
**Improving Comprehension of State Administrative Law Among
Administrative Officials of Kelurahan Limba U II in Public Service Provision**

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ABSTRACT

This community service activity aims to measure the level of understanding of the apparatus of the Limba U II Urban Village Office, Gorontalo City, regarding the principles of State Administrative Law in the provision of public services, and to implement the strengthening of this legal understanding through a participatory action approach to improve the quality of public services in the urban village. The method used in this activity is participatory action, which synergistically integrates three methods: interactive legal counseling, focus group discussion (FGD), and case simulation (role play). The activity was carried out one day on February 26, 2026, and was attended by 15 urban village apparatus consisting of the Urban Village Head, Urban Village Secretary, Section Chiefs, and implementing staff. The level of understanding was measured through pre-test and post-test instruments containing four indicators: basic knowledge of State Administrative Law, general principles of good governance (*algemene beginselen van behoorlijk bestuur*), authority (*bevoegdheid*), and discretion (*freies Ermessen*). The results of the activity showed that the level of understanding of the apparatus before the activity was still relatively low, with an average pre-test score of 48.7 out of a scale of 100. After the implementation of the participatory action approach, the average post-test score increased significantly to 78.4, or an increase of 29.7 points (60.98%). The conclusion of this activity indicates that the participatory action approach proved effective in measurably increasing the understanding of the apparatus regarding the principles of State Administrative Law and encouraging the realization of transparent, accountable, and rule-of-law-based public services at the Limba U II Urban Village Office, Gorontalo City.

Keywords: legal understanding, public services, state administrative law, strengthening, village apparatus

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INTRODUCTION

The rule of law (*rechtsstaat*) constitutes the primary foundation for good governance in Indonesia (Bowta & Hufon, 2022). The Constitution of the Unitary State of the Republic of Indonesia explicitly states that Indonesia is a state based on law, as stipulated in Article 1 paragraph (3) of the 1945 Constitution of the Republic of Indonesia (Muni, 2020). In this context, Administrative Law serves as a vital instrument that governs the relationship between the government and citizens, including in the provision of public services (Trisantosa et al., 2022). Good public service is determined not only by the speed and ease of access, but also by the compliance of state officials with administrative legal norms, such as the principles of legality, proportionality, and legal certainty (Ridwan HR, 2018). Adequate understanding of this legal framework is an absolute prerequisite for the realization of good governance at all levels, from the central government down to the smallest units of government at the *kelurahan* (subdistricts) level.

At the *kelurahan* level, government officials hold a strategic role as the frontline of public service delivery in direct contact with the community (Siregar & Halking, 2025; Sabir et al., 2023). The *kelurahan* represents a front-line government unit tasked with providing administrative services such as issuing certificates, legalizing documents, managing population data, and facilitating various administrative needs of residents (Handayani et al., 2024; Hasri & Sudarmilah, 2021). Law Number 25 of 2009 on Public Service mandates that every public service provider must meet service standards covering requirements, procedures, completion time, cost, service products, and complaint handling mechanisms (Rohman & Larasati, 2020; Ilmi Usrotin Choiriyah & Mursyidah, 2020; Mursyidah et al., 2021). Nevertheless, field conditions indicate that a gap still exists between the applicable legal norms and the actual service practices carried out by *kelurahan* officials, including at Kelurahan Limba U II, Gorontalo City. This gap is reflected, among other things, in the suboptimal application of the general principles of good governance (*algemene beginselen van behoorlijk bestuur*) in every administrative action taken by *kelurahan* officers.

Kelurahan Limba U II, located in Gorontalo City, is one of the subdistricts with relatively high public service dynamics given its population density and the diverse administrative needs of its residents (Faridah et al., 2025). Based on preliminary observation, it was found that some *kelurahan* officials do not yet fully understand the limits of authority (*bevoegdheid*) they hold in carrying out their service functions, which potentially gives rise to *ultra vires* actions, that is, actions beyond the limits of authority that may be detrimental to the community (Atmosudirdjo, 2016). Furthermore, limited understanding of the concept of discretion (*freies Ermessen*) often causes officials to adopt a rigid attitude when confronted with situations not explicitly regulated by standard procedures, rendering services unresponsive (M. Noor, 2020; Hendriyaldi & Musnaini, 2021). This condition indicates the need for an intervention in the form of legal capacity-building activities for *kelurahan* officials, so that the public services provided are not only procedurally efficient but also legally valid and equitable for all residents.

