

**POLICY IMPLEMENTATION “LONTONG KUPANG” ONLINE AND
INTEGRATEDSERVICE ONE GATE SYSTEM
(Study: Department Of Population and Civil Registration Surabaya City)**

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ABSTRACT

Lontong Kupang (Online and Integrated Services Through One Gate System Between *Disdukcapil* Surabaya, Surabaya Religious Court and Ministry of Religion Surabaya). The purpose of this research is to analyze the successful implementation of the *Lontong Kupang* program based on the Theory of Program Implementation Success according to George Edward III which consists of Communication, Disposition, Resources and Bureaucracy Structure. The method used in this study is descriptive qualitative with observation and interview data collection. The research results show that the *Lontong Kupang* Program has been successful and the implementation is good. However, in its implementation there are still several obstacles that hinder the implementation of the program. The inhibiting factors found in this research are the lack of budget availability for program implementation, and the lack of outreach to the community regarding the *Lontong Kupang* service program which results in many people not understanding the requirements or documents that must be brought when registering.

Keywords: *Implementation, Lontong Kupang, dan Integration.*

A. INTRODUCTION

Rapid technological development has broadly impacted several fields. One example can be seen in the current government, namely in public services. Where the conditions of rapid technological development indirectly encourage and, at the same time, demand the government to make changes in the public service sector. The purpose of the change is to accelerate the achievement of the goals of Good Governance.

Public services, in general, is an activity carried out by the government in fulfilling everything that the community wants and needs. In recent years, the government issued a policy to transform governance. Transformation is stipulated in the *Peraturan Presiden Nomor 81 Tahun 2010* concerning Grand Design Bureaucratic Reform 2010-2025. There are eight aspects of change, one of which is

public service. Furthermore, changes can also be seen through the *Perpres No 95 Tahun 2018* concerning Online-Based Government Systems, which based on the mandate of this Presidential Decree, is the starting point for changes to an electronic-based government system.

The *Peraturan Presiden No 95 Tahun 2018* concerning Online-Based Government Systems regulates the technicalities of how SPBE is implemented according to the scope of the government bureaucracy within the central government, institutions, to regional governments. Policies changing the government system to be electronically based are intensively carried out by various parts of the government bureaucracy. One of the examples and simultaneously being the locus study is the Surabaya City Government. Bureaucratic reform has been carried out in government. The city of Surabaya, since 2017, began with the establishment of a public service mall. The legal basis for implementing the Public Service Mall is the *Peraturan Menteri Pendayagunaan Aparatur Negara Reformasi Birokrasi Nomor 23 Tahun 2017* concerning implementing the Public Service Mall.

Then the development was carried out by the Surabaya Government, which changed the public service sector from conventional to electronic-based. One of the product innovations that were carried out, namely, in this case, the author, took the Department of Population and Civil Registration of Surabaya. Where the Surabaya Government, through *Disdukcapil*, innovated by forming a Population Administration Integration Service with the Religious Courts and the Ministry of Religion.

The policy product the authors took in this study was the *Lontong Kupang* Program, an online and integrated service through *the One Gate System* between *Disdukcapil* Surabaya, Surabaya Religious Court, and the Ministry of Religion. The *Lontong Kupang* Service Program is a service for marriage confirmation for married couples whose marriages have yet to be registered by the state. This service program aims to make it easier for residents of Surabaya who want to arrange marriage transitions or register their marital status without going to the office. However, in this case, the community can easily make official reports by coming and simply registering at the district office. Residents can do it online through the available website.

Innovation in public services carried out by the Surabaya Government Until now, it has received many awards as the Most Innovative City in the Award *Innovative Government Award* (IGA) 2021 and other awards. This took the author's interest in studying how successful the implementation of the *Lontong Kupang* program was as one of the policy innovations in public services by the Surabaya Government.

The researcher's interest in studying how the successful implementation of the *Lontong Kupang* Less program is based on principles in a policy implementation related to three things, namely: (i) having goals and objectives, (ii) having activities, and (iii) having results. In this case, more than these three things are needed, considering that implementation is a dynamic activity in which policy implementers carry out an activity so that, in the end, they will get a result that follows the goals or objectives of the policy itself. Thus, in examining how

successful the implementation of the *Lontong Kupang* program was, this study used G. Edward III's theory to analyze the phenomena in implementing this policy program. According to G. Edward III, success in implementation or policy implementation consists of 4 factors, namely; 1) Communication, 2) Resources, 3) Disposition, and 4) Bureaucratic Structure.

B. LITERATURE REVIEW

E-Government

E-government is a mechanism for implementing governance by utilizing technology and information. According to the World Bank: *E-government refers to the use by government agencies of information technologies (such as wide area networks, the internet, and mobile computing) that can transform relations with citizens, businesses, and other arms of government.* Likewise, according to Richardus (2004: 4), it is a new interaction mechanism between the government and the community, and other interested parties involving information technology to improve the quality of ongoing services.

E-Government is an effort to improve the implementation of government through the use of electronic media to improve the quality of public services. With the development of *e- Government*, it is necessary to organize work systems and processes within the government environment through the information technology provided. As Presidential Regulation No. 3 of 2003 concerning National Policy and Strategy for Development *e-government* explains, *the government* is an effort to develop electronic-based governance to improve the quality of public services effectively and efficiently.

