



THE POLICY OF UTILIZING ONLINE APPLICATIONS SAYANG WARGA AT SURABAYA AS SEEN FROM MAQASID SYARIAH PERSPECTIVE

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ABSTRACT

This study discusses one of the policies implemented by the Surabaya City Government. The policy is the utilizing online application SAYANG WARGA (Surabaya Citizen Service and Assistance System) to collect data on community health conditions. This data collection is real-time or factual, because it involves cadres who come from among the residents themselves. In the context of this research, SAYANG WARGA is not only about the applications, but also about interventions carried out by City Government to follow up on findings. Thus, SAYANG WARGA innovation is discussed using a number of theories: public policy, technological determination, Maqasid Syariah, and the concept of Sustainable Development Goals of United Nation. This study is qualitative research with a literature review approach. Research data comes from books, print and online literature, as well as mass media documentation. The results of this study show; firstly, SAYANG WARGA is a participatory public policy. It involves legislatives members and the public, through social media, to participate in monitoring. Secondly, the City Government policy is done to provide public services, in line with the challenges of the new media era. Thirdly, this policy is general, in accordance with the principles of Maqasid Syariah Al-Ammah, in the aspect of protection for: soul, mind and offspring. These three things are closely related to a person's physical health condition, which is the focus of the policy. Fourthly, SAYANG WARGA is in line with two points of Sustainable Development Goals, such as: Good Health and Well Being; and Sustainable Cities and Communities.

Keywords: Maqasid Syariah, Public Policy, SAYANG WARGA, Surabaya City Government, Technological Determination

INTRODUCTION

In the new media era, humanity is increasingly familiar with the internet. Life can no longer be separated from the presence of this new media. The government and private companies operating in the service sector are trying to provide services based on internet technology to make things easier for the public (Rachman, 2017). Sometimes this creates dependency for humans, especially, if information and communication technology does

not function. On the other hand, this is an opportunity. Governments at the national, regional and local levels must be able to answer this challenge. For example, with technology-based public policies, services for the community can become easier. Optimization of information and communication technology has been carried out by many city governments in the last decade (Kriyantono, 2015). The Surabaya City Government (Pemkot) is one of the pioneers in providing access to public services by utilizing digital applications and the internet (Rachman, 2023). The phenomenon of social change in society as a result of the existence of technology can be explained through the theory of technological determination. The theory of technological determination states that humans will always try to find solutions to all their problems (McLuhan, 1994). One of the technologies currently used to solve problems and make life more effective and efficient is the internet. The government's use of internet technology to fulfill human needs is part of the implementation of public policy. Policy is the government's performance to provide benefits to citizens. Everything the government does or does not do is policy. Policies are inherent in the government (Anderson, 1984). The Surabaya City Government has often issued internet-based policies, including the Health Service which has an “e-Health” website-based application, the Investment and One Stop Integrated Services which has the “Surabaya Single Window”, and there are others. There are also policies that optimize social media, such as those carried out by the Transportation Service and the Library and Archives Service. Generally, social media optimization is carried out as a means of communication and interaction between the government and the public. It cannot be denied, in the current era of new media, the space for text, audio and visual interaction has shifted from direct or offline channels to online mode through various social media platforms (Holmes, 2005).

Public policies should be aligned with the Sustainable Development Goals outlined by the United Nations (United Nation, 2015b). There are seventeen points of Sustainable Development Goals. A public policy must be able to comply with one or more points. The Sustainable Development Goals are an effort to ensure that human civilization in the social, legal, economic and educational fields can be better by 2030. Apart from that, public policy in Indonesia also needs to be in line with the New Urban Agenda or NUA. NUA is a global commitment prepared by 140 countries including Indonesia to realize sustainable urban development (Sustainable Urbanization). In the context of NUA,

