

Implementation of Digital Employment Services Through the Sihubin Application at the Sidoarjo Manpower Office

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ABSTRACT

Objective: This study aims to analyze the implementation of digital-based employment services through the Industrial Relations Information System (SIHUBIN) application at the Sidoarjo Regency Manpower Office. Digital transformation in the public service sector requires effectiveness, efficiency, and transparency, so it is important to examine how this application is run to support the improvement of service quality. **Method:** The research uses a descriptive qualitative approach with data collection techniques through in-depth interviews, field observations, and documentation studies. The analysis was carried out with reference to Charles O. Jones' theory of policy implementation which includes three aspects: organization, interpretation, and application. **Results:** The results of the study show that the implementation of SIHUBIN has not been optimal. From the organizational side, institutional support is available, but it is constrained by limited human resources, lack of technical training, and the lack of a regular maintenance budget. In terms of interpretation, the understanding of apparatus and users is still low due to less directed socialization. Meanwhile, in the application aspect, some services still rely on manual procedures, such as the absence of electronic receipts and limited access to online documents. **Novelty:** This study contributes by integrating the analysis of the implementation of SIHUBIN using the theoretical framework of Charles O. Jones, so that it can highlight the inhibiting and supporting factors more comprehensively. The research recommendations emphasize the importance of strengthening apparatus capacity, sustainable budgeting, and public communication strategies so that SIHUBIN can become an effective, efficient, and accountable digital service instrument.

INTRODUCTION

Public services are a vital component in fulfilling basic rights of the community and improving social welfare. Every citizen and resident has the right to get optimal service for goods, services, and administrative services provided by public service providers [1]. Fulfilling this need is a basic right that must be recognized and implemented. With the advancement of information technology, public services have undergone a paradigm shift from manual systems to more efficient, transparent, and accountable digital systems. This innovation not only facilitates public access to services, but also improves the quality of governance through the implementation of e-government [2]. Digitalization in public services makes the administrative process faster and well-documented, while strengthening public trust in government institutions [3].

The employment sector is one of the areas that is severely affected by this digital transformation. The Government of Indonesia actively supports the digitalization of employment services through the issuance of regulations, such as Presidential Regulation No. 132 of 2022 concerning Electronic-Based Government System Architecture (SPBE) and Presidential Regulation No. 82 of 2023 concerning the Acceleration of Digital Transformation [4]. These two regulations are the foundation for system and data integration, in order to create more responsive, inclusive, and adaptive services.

Although the implementation of digital services is still faced with various challenges, such as limited infrastructure, lack of experts in the field of technology, and the need to improve data security, the government continues to strive to accelerate digital transformation. One of the important steps in this regard is the issuance of a number of regulations to overcome these various obstacles. One of the key regulations is Presidential Regulation No. 132 of 2022 which regulates the National Electronic-Based Government System (SPBE) Architecture, which requires the use of information technology in the management of government and public services. In addition, the government also issued Presidential Regulation No. 82 of 2023, which aims to accelerate digital transformation and integrate digital services nationally.

One of the concrete steps in efforts to digitize employment services is the development of the Industrial Relations Information System (SIHUBIN) application. This application is designed to facilitate online industrial relations services, such as recording Collective Labor Agreements (PKB), dispute resolution, and other employment reporting. The development of SIHUBIN began in 2021 and was officially launched by the Sidoarjo Manpower Office in mid-2022. This application is intended for business actors to be able to access services digitally without having to come directly to the office. The following image is an initial view of the SIHUBIN application which is the main media for digital industrial relations services in Sidoarjo Regency:



Figure 1. Initial View of the Sidoarjo Regency SIHUBIN Application Website

Based on the results of an interview with one of the informants from the Sidoarjo Regency Manpower Office, it was revealed that the implementation of digital services through the SIHUBIN application has been used by various companies. Even so, the process of verifying the documents submitted is not fully proportional to the number of applications received.

The Fixed-Time Work Agreement (PKWT) registration service is the most submitted type of service, with 440 applications still awaiting the verification process, while 387 applications have been successfully verified. For the Company Regulation (PP) ratification service, there are 20 applications that are still pending and 25 applications that have been verified. As for the recommendation service provider service, there are 22 applications in the queue, while 21 applications have been verified. Other services such as Collective Labor Agreements (PKB) and Bipartite LKS have 8 and 7 applications in pending status, respectively, as well as 7 and 6 verified applications.