Public policy

In general, public policy can be defined as intervention or regulation from the government as the executor of government to solve public problems, which can then create social welfare. Thomas R Dye in Islamy (2009:19) defines public policy as “*whatever government chooses to do or not to do*”. According to Carl Friedrich 1969 in Leo Agustino (2006: 7) which says that policy is a series of actions/ activities proposed by a person, group, or government in an environment, especially where there are obstacles and possibilities where the policy is proposed to help overcome and achieve the intended goal.

Based on the definition of public policy that has been explained above, it can be formulated the elements contained in public policy as submitted by Anderson in Widodo (2010:14), namely a). Policies always have a particular goal, b). Policies contain actions of government officials, c). Policy is what the government does and not what the government intends to do, d). Public policy is positive (regarding government action on a particular problem) and negative (a decision of a government official not to do something), e). Public policy (positive) is always based on specific coercive legal regulations.

Policy Implementation

According to Mulyadi (2015: 12), policy implementation is an action to achieve the goals set in a decision. This action seeks to convert these decisions into operational patterns and achieve big or small changes as previously decided. Meanwhile, according to Udoji (Winarno, 2002), policy implementation is defined

as implementing policies as something important, even far more critical than policy making. This happens because the Policies will be a dream or a good plan stored neatly in a file otherwise implemented.

There are several models of policy implementation on conceptual policy implementation. One example is the theory of the implementation model Edwards III (Arifin 2015: 61) says that in the policy implementation study approach, abstract questions start from how-precondition the success of the public policy, and the second is what are the main obstacles to the success of the public policy. Perspective George Edward on policy implementation can be seen through four variables 1) Communication, 2) Disposition, 3) Resources, and 3) Organizational/implementing Structure.

Communication is very decisive for achieving the goals of a company implementation policy. As a policy that is communicated, it must also be precise, accurate, and consistent so that decision-makers and their implementers will be maximized in carrying out every policy implemented in society. Likewise, the disposition aspect of policy implementers is an essential factor in implementing public policy. Because if you want an effective policy, then the executors understand what will be done and must be able to implement it.

On the other hand, the resource aspect is also a critical factor in achieving the policy implementation objective. In this case, the availability of adequate resources such as human resources, facilities, and infrastructure, and the budget will be an advocator in achieving the policy's objectives. Finally, according to Edward, there must be a clear organizational structure/executor in implementing a policy. A clear structure in a policy implementation will clarify the duties and functions of positions in a policy implementation.

C. RESEARCH METHOD

This research is qualitative research with a descriptive approach. Descriptive research explores and clarifies a phenomenon or social reality by describing a variable related to the problem of the unit under study. In this study, the researcher described how the Online and Integrated Service "*Lontong Kupang*" *One Gate System* program was implemented at the Department of Population and Civil Registration of Surabaya.

Data was obtained from interviews, observation, and documentation about implementing the *Lontong Kupang* Program. This research was conducted in Surabaya's Department of Population and Civil Registry. Primary data was collected from in-depth interviews with implementing informants. Meanwhile, secondary data was collected from the Surabaya *Disdukcapil* profile and the *Lontong Kupang* Program Document.

Finally, after collecting research data, data analysis was carried out. According to Sugiyono, data analysis is the process of searching and systematically compiling data obtained from interviews, field notes, and other materials so that it can be easily understood and the findings can be informed to others.

D. RESULTS AND DISCUSSIONS

Implementation of the *Lontong Kupang* Service Program Integrated and the One Gate System of Surabaya Population and Civil Registration Service

The "*Lontong Kupang*" policy program, one of the Integration Service innovations and One Gate System, collaborates with the Surabaya Population and Civil Registration Service, the Surabaya Religious Court and the Ministry Religion of Surabaya. *Lontong Kupang* Service Program services the people of Surabaya City in managing marriages that have yet to be registered or officially registered at the *KUA* and *Disdukcapil*.

Surabaya citizens can easily register in this *Lontong Kupang* service program by coming directly. Changes made in this program are in the mechanism registration. In this *Lontong Kupang* service program, Surabaya citizens only do one-time process registration without going to the office or other related offices. Apart from that, this program also includes other service programs that can be enjoyed by the people of Surabaya, such as the Mass *ISBAT* Program and the Assistance Program for people with Low Income Community (MBR) status, in which case all costs are free and financed by the Surabaya Social Service.

Lontong Kupang Program was implemented in 2021. The *Lontong Kupang* program is a unit of the *Lontong Duo* program which is a service innovation integrated into public services by the Department of Population and Civil Registry of the City of Surabaya. Until now, the Surabaya government has succeeded in receiving awards and achievements in public service for the innovations that have been carried out. One of them, namely the award the Most Innovative City in the Award *Innovative Government Award* (EACH) 2021. Thus based on several awards and achievements that have been obtained, as in this study, the results of the research on the Implementation of the "*Lontong Kupang*" Program Online and Integrated Services *One Gate System* at the Department of Population and Civil Registration of the City of Surabaya in perspective The successful implementation of G. Edward II as follows.

Communication

Communication within implementation policy programs is needed, with good communication between policymakers, policy implementers and policy objectives. Communication that is created aims to accommodate every interest in a policy, meaning that good communication will determine the course of policy implementation in achieving its goals and objectives.

According to G. Edward, Communication in a Policy Implementation consists of three indicators, namely the transmission dimension, the clarity dimension and the consistency dimension. As in this study, the communication aspects in implementing the *Lontong Kupang* program can be seen as follows.

Transmission

Transmission in implementing a policy program is a process of delivering all aspects of the policy to be implemented. