on application sophistication but requires a holistic approach covering hardware rejuvenation, equitable apparatus competence, and persistent cultural education for the community to bridge the existing technology gap.

CONCLUSIONS AND RECOMMENDATIONS

The implementation of the Surabaya Single Window (SSW) Alfa application in Sidotopo Wetan Urban Village has generally succeeded in improving public service quality in terms of transparency, time efficiency, and accountability. Based on the analysis of Soren C. Winter's theory, this success is supported by solid inter-organizational coordination and the adaptive behavior of street-level bureaucrats willing to provide intensive assistance to the community. However, implementation is not yet fully optimal due to structural and cultural barriers. Major inhibiting factors include limited hardware infrastructure (computer devices and networks), high HR workload due to an unbalanced employee-population ratio, and the digital literacy gap within the community.

The implications of this study suggest that the Surabaya City Government should not focus solely on software development but also on strengthening hardware infrastructure at the urban village level. Practical recommendations include: (1) Rejuvenation and addition of service computer units; (2) Continuous technical training for all village staff to equalize competence; and (3) Proactive socialization (*jemput bola*) or digital literacy training for vulnerable community groups to encourage independence in application usage.

FURTHER STUDY

Future research may explore the implementation of the Surabaya Single Window Alfa application in other urban villages and assess its long-term impact on service efficiency, user satisfaction, and digital governance.

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