This information shows that even though the SIHUBIN application has been actively used, the system's ability to handle requests quickly and evenly still needs to be improved, both from the technical aspects and the support of human resources who manage the system.

However, the implementation of SIHUBIN still faces various challenges. First, low socialization causes many business actors to not be aware of the existence of this application, while resistance to changes from conventional to digital systems remains quite high [5]. Second, the lack of a structured long-term development plan raises questions regarding the sustainability of this system [6]. Research conducted by Ramandita and Manggalou shows that the implementation of SIHUBIN has a positive impact on improving the quality of public services at the Sidoarjo Regency Manpower Office. However, these improvements are still not fully accompanied by broad participation or comprehensive feature optimization, so the potential of this application has not been fully utilized.

In line with this view, Gunawan emphasized that the Employment Digital Identity (IDK) is a crucial foundation for creating efficient digital services [7]. The success of IDK is highly dependent on integration between stakeholders as well as the reduction of sectoral egos. On the other hand, Suryono underlines how important the quality of information systems is, especially in terms of content, navigation, responsiveness, and website security to maintain user trust and loyalty to digital services such as Sisnaker [8].

These findings show that the successful implementation of digital innovation is not only determined by the existence of technology, but also by organizational readiness, user understanding, and continuity in system development. Therefore, it is important to analyze the implementation of SIHUBIN in the context of the digitization of employment services in more depth, referring to Charles O. Jones' implementation theory that highlights three main aspects, namely: organization, interpretation, and application [9]. The organizational aspect involves the readiness of the structure and resources that support the policy, including human resources, infrastructure, and budget. In the context of SIHUBIN, this includes the readiness of the implementing agencies and the technical competence of business actors. Meanwhile, the interpretation aspect is related to the understanding and perception of policies. In the case of SIHUBIN, this is reflected in the low level of understanding and lack of socialization. On the other hand, the application aspect focuses on real implementation in the field, which includes the availability of access, the effectiveness of features, and the sustainability of system development. This study aims to analyze the implementation of the SIHUBIN application in digital employment services, as well as identify inhibiting and supporting factors based on these three aspects. In addition, this research will also formulate relevant strengthening strategies to support effective and sustainable digital transformation.

Various previous studies have emphasized that the success of the implementation of digital services is not solely determined by the availability of technology, but also the readiness of the organization, the level of user understanding, and the sustainability of system development. On that basis, this study considers it necessary to examine more deeply the application of SIHUBIN in employment services, with reference to the Charles O. Jones implementation framework which focuses on three main aspects: organization, interpretation, and application. To strengthen the analysis, this study refers to a number

of previous studies that have relevance as comparative materials as well as an academic foothold.

First, a research conducted by Muthmainnah et al entitled "Implementation of E-Government through the SiapKerja Platform" discusses the implementation of a digital-based employment service system at the regional level [10]. The research emphasizes on factors that support and hinder implementation, ranging from infrastructure readiness, human resource capabilities, to public understanding of available digital services. The results of the study show that the use of digital platforms can speed up the service process, but its implementation still faces challenges such as low digital literacy among some users and lack of socialization efforts from the government. The relevance of the research with this study lies in the focus of both on the digitization of employment services. However, the difference is seen in the scope of the analysis; Muthmainnah's research highlights the supporting factors and obstacles to the implementation of SiapKerja, while this study emphasizes the evaluation of the implementation of SIHUBIN by referring to the implementation framework of Charles O. Jones in Sidoarjo Regency.

Second, research conducted by Gunawan with the title "Employment Digital Identity in the Job Market Information System in Indonesia: A Concept". This research emphasizes the importance of digital identity integration as a foundation for the effectiveness of technology-based employment services. Key findings show that the successful implementation of employment information systems is highly dependent on coordination between stakeholders and consistent institutional support. The similarities between the research and this study are that both discuss digitalization in the employment sector. However, the difference lies in the scope of the study; Previous research has highlighted the concept of digital identity at the national level, while this study focuses on the implementation practice of SIHUBIN at the regional level.

Third, research by Suryono entitled "Relation of Website Quality, Trust and Intention to Use in E-Government Adoption: A Case Study of SISNAKER". This study shows that the quality of information systems – including aspects of content, navigation, responsiveness, and security – has a significant effect on the level of public trust and interest in adopting e-government services. The similarity with this study is that both discuss digital-based employment services, while the difference lies in the object being studied; Previous research focused on SISNAKER as a national system, while this study examined SIHUBIN as an innovation in employment services in Sidoarjo Regency.