Surabaya is one of the urban representations in Indonesia. The global commitment stated in the NUA must be an inspiration for every region throughout the world (Kementerian PUPR, 2017). Contemporary Islamic scholars formulated the concept of maqasid sharia. These are the goals of existing laws or regulations in social life. Whatever is done on earth, it must have the spirit of protecting the religion, life, mind, descendants and property of each individual (Al-Syathibi, 2003). The concept of maqasid Sharia is then detailed in the concept of maqasid sharia al-khassah and al-ammah. Al-Khasah covers specific matters, such as relationships within the family, while al-ammah is public matters. Public policies carried out by the government can be studied through the concept of maqasid sharia *al-ammah*, which a public policy should be in accordance with the objectives of sharia that protect society (Ibnu Asyur, 2001).

This article discusses one of the public policies implemented by the Surabaya Health Service. The policy is an innovation in real-time monitoring of public health data based on an internet application, called SAYANG WARGA (Surabaya Citizen Service and Assistance System). This policy involves "Great Surabaya" cadres going into the field and collecting data at any time on the community's health conditions. In particular, pregnant women, breastfeeding mothers, those with chronic illnesses, and children who have the potential to be malnourished. Cadres upload information in the application. This information can be read directly by Surabaya City Government officers. The hope is that the interventions carried out will be right on target. The theories used in this study are public policy, technological determination, maqasid Sharia, also reinforced by the concept of Sustainable Development Goals. The method used is qualitative with a literature study approach. This study explains how the implementation of this policy in society is seen from an Islamic perspective.

There are several reference studies that are used as references in this study. Among them, research entitled Policy on the Utilization of Social Media Websites, Facebook and YouTube for the Surabaya Library and Archives Service (Rachman & Marijan, 2021). This research has in common with this study is that the research object is in the Surabaya City Government. The difference is, in this study the maqasid sharia theory is also used or there is a review from an Islamic perspective. Another reference research is entitled Indonesian Public Expenditure: An Overview of Maqasid Syariah (Zaimsyah, 2021). This research explains the relationship between public policy and maqasid sharia values. The

two studies above are the basis for this study, with novelty in the form of a correlation between public policy, Sustainable Development Goals, and maqasid sharia, in the context of the social media utilization program at the Surabaya Health Service.

METHODE

This study is qualitative research that describes facts in society in various fields (Hasan, 2002). In the context of this study, the community is the population of the city of Surabaya, while the area studied is the policy implemented by the Surabaya Health Service. The policy in question is about tracking and collecting public health data using the SAYANG WARGA application. The approach used is a literature study that uses library data related to the topic of discussion (Zed, 2008). Topics or themes explored in connection with the use of internet-based applications in the SAYANG WARGA program include; public policy, technological determination, social media, public literacy, Sustainable Development Goals, and maqasid sharia. The literature or references used as references are online or offline. All sources that are processed are then presented according to categorization according to the topic of discussion. The data analysis technique in this qualitative study is by reduction, presentation by categorization, and formulation of conclusions (Miles & Huberman, 1994). The categorization used in this study includes: program profile, Sustainable Development Goals, and Maqasid Syariah. However, in each categorization, other theories and concepts that have been mentioned previously will be touched upon.

RESULTS AND DISCUSSION

Surabaya is one of the big cities in Indonesia. The population is 3,157,126 people and the area is 52,087 hectares, covering 31 sub-districts. As a big city, there are various challenges in the health sector, including related to the health of pregnant women, babies, children, women giving birth, dengue fever, chronic diseases such as tuberculosis, clean and healthy living behavior, and stunted children. The Surabaya City Government (Pemkot) targets that by 2023, this city will achieve the target of zero stunting. The Surabaya City Government needs valid data to be able to provide comprehensive and targeted interventions in the health sector. Based on the background, the Surabaya City Government (Pemkot) initiated the SAYANG WARGA application (Ramadhani & Darmawan, 2023).