Several previous community service (*PkM*) activities of a similar nature differ fundamentally from the present activity in terms of target participants, methods, materials, instruments, and measured impact. Wahyuni et al. (2023) and Retnawati et al. (2018) targeted village officials with a focus on technical administrative skills such as village information systems, archive management, and financial reporting, rather than on the substance of law, so that the legality aspect of government actions was not addressed at all (Wahyuni et al., 2023; Retnawati et al., 2018). Meanwhile, Rifa'i et al. (2025) built general legal awareness, but targeted civil society, with material oriented toward criminal and civil law, and the impact measured was limited to improved normative awareness rather than

the operational capacity of officials (Rifa'i et al., 2025). In contrast to these prior *PkM* activities, the present activity specifically targets *kelurahan* officials as public service providers, with material focused contextually on Administrative Law, covering the principle of legality, the limits of authority (*bevoegdheid*), discretion (*freies Ermessen*), and the general principles of good governance (*algemene beginselen van behoorlijk bestuur*), directly linked to real conditions at Kelurahan Limba U II. In terms of method, the participatory action approach employed, comprising case simulations, guided discussions, and practice reflection, differs significantly from the normative lecture method that dominated previous *PkM* activities. The evaluation instrument was also specifically designed to measure improvement in juridical-operational understanding rather than mere participant satisfaction, so that the measured impact encompasses changes in understanding of the limits of authority and the legally valid application of discretion in the context of everyday *kelurahan* service delivery.

Based on the foregoing, the community service activity aimed at strengthening understanding of Administrative Law in public service delivery at the Kelurahan Limba U II Office, Gorontalo City, is highly relevant and urgent to implement. This activity is designed not only to enhance the juridical knowledge of officials, but also to build a strong legal culture within the *kelurahan* bureaucracy, so that every government action taken can be legally accounted for. It is expected that, through this capacity-strengthening effort, public services at Kelurahan Limba U II will meet the standards of good governance characterized by transparency, accountability, and legal certainty, as mandated by Law Number 30 of 2014 on Government Administration. Accordingly, this activity contributes tangibly to bureaucratic reform efforts at the front-line level of government, which ultimately leads to increased public trust in the government.

METHODS

This community service activity was implemented using a participatory approach combining legal counseling, interactive discussion, and public service case simulation (Muhtarom, 2019; Ashari et al., 2025). It should be emphasized that the approach employed is not *Participatory Action Research (PAR)* in the sense of a full action research cycle, but rather a participatory learning approach limited to a single cycle and focused on capacity building for *kelurahan* officials within the context of community service. The limitation of this approach lies in the scope of the intervention, which does not include repeated re-planning phases as in classical *PAR*, but instead consists of four sequential phases: (1) the planning phase, comprising the preparation of materials, pre-test/post-test instruments, and case simulation scenarios contextualized to real problems at Kelurahan Limba U II; (2) the action phase, comprising the implementation of counseling, guided discussion, and case simulation (*role play*); (3) the observation phase, comprising the recording of active participation levels, the quality of discussion responses, and participants' pre-test/post-test results; and (4) the reflection phase, comprising analysis of the gap in understanding before and after the activity and the formulation of follow-up recommendations for the Kelurahan Limba U II Office. This approach was selected because it is considered more effective in transferring applicable legal knowledge to *kelurahan* officials than conventional lecture methods alone (Sudjana, 2016). The entire series of service activities was carried out over one full day, on Thursday, 26 February 2026, at the Kelurahan Limba U II Office, Gorontalo City, comprising three main stages as follows.

Preparation Stage (Thursday, 26 February 2026 | 07:00–08:00 WITA)

The preparation stage was carried out in the morning prior to the commencement of the core activity, from 07:00 to 08:00 WITA. During this planning phase, the implementation team arrived at the venue to check the readiness of facilities and infrastructure, including room arrangement, installation of activity banners, preparation of presentation equipment (LCD projector, screen, and laptop), and reproduction of materials in the form of handouts. In addition to technical preparation, this stage also included a final coordination briefing between the implementation team and the Head of Kelurahan Limba U II. Participants consisted of all Kelurahan Limba U II officials, including the Head of *Kelurahan*, the *Kelurahan* Secretary, Section Chiefs, and administrative staff. Participant registration began at 07:30 WITA, accompanied by the completion of an attendance list. During this phase, pre-test sheets were also distributed to all participants to measure baseline knowledge prior to the delivery of material, in accordance with Kamil's recommendation that logistical readiness and baseline measurement are key success factors in community-based nonformal education programs (Kamil, 2017).