Based on the description of the previous research, it can be concluded that the implementation of digital-based public services makes a positive contribution to increasing the effectiveness, efficiency, and transparency of services. However, a number of obstacles such as technical obstacles, limited socialization, and low digital literacy are still often encountered. These findings are an important basis for this study to further examine the implementation of the SIHUBIN application using the Charles O. Jones implementation theoretical framework.

RESEARCH METHOD

This research uses a descriptive qualitative method, which aims to provide a systematic and real picture of the events or phenomena being studied. In the context of this descriptive research, the data obtained is in the form of narratives, both in oral and

written form, which are obtained from observations of the behaviors, actions, and views of the subjects studied. The main focus of this study is to analyze the implementation of the SIHUBIN application as a digital service in the employment sector within the Sidoarjo Regency Manpower Office.

As the basis of the analysis, this study uses the theory of policy implementation initiated by Charles O. Jones. This theory identifies three important elements that serve as guidelines in researching implementation, namely the first of the organization, the second indicator of interpretation, and the last indicator of application.

In this study, informants were selected using purposive sampling techniques, which is the deliberate selection of informants with consideration that the individual has insight and direct involvement with the object being studied. The key informants in this study are Mr. Novi, who serves as a staff in the field of industrial relations, and Mrs. Lita, an officer at the Sidoarjo Regency Manpower Office who has direct responsibility for the management and operationalization of the SIHUBIN system. Both were chosen as informants because their involvement and experience are considered to be able to provide relevant, accurate data, and support the analysis of the implementation of the system.

Data collection was carried out through various techniques, including in-depth interviews, field observations, and documentation. The data obtained consists of primary data, which comes from direct interaction through interviews and observations, as well as secondary data, namely policy documents, official archives, and other relevant reports.

Data analysis was carried out by following an interactive model developed by Miles and Huberman, which consists of four main steps: data collection, data reduction, data presentation, and conclusion drawn. At the data collection stage, researchers collect various information from observations and interviews. The reduction process is carried out by selecting data that is in accordance with the focus of the research and removing irrelevant information. Furthermore, the selected data is compiled in the form of a narrative to facilitate the interpretation process. Finally, the conclusions were drawn gradually and continued to be verified throughout the study.

RESULTS AND DISCUSSION

The implementation of digital employment services through the SIHUBIN application at the Sidoarjo Regency Manpower Office has begun to be used by a number of companies and labor unions, although its utilization has not been maximized. This application provides various online services, such as recording Fixed-Time Work Agreements (PKWT), ratifying Company Regulations (PP), and recommendations for labor service providers. However, in practice, there are still several obstacles, such as limited socialization, lack of user understanding, and the absence of a digital receipt feature that affects the effectiveness of services. This situation shows that SIHUBIN is still in the transition phase from manual to digital services, so it requires stronger institutional support, improved policy literacy, and technical improvements to the system. To understand further, the next discussion is prepared based on the indicators of policy implementation according to Charles O. Jones, namely organization, interpretation, and application.

A. Application

Application indicators explain how policies are implemented through technical procedures as well as available system support. SIHUBIN began operating in 2022 as one of the public service innovation efforts in the field of industrial relations. This system is designed to simplify the administrative process and speed up services by utilizing digital technology. However, in practice, implementation in the field shows that this system cannot completely replace conventional service methods.

One of the main obstacles that arises is the unavailability of the digital receipt feature [11]. Companies that upload documents through SIHUBIN do not obtain official proof that their documents have been received and are being processed. This situation poses serious problems, especially when the company has to undergo an audit and requires administrative proof. This is different from the manual mechanism, where physical evidence is always provided as a form of confirmation of receipt of the file.

The following are the results of the interview with Mr. Novi as part of the SIHUBIN Delegation of the Sidoarjo Regency Directorate:

"The obstacle is indeed that we have not been able to issue a receipt. If it is offline, the company gets a receipt. If there is no SIHUBIN, then the company cannot prove that it has input". (Interview results, July 29, 2025).



Figure 2. Physical Receipt from PKWT Recording Offline Service
(Source: Researcher Documentation based on Informant Interviews, 2025)

The image displays physical evidence in the form of a receipt provided by the Manpower Office for submitting a letter of introduction for PKWT registration directly. This kind of document still plays an important role that has not been replaced by the SIHUBIN digital system to date.