This application is a means of integrating all data in Surabaya, so that responses to health problems can be faster and more precise. The target of this innovation is all Surabaya residents without exception. Uploading data is carried out by officers in the sub-district/district and at the same time involves elements of society known as the Great Surabaya Cadres (Kader Surabaya Hebat atau KSH) and the Family Assistance Team. Everything uploaded is real information that can be accounted for and is directly the aspirations of the community (Dinas Komunikasi dan Informatika Kota Surabaya, 2022).

The Mayor of Surabaya issued Decree number 188.45/326/436.1.2/2022 concerning SAYANG WARGA, in which no less than 19 regional officials are required to participate in the success of this program by providing intervention as quickly and as well as possible. Because this is an innovation in the health sector, the leading sector is the Health Service. The Health Service is fully assisted by the Women's Empowerment and Child Protection and Occupation Control and Family Planning Services (DP3APPKB) as the co-leading sector. SAYANG WARGA Application initiative is a continuation of the mandate of Presidential Regulation Number 72 of 2021 concerning the acceleration of stunting reduction, one of the priority activities contained in the National Action Plan for the Acceleration of Stunting Reduction. The acceleration of stunting reduction is also strengthened by Mayor Regulation Number 79 of 2022 concerning the Acceleration of Stunting Reduction in Surabaya (Widyatna & Tukiman, 2023).

The data uploaded includes, among others, the number of stunted toddlers, the number of prospective brides, pregnant women, postpartum and postpartum mothers, babies/young children, stunting rates, residents with chronic diseases (TBC and other diseases that require special assistance), Clean Living Behavior and Healthy, the presence of family medicinal plants or TOGA and Acupressure, Children with Special Needs, family planning services, independent waste processing, fire alert communities and healthy homes. There is also an update on population status based on income, including Low Income Communities. Low-Income Communities need more attention in the fields of health, sanitation and education (through the SAYANG WARGA scholarship).

SAYANG WARGA is used to simplify the process of monitoring residents' health. This application has contributed to reducing stunting in Surabaya. Data from the Ministry of Health's Indonesian Nutritional Status Study (SSGI), the prevalence of stunting rates in Surabaya has decreased significantly. In 2021, the prevalence reached 28.9 percent (in

2020 there were 12,788 children under five, while in 2021 it decreased to 6,722 children under five), in 2022 it will again fall to 4.8 percent (923 children under five). SAYANG WARGA also contributed to the reduction in Maternal Mortality Rate (2020: 57.40 per 100,000 births, 2021: 42.33, 2022: 39.99), Infant Mortality Rate (2020: 4.97 per 1,000 births, 2021: 4.96, 2022: 4.35), positive trend in Free Rate Jentik (2020: 95.90%, 2021: 96.30%, 2022: 97.70%, as well as accelerating the discovery of TB cases (2020: 4151, 2021: 4628, 2022: 8.218). This innovation also supports clean and healthy environmental programs through clean living behavior campaigns and healthy in the community. The number of waste banks, the location of TOGA and acupuncture land, as well as the repair of uninhabitable houses and the provision of latrines increases from year to year. The community is facilitated to make their environment clean. Another positive impact of the existence of the SAYANG WARGA application is that its faster intervention process is carried out. If reports and data collection are carried out manually or have not been integrated with the application, the response will not be as fast or targeted as it is now. Evaluation and monitoring of this innovation is carried out in stages. KSH is supervised by civil worker at the sub-district level, the sub-district is monitored by the Health Office and DP3APPKB, where each officer is supervised by the head of the service. The Mayor of Surabaya can monitor directly and in real time with a special dashboard (Bagian Organisasi Pemkot Surabaya, 2023).

The innovation that has been carried out by the Surabaya Health Service is a phenomenon of technological determination. On the one side, it is no longer possible for society to be separated from the internet. The other one, technology has become part of public policies in society. This phenomenon of technological determination has occurred in all regions of the world, along with the increasing spread of internet technology. This condition ensures that what has been done in Surabaya, in the context of optimizing technology for public services, can be replicated in other areas. Technological determination has made major changes in civilization, not only in cities, but also in villages. New discoveries and innovations that utilize technology have had a major impact on life in various aspects. In turn, it also changes social, political, economic, educational and even cultural values. One aspect or area that is influenced is public policy. The government must be able to formulate appropriate technology to support all public services (Dewi & Lailiyah, 2020).