Implementation Stage (Thursday, 26 February 2026 | 08:00–14:00 WITA)

The implementation stage constituted the core of this community service activity, running from 08:00 to 14:00 WITA. This stage encompassed the action and observation phases simultaneously, divided into the following sessions.

a. Opening (08:00–08:30 WITA)

The activity was officially opened by the Head of Kelurahan Limba U II, whose remarks emphasized the importance of legal understanding for *kelurahan* officials in carrying out public service functions. This was followed by remarks from the Head of the Implementation Team and concluded with the reading of the agenda by the master of ceremonies (MC).

b. Session I: Delivery of Administrative Law Material (08:30–10:00 WITA)

The first session consisted of a presentation by the main resource person on the fundamentals of Administrative Law relevant to public service functions at the *kelurahan* level. The material covered included: (1) the meaning and scope of Administrative Law; (2) the general principles of good governance (*algemene beginselen van behoorlijk bestuur*) as regulated in Law Number 30 of 2014 on Government Administration; (3) the concept of authority (*bevoegdheid*) and its limits; and (4) the mechanism of discretion (*freies Ermessen*) in public service. The material was delivered using interactive visual presentation media to facilitate understanding among participants with diverse educational backgrounds. The implementation team conducted active observation by recording participants' responses, spontaneous questions, and expressions of confusion as supplementary qualitative data.

c. Session II: Interactive Discussion and Question and Answer (10:00–11:30 WITA)

Following the material presentation, the activity continued with an interactive discussion session (*focus group discussion*) facilitated by a moderator. Participants were encouraged to voice the legal problems they frequently encounter in daily service practice at the *kelurahan*. This discussion aimed to identify the gap between normative understanding and practical realities in the field, while also constituting part of the observation phase regarding the depth of participants' understanding.

d. Session III: Case Simulation (Role Play) (11:30–13:00 WITA)

The third session comprised a simulation of public service case handling through the *role play* method, in which participants were divided into several groups and given different case scenarios reflecting real situations at Kelurahan Limba U II. Each group analyzed the case based on the principles of Administrative Law previously learned

and subsequently presented the results of their analysis. This simulation method is consistent with Silberman's (2015) view that active learning through simulation and case studies has been shown to improve retention of understanding by up to 75 percent compared to passive lecture methods (Silberman, 2015). The implementation team provided constructive feedback on each group presentation.

e. *Ishoma (Break, Prayer, and Lunch) (13:00–14:00 WITA)*

The implementation stage concluded with a break for rest, prayer, and lunch (*ishoma*) together, which also served as an opportunity for fellowship between the service implementation team and all Kelurahan Limba U II officials.

Evaluation Stage (Thursday, 26 February 2026 | 14:00–15:30 WITA)

The evaluation stage represented the realization of the reflection phase within the participatory approach employed. Evaluation was conducted through two mechanisms: process evaluation and outcome evaluation. Process evaluation was carried out by observing participants' active participation levels, the quality of discussion, and their responses to the material. Outcome evaluation, meanwhile, was conducted through a written post-test identical in blueprint to the pre-test. Post-test results were compared with pre-test results to measure knowledge gain in a quantifiable manner using Hake's normalized gain (*N-Gain*) formula, as follows (Hake, 1998):

$$\text{N-Gain} = (\text{Post-test Score} - \text{Pre-test Score}) / (\text{Maximum Score} - \text{Pre-test Score})$$

N-Gain interpretation categories: high ($\text{N-Gain} \geq 0.7$), medium ($0.3 \leq \text{N-Gain} < 0.7$), and low ($\text{N-Gain} < 0.3$). In addition, participants completed a satisfaction survey regarding the overall implementation of the activity. At the end of this stage, the implementation team held a brief meeting to document the findings, recapitulate the evaluation results, and formulate follow-up recommendations, in line with Arikunto's emphasis that evaluation is an inseparable component of the service activity cycle (Arikunto, 2021). The activity was officially closed at 15:30 WITA with the presentation of certificates of appreciation to all participants.

a. Pre-Test and Post-Test Instruments

The pre-test and post-test instruments were designed to be identical in blueprint, consisting of 20 multiple-choice items with four answer options (A, B, C, D). Each correctly answered item received a score of 1, and each incorrect item a score of 0, yielding a total score range of 0 to 20. The instrument covered five indicators, each representing a substantive component of the material delivered, as presented in the Table 1 below.