The absence of these basic features reflects that the design of SIHUBIN is still not fully adapted to the needs of users, especially related to the aspect of administrative accountability. In fact, in the context of digital services, receipts are not just formal proof, but also serve to ensure transparency and provide a sense of security for the processes carried out.

In addition, document validation and validation of service results still have to be done manually. Although the submission can be done online, the final document such as the Decree (SK) is still printed and ratified directly at the Directorate's office. Thus, this service is not fully digital-end-to-end, but is still in a transitional phase where some stages still require face-to-face interaction.

Another problem that arises is limited access to service results [12]. The Decree cannot be downloaded through the application, but is only given in physical form to the

applicant company. This condition shows that the level of trust in the effectiveness of digital systems has not been comprehensively formed. The following are the results of the interview with Mr. Novi as part of the SIHUBIN Delegation of the Sidoarjo Regency Directorate:

"The problem is that our office has not been able to provide a receipt. If it goes offline, the company can get a receipt. However, there is no SIHUBIN, so the company cannot prove that it has made input". (Interview Results, July 29, 2025).



Figure 3. SIHUBIN Mobile Application Login Page View

The image shows the SIHUBIN application interface which serves as the main access for companies and the public. Through this page, users can register an account, upload the required documents, and follow the service process online in a simpler and more transparent way.

From the technical side, SIHUBIN has actually provided a login feature and a company registration form. At the registration stage, companies are required to attach legality documents such as Business Identification Number (NIB), company address, and identity of the person in charge. This process is adjusted to the Standard Operating Procedures (SOP) of the Directorate so that only authorized entities can access services. The app's interface is also quite simple so it's relatively easy to use by both companies and unions.

Through the account that has been successfully logged, the system then directs the user to the company's registration form which functions to collect identity data and supporting documents according to the provisions. The following are the results of the interview with Mr. Novi as part of the SIHUBIN Delegation of the Sidoarjo Regency Directorate:

"So once the company's account is successfully entered, the system will automatically display the registration form. We made this form to collect the company's identity, starting from the name, address, business field, to the person in charge. In addition, companies are also required to attach supporting documents such as NIB, deed of

incorporation, and company regulations if any. The goal is that the data stored in the system is valid as well as the basis for the next service process. The obstacle is that there are still companies that have not been thorough when uploading documents, for example, the size is not appropriate or there are missing files, so verification is often delayed." (Interview Results, July 29, 2025).

The screenshot displays a web-based registration form for companies. At the top, there is a header with the logo of 'Dinasaker Kab Sidoarjo' and navigation links: 'Home', 'Help', 'Login', 'Daftar', and 'Cari'. Below the header is a blue bar with the text 'Data Perusahaan'. The form itself consists of several input fields: 'Type' (a dropdown menu with 'Perusahaan' selected), 'Email', 'Nama Perusahaan', 'Alamat Perusahaan', 'Alamat Perusahaan Cabang', and 'Provinsi'. At the bottom of the form, there is a copyright notice: 'Copyright © 2025 Dinasaker Kabupaten Sidoarjo All rights reserved'.

Figure 4. Company Registration Form on the SIHUBIN Sidoarjo Regency application

The image shows the display of the company's data form on the SIHUBIN application which serves as the initial stage of registration. On this page, companies are asked to fill in basic information such as email address, company name, head office and branch address and province of domicile. This online form is provided to facilitate the registration process and ensure that company data is recorded more accurately in the system managed by the Sidoarjo Regency Manpower Office.

When compared to manual services that still rely on physical evidence, it can be concluded that although SIHUBIN already has a fairly systematic digital registration flow, its development still needs to be improved. The addition of electronic receipt features, full digitization in the legalization of service results, and storage of SKs in the system will be important steps to increase effectiveness, transparency, and accountability.

This is in line with the opinion of Suryono who states that the success of public information systems is highly determined by the quality of technical design, including the completeness of features, clarity of flow, ease of access, and assurance of accountability. Without meeting these aspects, a system will find it difficult to gain public trust and be prone to inconsistent use. In the case of SIHUBIN, this is obvious: even though it is already running, the system is still in a transition phase that requires strengthening technical design and adding features to truly become an effective and trustworthy digital solution.