The city of Surabaya is one of the urban representations in Indonesia. Therefore, the policies implemented here must have linearity with the New Urban Agenda or NUA which was outlined by the 140 countries that took part in the conference in Ecuador in 2016. NUA was declared as a form of sustainable program from the United Nation-Habitat to create livable and sustainable cities. The program launched by the United Nations is a twenty-year conference. The first, held in Vancouver, Canada in 1976, formulated the Vancouver Declaration on Human Settlements. The Habitat II Conference was held in Istanbul, Turkey, in 1996, marked by the publication of the Istanbul Declaration. The aim is to encourage the realization of the universal goal of decent housing for humanity. There was also the Habitat III Conference held in Quito, Ecuador in 2016 and resulted in the NUA agreement. In principle, all conferences have the aspiration to make urban environments comfortable and livable (Kementerian PUPR, 2017).

Sustainable Development Goals

Public policy is all the steps taken or not taken by the government. The government's role is policy. Since being inaugurated, the government has become one with the essence of the policy itself (Dye, 1972). Public policy is an action carried out officially by the government through its existing structures. For example, at the national level, the central government of a country has ministries as its body structure (Anderson, 1984). Public policy has specific goals. The aim is to provide welfare for the wider community. Public policy has three hierarchical levels, namely, policy level, organizational level and operational level (Bromley, 1989). In a democratic country like Indonesia, the policy level is played by the people's representative council as the legislature, while the organizational level is played by the government as the executive. The judiciary is also the supervisor and enforcer of justice for all policies implemented. The judiciary is also tasked with providing sanctions or punishment for parties who violate regulations.

Each level must have a valid institutional arrangement or regulations as a legal basis. This is an administrative order in the bureaucracy. Apart from that, there is also what is usually referred to as pattern interaction, namely the pattern of interaction between policy implementers in the field and the target group. The pattern of interaction will definitely have an impact or outcome from the policy. The result of a policy is the impact it has, whether negative or positive. The impact of a policy becomes a review or

assessment and feedback for the government. In the context of SAYANG WARGA, the policy level is implemented by the Surabaya City Government. Even though in the budget aspect the Surabaya Regional People's Representative Council (DPRD Surabaya) has a central role, in the policy formulation and management process, the Surabaya City Government appears to be dominant. At the organizational and operational level, the Surabaya City Government is also the spearhead. It needs to be emphasized that this kind of spectrum does not mean that the Surabaya City Government, through Surabaya Health Service, is working alone, but full supported by cadres. This is because both the DPRD Surabaya and the judiciary remain integrative supervisors of all actions taken by the government.

A number of experts formulated eleven aspects of a policy, namely: perception/definition, aggregation, organization, representation, agenda setting, formulation, legitimacy, budgeting, implementation, evaluation and adjustment/termination. The eleven aspects are formulated in three main stages, namely, formulation/planning, implementation, and monitoring/evaluation (Tacjhan, 2006). The three stages are intertwined and carried out by the executive. Although, in the supervision aspect, the DPRD Surabaya and judiciary also carry out monitoring. The DPRD Surabaya does have an inherent duty to carry out intensive supervision of activities that use funds from the Surabaya regional budget (APBD). Meanwhile, there are many parties who say that the SAYANG WARGA program run by Surabaya Health Service has had a positive impact. This can be seen from the increase in the number of mothers and children who survive childbirth. Including, the number of malnourished children continues to decline. Tracking of residents suffering from TB is also going better.

The success of a public policy lies in the implementation stage. At this stage, it can be seen whether a policy is accepted by society or not (Van Metter & Van Horn, 1975). A number of public policies stop halfway when implementation is carried out, there is a lot of resistance at the lower level. SAYANG WARGA innovation, especially in the technical optimization digital application, has so far had a good effect on the program as a whole. This program is carried out seriously and is an important concern for Surabaya Health Service. The Surabaya Health Service is synergizing with the Communication and Information Service to ensure that this technology can run well.

Countries in the world resolved seventeen points of the United Nations Sustainable Development Goals (United Nation, 2015a). These goals include; first, No Poverty or breaking the chain of poverty. Assumably, poverty makes humanity unhappy. Second, Zero Hunger or ending hunger on earth. The efforts made do not only feed each other from the rich to the poor. More than that, there must be efforts to make everyone more productive and independent. Third, Good Health and Well-Being or ensuring that people's lives are healthy and prosperous, both physically and mentally. Fourth, Quality Education or quality education. All human beings must be able to receive quality education. The education in question is not only formal, but also non-formal. Education must be inclusive and not exclusive to certain groups or groups. Fifth, Gender Equality or gender equality. In human civilization, women are often considered the second group after men. This kind of thing must be eliminated, by assuming that women and men have equality. Gender justice must be upheld. Sixth, Clean Water and Sanitation or ensuring the availability of clean water and ideal sanitation. Clean water and sanitation are correlated with human health. Human health has a close relationship with quality of life.

The seventh point of the Sustainable Development Goals is Affordable and Clean Energy or ensuring affordability or access to clean energy. It's not energy that actually causes pollution. Eighth, Decent Work and Economic Growth or the presence of jobs and proportional economic growth. People need work with decent wages to be able to achieve a quality life. Ninth, Industry, Innovation and Infrastructure. Society-oriented industry, not aimed at improving the prosperity of certain groups, must be encouraged. The industry can only develop with innovation and adequate infrastructure. Tenth, Reduced Inequalities or strive to reduce social disparities continuously. Eleventh, Sustainable Cities and Communities or realizing the sustainability of cities and the communities within them.

The twelfth goal is Responsible Consumption and Production or creating responsible consumption and production patterns. Don't let people's consumption and production become unhealthy, resulting in less quality of life. Thirteenth, Climate Action or participating in climate change issues. Fourteenth, Life Below Water or maintaining life under water. In other words, the use and management of water resources must be carried out responsibly. Fifteenth, Life on Land or managing resources on land properly and correctly. One of the focuses of this point is carrying out environmentally friendly life activities. Sixteenth is Peace, Justice, and Strong Institutions or realizing a peaceful, just

life and strong civil society institutions. Seventeenth, Partnership for The Goals or the existence of always synergizing and forming partnerships to achieve all development goals.

The digital based policy in the SAYANG WARGA program is aligned with a number of Sustainable Development Goals points. Among other things, in the Good Health and Well-Being, the SAYANG WARGA program gives full attention to the health of mothers, children and the elderly. In particular, protecting children in Surabaya from the threat of stunting. Another point that is in line with this innovation is Sustainable Cities and Communities. The reason is, this program is an answer to the challenges of the times in the new media era. In this way, cities and communities will not become outdated and can live their daily lives sustainably with ease. This policy is also in line with the Life on Land point because the use of technology makes everything paperless. This means that there is an environmentally friendly spirit that is applied.

Maqasid Sharia

Maqasid sharia is a combination term of two words: *maqasid* and *al-syariah*. Maqasid is the plural form of *maqsud*, *qasd*, *maqsid* or *qusud*. Derivation of the verb *qasada-yaqsudu*, which can be interpreted as: towards a goal that is in the middle or not excessive. In essence, sharia is the path outlined by God Almighty as the regulator of human life. In other words, maqasid sharia can be defined as an effort towards the basic path of life in accordance with what has been regulated by Allahuta'ala (Mawardi, 2010). In the context of government, efforts to achieve the goal of a prosperous life are on the spectrum of public policy. Due to its general nature, public policy based on maqasid sharia touches all humans regardless of background, including regardless of the religion they adhere to. In principle, maqasid sharia protects humans, or citizens, in the aspects of: religion, life, mind, lineage and property (Bakri, 1996).

A number of studies have stated that Sharia maqasid which is correlated with government public service policies or strategies can be studied using the concept of *al-ammah*. Maqasid sharia *al-ammah* was popularized by Ibn Asyur, who outlined the relationships that exist in the context of general society. There are four conditions for maqasid sharia *al-ammah*, namely, *al-thubut* (fixed), *al-duhur* (clear), *indibat* (measurable), and *itrad* (authentic). A public policy based on maqasid sharia *al-ammah* must have these four conditions (Ali, 2007). Legal enactment through public policy must

pay attention to the problems or benefits. Where *masalah* can be seen from four aspects, the standing or sustainability of humanity in everyday life; the formation of good relations between fellow humans; fulfilling the needs of life and preventing humans from damage; and the positive implications of an action or public policy. Problems in a law or public policy can be studied through the methods of *tathollu'at* or observation, *tafathanat* or understanding, and *madhahir* or phenomenology (Ibnu Asyur, 2001).

The digital based policy in the SAYANG WARGA program carried out by Surabaya Health Service has *maqasid sharia* values. The program has noble goals, including, protecting human thinking or mind and life. Especially, it is about the human health. This policy is permanent, clear, measurable and authentic. There are many regulations that have become the legal basis for this policy as proof that this program's sustainability is guaranteed. Moreover, this program has been running since 2021 until now, where all activities have been included in the annual budget in Surabaya. Things like this can be ascertained through observation, understanding based on interpretation, and phenomena that occur in the field.

Islamic teachings provide a number of arrangements for implementing public policy. There are at least six aspects that must be considered, including; first, divinity or *ilahiah*. Every activity carried out from the planning, implementation and evaluation stages must rely on religious laws. This cannot be eliminated, especially in a country that believes in the existence of God, such as Indonesia. Second, humanity or *insaniah*. All policies must have a humanitarian orientation. In the language of Pancasila, just and civilized humanity must always be upheld. Third, balance or *tawazun*. Public policy in Indonesia must pay attention to all dimensions. It should not only benefit one party while harming the other party. The principle of proportionality is put forward. Fourth, justice or *al-'adalah*. Public policy should always maintain the spirit of justice based on the principles of divinity, humanity and balance. Fifth, service or *al-khadimah*. Policy formulators are parties who must believe that they are a service or servant of the community. Instead of feeling like a boss or ruler who has the right to do anything. Sixth, example or *uswah al-hasanah*. Policy formulators, such as executives, are usually leaders. In a democratic country, it is elected and financed by the people. It is fitting that he should also be a role model for the community he leads (Sudarsa, 2022).

The digital innovation in the SAYANG WARGA Surabaya program does not violate divine values. No religious teachings were intruded upon. Meanwhile, he has a humanitarian spirit because has aspirations to build civilization in the modern era like today. The use of technology has balance aspects because anyone regardless of background can access the internet network. Moreover, in Surabaya there is equal distribution of WiFi access in each RT/RW. This kind of balance also brings a spirit of justice to provide better public services. What has been done is proof that executives are able to use technological progress as an opportunity and manage it so that it has a positive impact.

CONCLUSION

The policy for tracking and collecting public health data through the SAYANG WARGA application is in accordance with fundamental stages such as planning, implementation and evaluation. This innovation is carried out with full calculation at the planning stage, using Operational Standards and Procedures based on service announcements at the implementation stage, and undergoing multi-level monitoring or evaluation, not only by parties within the Surabaya City Government but also involving the Surabaya DPRD and the community. This policy in the health sector is in line with a number of Sustainable Development Goals points. Judging from the aspect of maqasid sharia al-ammah, this breakthrough has the spirit of Islamic teachings which is oriented towards excellent service for citizens. Creative and innovative executives are one of the ideals of modern Islamic civilization that is ready to respond to the challenges of the times.

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