Table 1. Blueprint of the pre-test and post-test instrument

No	Indicator	Indicator Description	Item Format	No. of Items	Item Numbers
1	Understanding of Administrative Law Concepts	Meaning, scope, and sources of administrative law	Multiple Choice	4	1, 2, 3, 4
2	General Principles of Good Governance (AUPB)	Understanding and application of AUPB (legal certainty, benefit, impartiality, proportionality, professionalism, and openness)	Multiple Choice	5	5, 6, 7, 8, 9
3	Authority (<i>Bevoegdheid</i>)	Limits of authority of <i>kelurahan</i> officials and the prohibition of <i>ultra vires</i> actions	Multiple Choice	4	10, 11, 12, 13

4	Discretion (<i>Freies Ermessen</i>)		Meaning, conditions for valid discretion, and application in service situations not explicitly regulated	Multiple Choice	4	14, 15, 16, 17
5	Law-Based Service	Public	The Implementation of Law No. 25/2009 and Law No. 30/2014 in <i>kelurahan</i> service practice	Multiple Choice	3	18, 19, 20
Total					20	1–20

b. Instrument Validity and Reliability

Instrument validity was tested in two stages. First, content validity was assessed through expert judgment by two Administrative Law lecturers, who examined the correspondence between items and indicators, the proportionality of difficulty level, and the clarity of wording. The results of this review were recorded on a validation sheet, and the instrument was deemed valid if all indicators received a score of ≥ 3 on a 1–4 scale. Second, construct validity was verified by ensuring that each item logically measured one, and only one, targeted indicator, without overlapping between constructs. Instrument reliability was assessed using the Kuder-Richardson 20 (KR-20) method, appropriate for dichotomous (correct/incorrect) instruments. The instrument was deemed reliable if the KR-20 coefficient was ≥ 0.70 (Sugiyono, 2019). An instrument trial was conducted on a small group with similar characteristics prior to the main activity.

c. Score Interpretation Categories

Total pre-test and post-test scores were interpreted using the following categories (Table 2).

Table 2. Score interpretation categories for the pre-test and post-test

Score Range	Percentage (%)	Category	Interpretation
17–20	85–100	Very Good	Understands Administrative Law very well and is able to apply it independently
13–16	65–84	Good	Understands most Administrative Law concepts and can apply them with minimal guidance
9–12	45–64	Adequate	Understands basic Administrative Law concepts but is not yet consistent in application
< 9	< 45	Poor	Understanding of Administrative Law remains very limited; intensive mentoring is required

An improvement in understanding was considered significant if the mean post-test score fell into at least the "Good" category (score ≥ 13) and the N-Gain value fell into the "medium" or "high" category. All data were analyzed descriptively using the calculation of mean, minimum value, maximum value, and standard deviation, and were presented in comparative pre-test and post-test tables for each indicator to provide a detailed picture of the areas of understanding that improved as well as those still requiring further strengthening.

RESULT AND DISCUSSION

Level of Understanding among Officials of the Kelurahan Limba U II Office, Gorontalo City, Regarding the Principles of Administrative Law in Public Service Delivery

The activity to strengthen understanding of Administrative Law was carried out on 26 February 2026 at the Kelurahan Limba U II Office, Gorontalo City. A total of 15

kelurahan officials participated in the pre-test. Table 3 below presents the characteristics of the participants based on position, educational attainment, and length of service.

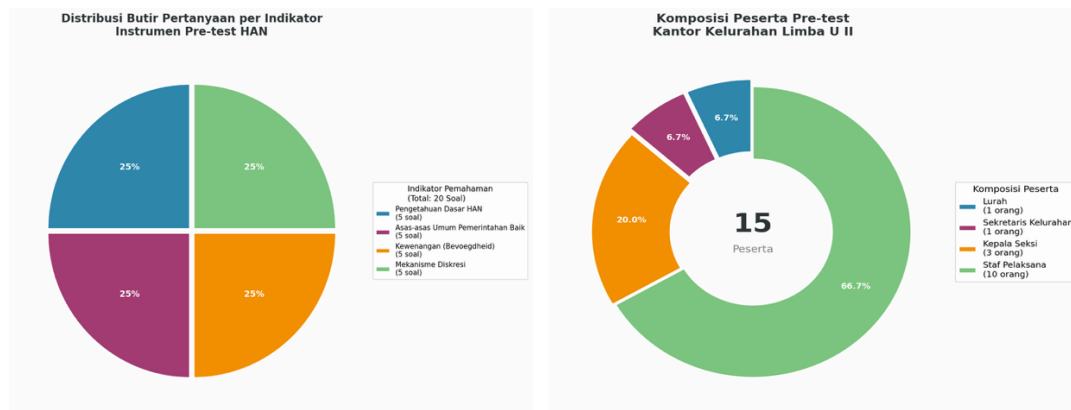
Table 3. Characteristics of participants in the administrative law understanding strengthening activity Kelurahan Limba U II Office, 26 February 2026

No.	Position	Education Background	Duration of Service (Years)	Personnel
1	Head of <i>Kelurahan</i>	Bachelor's in law	12	1
2	Secretary	Bachelor's in administration	9	1
3	Section Chiefs (3)	Bachelor's/Diploma	5–8	3
4	Administrative Staff (10)	Senior High School/Diploma/Bachelor's	1–6	10
Total Participants				15

Source: Primary data from the community service activity, 2026

Based on Table 3, structural officials (the Head of *Kelurahan*, the Secretary, and the three Section Chiefs) held bachelor's degrees and had longer periods of service (5–12 years) compared with administrative staff, who generally held educational backgrounds ranging from senior high school to bachelor's level with 1–6 years of service. This variation in characteristics is relevant to explaining the difference in baseline understanding between the two groups, as elaborated in the following section.

Baseline measurement was conducted through a pre-test instrument comprising 20 items covering four indicators: (1) basic knowledge of Administrative Law; (2) the general principles of good governance (hereinafter will be referred to as *AUPB*) (Ridwan HR, 2018); (3) the authority (*bevoegdheid*) of officials; and (4) discretion (*freies Ermessen*) (Atmosudirdjo, 2016). The pre-test results showed an overall mean score of 48.7 on a scale of 100, classified as low to adequate. Diagram 1 below presents the pre-test results by indicator.



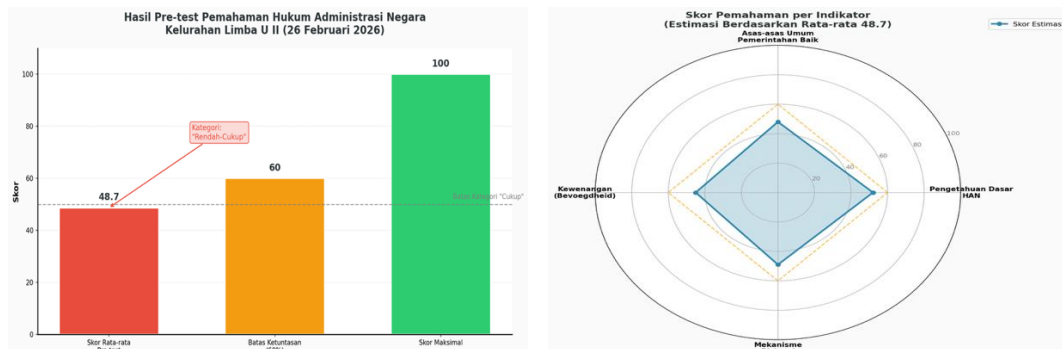


Diagram 1. Pre-test results on understanding of administrative law among staff of Kelurahan Limba U II, Gorontalo City

The indicator of basic knowledge of Administrative Law obtained the highest score (55.3), attributable to the officials' work experience within government settings, which empirically intersects with administrative law concepts. This understanding, however, was more procedural than juridical-systematic in nature. The authority indicator obtained the lowest score (43.1), revealing that most officials had not yet grasped the concepts of attribution, delegation, and mandate as sources of administrative authority (Indroharto, 2014). This limited understanding potentially encourages *ultra vires* actions that may be detrimental to the community and expose the *kelurahan* to administrative litigation (Susanto, 2020; H. J. Noor et al., 2021).

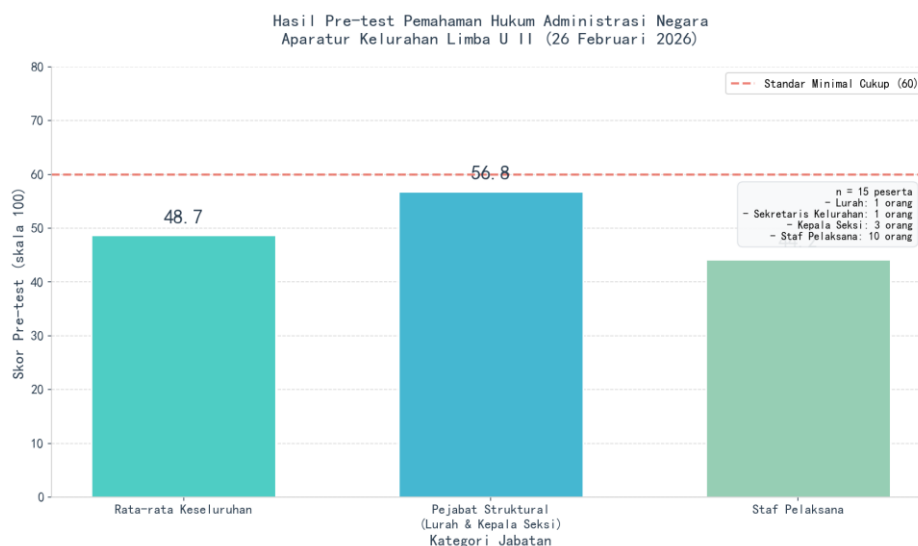


Diagram 2. Pre-test results grouped by position level

Diagram 2 shows that when grouped by position level, structural officials obtained a mean score of 56.8, higher than administrative staff, who reached only 44.2. This difference is associated with the level of formal education and prior experience in leadership training. Nevertheless, the structural officials' score of 56.8 also does not reflect adequate legal competence, given that they bear the greatest responsibility in administrative decision-making. This condition reinforces Dwiyanto's view that limited legal competence among officials, even at the structural level, is one of the primary causes of poor public service quality (Dwiyanto, 2019). Consequently, strengthening legal

understanding should not be directed solely at administrative staff, but must comprehensively encompass all levels of the organizational hierarchy.

Implementation of Administrative Law Understanding Strengthening through a Participatory Action Approach and Its Impact on the Quality of Public Service at the Kelurahan Limba U II Office, Gorontalo City

The activity was evaluated using four instruments: (1) pre-test and post-test (20 items, scale of 0–100); (2) process observation sheets for the FGD and case simulation sessions; (3) a satisfaction survey based on a 1–5 Likert scale; and (4) a written implementation commitment statement. The improvement in cognitive understanding was analyzed using Normalized Gain (N-Gain), calculated as: $N\text{-Gain} = (\text{Post-test Score} - \text{Pre-test Score}) / (100 - \text{Pre-test Score})$. The N-Gain categories follow Hake (Hake, 1998): high (≥ 0.7), medium (0.3–0.7), and low (< 0.3). Table 4 below presents the success indicators and actual results for each evaluation component.

Table 4. Success indicators and evaluation results of the activity

No.	Evaluation Component	Instrument	Success Indicator	Actual Result	Status
1	Cognitive Understanding	Pre-test & Post-test	N-Gain ≥ 0.3 (medium category)	N-Gain = 0.58	Achieved
2	Process Engagement	FGD & Role Play Observation	$\geq 80\%$ of participants actively involved	100% actively involved	Achieved
3	Participant Satisfaction	Satisfaction Survey (1–5 Likert scale)	$\geq 80\%$ found the activity highly beneficial	93.3% found it highly beneficial	Achieved
4	Implementation Commitment	Post-activity written statement	100% of participants committed to applying the material	100% committed	Achieved

Source: Primary data from the community service activity, 2026

The activity was conducted in three integrated sessions on 26 February 2026 using a participatory action approach, which positioned participants as active subjects in the process of learning, reflection, and problem-solving (Kemmis et al., 2013). The legal counseling session (08:30–10:00 WITA) contextualized juridical concepts within everyday service practice, for example, applying the principle of legal certainty in issuing domicile certificates. This approach aligns with Freire's principle that meaningful education begins from participants lived realities (Freire & Ramos, 2014). Participants' responses during the counseling session reflected strong enthusiasm, evidenced by numerous spontaneous questions that demonstrated the relevance of the material to the problems they encounter in daily service practice. This indicates that the chosen method of material delivery successfully established relevance and cognitive engagement among participants from the outset of the activity. Figure 1 below presents documentation of material delivery.



Figure 1. Delivery of administrative law material to employees and staff of the Kelurahan Limba U II Office, Gorontalo City

The Focus Group Discussion (FGD) session (10:00–11:30 WITA) served as a productive forum for the exchange of experiences and critical reflection. Participants openly disclosed dilemmatic situations, such as pressure to provide services outside standard procedures, ambiguity regarding the boundaries of authority between the *kelurahan* and vertical government agencies, and confusion when regulations did not address particular situations. Through this discussion, participants collectively identified the root causes of these problems and linked them to the principles of Administrative Law previously delivered. As emphasized by Sudjana, the FGD within a nonformal education framework serves a dual function as both a learning medium and a diagnostic instrument (Sudjana, 2016).

The case simulation (*role play*) session (11:30–13:00 WITA) divided participants into three groups, each assigned a different scenario: (1) refusal of service without legal basis; (2) decision-making beyond the limits of attributed authority; and (3) the application of discretion in emergency situations not covered by standard operating procedures. Through this simulation, participants practiced applying their knowledge under conditions resembling reality without the risk of actual error (Silberman, 2015). Figure 2 presents documentation of the FGD and case simulation sessions.



Figure 2. Focus group discussion and case simulation session with employees and staff of the Kelurahan

Following the activity, a post-test was administered using an instrument identical to the pre-test. Table 5 below presents a recapitulation of the pre-test and post-test results, score differences, percentage increases, and N-Gain values by indicator.

Table 5. Recapitulation of pre-test and post-test scores by indicator (N = 15 participants, Kelurahan Limba U II Office, 26 February 2026)

No.	Indicator	Pre-Test	Post-Test	Difference	% Improvement	N-Gain	Category
1	Basic Knowledge of Administrative Law	55.3	80.1	24.8	44.8%	0.56	Medium
2	General Principles of Good Governance (AUPB)	47.2	77.6	30.4	64.4%	0.57	Medium
3	Authority (<i>Bevoegdheid</i>) of Officials	43.1	76.8	33.7	78.2%	0.59	Medium
4	Discretion (<i>Freies Ermessen</i>)	49.3	79.2	29.9	60.6%	0.59	Medium
Overall Mean		48.7	78.4	29.7	60.98%	0.58	Medium

Source: Primary data from the community service activity, 2026

Note: N-Gain = (Post-test – Pre-test) / (100 – Pre-test); Categories: High ≥ 0.7 ; Medium 0.3–0.69; Low < 0.3 (Hake, 1998)

Based on Table 5, the overall mean score increased from 48.7 (pre-test) to 78.4 (post-test), a difference of 29.7 points, or 60.98 percent. The mean N-Gain value of 0.58 falls within the medium category (Hake, 1998), indicating that the participatory action approach produced a descriptively meaningful improvement in understanding. The largest gains occurred in the authority indicator (N-Gain = 0.59) and the discretion indicator (N-Gain = 0.59), the two indicators with the lowest pre-test scores, suggesting the effectiveness of the *role play* session, which directly simulated the application of authority and discretion. This finding is consistent with Supiyandi's research demonstrating that participatory learning methods consistently produce greater improvements in understanding than conventional methods in the context of local government official training (Supiyandi et al., 2022). Diagram 3 below visualizes the comparison of scores by indicator before and after the activity.

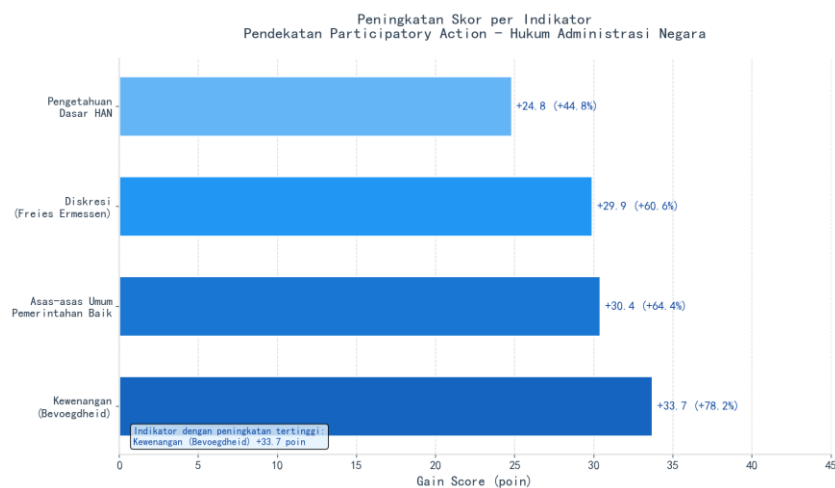


Diagram 3. Improvement in Scores by indicator through the participatory action approach to understanding administrative law

In addition to the foregoing, [Table 6](#) below presents a comparison of pre-test and post-test scores by participants' position level.

Table 6. Comparison of pre-test and post-test scores by position level

No.	Position Level	Pre-Test	Post-Test	Difference	% Improvement	N
1	Structural Officials (Head of <i>Kelurahan</i> , Secretary, Section Chiefs)	56.8	82.3	25.5	44.9%	5
2	Administrative Staff	44.2	76.2	32.0	72.4%	10
	Overall	48.7	78.4	29.7	60.98%	15

Source: Primary data from the community service activity, 2026

Based on [Table 6](#), structural officials obtained a higher pre-test score (56.8) than administrative staff (44.2), whereas administrative staff recorded a larger percentage increase (72.4% versus 44.9%). This pattern suggests that officials with lower baseline understanding derived comparatively greater benefit from the activity. Nevertheless, the higher post-test score among structural officials (82.3) indicates a stronger capacity for legal analysis, which is relevant to their responsibility in administrative decision-making.

Meanwhile, the satisfaction survey results indicated that 93.3 percent of participants regarded the activity as highly beneficial and relevant to their duties. All participants provided a written commitment to apply the material in service practice, particularly the application of AUPB, adherence to the limits of authority, and the proportional exercise of discretion. Several participants initiated a proposal to develop practical Administrative Law-based guidelines as an internal reference for staff. This initiative reflects transformation not only at the cognitive level but also at the affective and conative levels, signaling the formation of authentic legal awareness ([Dwiyanto, 2019](#)). [Diagram 4](#) presents the results of the participant satisfaction survey.

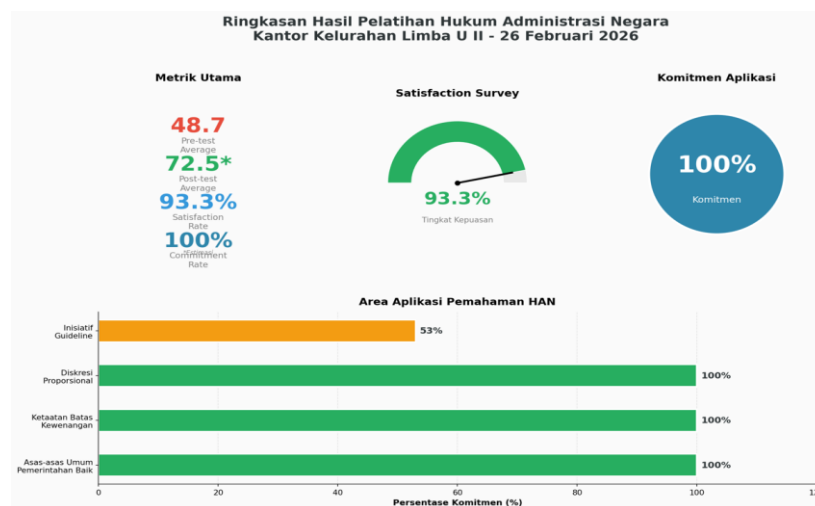


Diagram 4. Results of the satisfaction survey on the implementation of the community service activity

As a follow-up, subsequent service activities should be directed toward three programs: (1) a workshop on developing Standard Operating Procedures (SOPs) based on the AUPB; (2) an administrative law consultation clinic for concrete cases arising at the

kelurahan; and (3) periodic monitoring of the application of discretion and the limits of authority. The service team may also facilitate the drafting of an internal guideline to translate Administrative Law norms into applicable technical policy. Figure 3 present documentation of the activity together with employees of the *Kelurahan Limba U II* Office.



Figure 3. A group photo with students and employees of the Kelurahan Limba U II Office, Gorontalo City

Changes in bureaucratic behavior and the strengthening of an administrative legal culture cannot be achieved through a single training intervention alone, but require ongoing mentoring, reflection, and evaluation. Periodic monitoring helps identify implementation barriers in the field and ensures that participants' commitments are realized in day-to-day administrative practice, thereby fostering a more systematic, accountable, and community-responsive institutional transformation.

CONCLUSION

The community service activity to strengthen understanding of Administrative Law in public service delivery at the Kelurahan Limba U II Office, Gorontalo City, conducted on 26 February 2026, produced two principal and interrelated findings. First, pre-test measurement revealed that officials' understanding of the principles of Administrative Law prior to the activity was low to adequate, with a mean score of 48.7 on a scale of 100. The most pronounced weaknesses were found in the authority (*bevoegdheid*) indicator, with a score of 43.1, and the discretion (*freies Ermessen*) indicator, with a score of 49.3, reflecting a serious gap between the legal competence expected of public service officials and actual conditions in the field. Second, implementation of the participatory action approach, integrating interactive legal counseling, focus group discussion, and case simulation (*role play*), proved effective in producing a descriptively meaningful improvement in officials' understanding. The mean post-test score increased to 78.4, with a difference of 29.7 points (60.98 percent) and a mean N-Gain value of 0.58 (medium category). The improvement was evenly distributed across all indicators and was accompanied by cognitive, affective, and conative transformation, reflected in all participants' commitment to applying the principles of Administrative Law in their daily service practice. As follow-up to this activity, the service team plans three continued mentoring programs. First, a workshop on developing Standard Operating Procedures (SOPs) based on the General Principles of Good Governance (AUPB), aimed at translating

juridical norms into technical operational guidance directly applicable by *kelurahan* staff. Second, the development of an internal guideline for the application of Administrative Law in public service, designed as a practical reference document for all officials in addressing administrative situations requiring the exercise of discretion and consideration of the limits of authority. Third, the conduct of periodic monitoring and evaluation to track the consistency of commitment implementation following the activity, identify barriers encountered in the field, and support the realization of transparent, accountable *kelurahan* governance grounded in the rule of law.

CONFLICTS OF INTEREST

The authors declare that there is no conflict of interest.

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