When reviewed using the theoretical framework of Charles O. Jones, the application indicators in SIHUBIN cannot be said to be effective. Charles O. Jones emphasized that policy implementation will be successful if there is alignment between the formulation, organization, and application stages. In practice, even though regulations and institutional structures are available, the implementation of the application still faces various obstacles. These obstacles include technical limitations (not yet fully integrated

systems, difficulties in data verification), institutions (limited human resources and infrastructure in the Directorate), and lack of socialization that makes some companies not able to utilize the application optimally.

From this description, it can be understood that the SIHUBIN application indicators are still in the early stages of digital transition. The presence of the application is indeed a sign of the start of the transformation of employment services, but its effectiveness has not been fully achieved. Therefore, it is necessary to strengthen technical aspects, increase institutional capacity, and more intensive socialization, so that the implementation of SIHUBIN is in accordance with Jones' theoretical framework while strengthening empirical findings as affirmed by Suryono.

B. Organization

In the implementation of public policy, organizational indicators are related to the readiness of institutions in running programs. This aspect includes a formal structure, executing personnel, and administrative support. The implementation of SIHUBIN in Sidoarjo Regency is under the responsibility of the Industrial Relations Division of the Manpower Office. The field is led by a Head of Field, assisted by three sub-coordinators, as well as ten industrial relations mediators who handle service operations.

In addition, leadership in the management of SIHUBIN also includes a broader structure within the Directorate. At the strategic level, the Head of the Manpower Office plays the role of policy director and key decision-maker. Accompanied by the Service Secretary who is in charge of coordinating technical and operational aspects, this leadership ensures that the use of the application takes place in accordance with the organization's goals. On the other hand, the Industrial Relations Division serves as the front line in implementation, involving technical staff as well as system administration that handles the day-to-day process of document verification and services. In this way, SIHUBIN's leadership structure stretches from the strategic to the technical level, thus creating a coordination network that supports the operation of the system.

Although structurally adequate, practices in the field show weaknesses in human resource readiness and system management planning. The results of the interviews show that since its launch, SIHUBIN has never been accompanied by special technical training for employees. The apparatus only relies on the guidebook from the developer as a work guide. The following are the results of the interview with Mr. Novi as part of the SIHUBIN Delegation of the Sidoarjo Regency Directorate:

"So far, there has been no training, because there is already a guidebook module. So, we are only referring to that manual book. So far, there has been no training, because we already have that guidebook". (Interview Results, July 29, 2025).

The information shows that employee capacity development has not been the main concern. In fact, the success of the digital system is not solely determined by the existence of applications, but also the readiness of the apparatus in operating and handling technical obstacles [13]. Without continuous training, employee understanding will be limited and potentially hinder the service process as well as create uncertainty in decision-making [14].

In addition to human resource issues, the sustainability of the application is also not guaranteed because there is no regular budget allocated. SIHUBIN is developed third-party with a one-time payment system with no long-term maintenance or update plans.

This situation shows the weak institutional planning to ensure the continuity of the system. Applications are at risk of stopping in the same conditions and it is difficult to adapt to new needs if they are not supported by sustainable investment.

These findings are in line with Gunawan's research which emphasizes that the digitalization of public services requires strong institutional support, both in terms of funding and capacity building of apparatus. Gunawan also highlighted the importance of cooperation between stakeholders to strengthen the competence of the implementer. Practice in SIHUBIN shows that capacity building is still limited because it only relies on handbooks without systematic learning. This is in accordance with Charles O. Jones's view, that the organization is not only a matter of formal structure, but also the readiness of resources and continuous administrative support. In the case of SIHUBIN, although the institutional basis and formal legitimacy in the form of a Decree of the Head of Service already exists, the sustainability of the program is still hampered by limited apparatus capacity and inconsistent budget support.

C. Interpretation

Interpretation indicators emphasize the extent to which policy implementers understand the direction, objectives, and mechanisms of the policies being implemented. In the context of SIHUBIN, this system is designed to facilitate industrial relations services, including the ratification of Company Regulations (PP), the recording of Fixed-Time Work Agreements (PKWT), the recording of Collective Labor Agreements (PKB), and digital employment reporting.

The results of research in the field show that the understanding of this system is still uneven. Many employees of the Directorate of Agriculture and companies as users do not fully understand the flow and features available. This condition arises because socialization activities from the official are still very limited. In fact, SIHUBIN has provided various features, ranging from PP ratification services, PKWT recording, recommendations for labor service providers, to Bipartite LKS reporting. Unfortunately, the use of these features has not been maximized due to the lack of technical training and clear usage guidelines.

This is strengthened by the explanation of one of the informants, the following is the result of the interview with Mr. Novi as part of the SIHUBIN Delegation of the Sidoarjo Regency Directorate:

"There are still many who only know SIHUBIN after coming here. So not all companies understand the flow, because there has been no routine socialization from us." (Interview results, July 29, 2025).

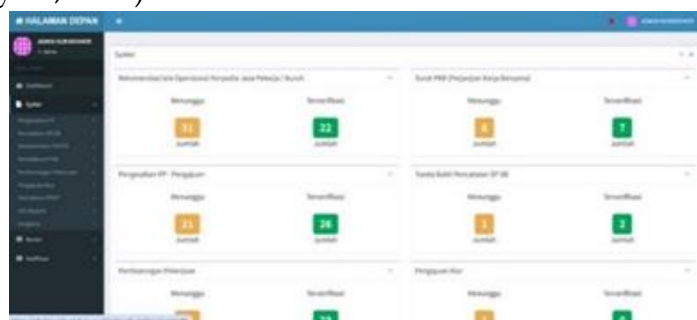


Figure 5. Feature Menu Display in the Sidoarjo Regency SIHUBIN Application
(Source: Researcher Documentation based on Informant Interviews, 2025)

The image shows the dashboard of the SIHUBIN application which functions to monitor various industrial relations services. On this page, several main menus are displayed, such as the ratification of Company Regulations (PP), the registration of labor unions/labor unions, the recommendation of labor service providers, the registration of Collective Labor Agreements (PKB), to the recording of Fixed-Time Work Agreements (PKWT) and dispute resolution services. Each service is accompanied by information about the number of applications that are still in process and that have been verified, making it easier for officers to monitor the development of services directly and more transparently.

The lack of public communication makes the system not run as expected. Socialization that should be the entrance to user understanding is not carried out in a planned manner. It is not enough to passively disseminate information, the community needs continuous education so that SIHUBIN can be truly accepted and used effectively [15].

These findings are in accordance with research by Hasanah et al. which states that weak communication strategies and low policy literacy are major challenges in the implementation of electronic-based services. Without structured communication and continuous education programs, digital innovation risks failing to form a new culture in public service.

In Charles O. Jones' framework, the interpretation stage demands a clear understanding of the policy by both implementers and users. In the implementation of SIHUBIN, weak communication and limited socialization cause policy messages to not be fully understood, so that the goal of digitizing services has not been achieved optimally.

Thus, the interpretation indicators in the implementation of SIHUBIN are still not running optimally. Improvements can be made through strengthening communication strategies, increasing digital literacy, and regular socialization so that digital policies can really be understood and implemented according to their original goals.

CONCLUSION

Fundamental Finding : This study confirms that the implementation of digital employment services through the SIHUBIN application at the Sidoarjo Regency Manpower Office is an important innovation in encouraging the transformation of public services. However, the results of the analysis using Charles O. Jones' implementation theory show that the implementation of SIHUBIN is not optimal. From the organizational aspect, the institution has been formed but is constrained by limited human resources, lack of technical training, and lack of sustainable maintenance budget. From the aspect of interpretation, the level of understanding of apparatus and users is still low due to the lack of structured socialization. Meanwhile, from the application aspect, digital services have not completely replaced manual procedures, for example, the absence of an electronic receipt feature and limited access to online service results. **Implication :** These findings confirm that the success of digital transformation is determined not only by the availability of technology, but also the readiness of the organization, human resource capacity, and public communication strategy. SIHUBIN has the potential to speed up service processes, increase transparency, and strengthen accountability when supported

by strengthening the capacity of apparatus, providing regular budgets, and optimizing socialization to the community and companies. **Limitation** : The limitation of this study lies in the scope of the study which only focuses on the implementation of SIHUBIN in Sidoarjo Regency, so the results cannot be generalized to other regions. In addition, the use of descriptive qualitative methods makes this study more emphasis on the description and interpretation of phenomena without broader quantitative measurements. **Future Research** : Future research can examine the effectiveness of SIHUBIN with a quantitative approach through user satisfaction surveys or comparative analysis with other regions that have similar services. In addition, an in-depth study on data security aspects, integration between systems, and the influence of digitalization on industrial relations at the regional and national levels can be a focus to enrich understanding related to the transformation of digital-based employment services.

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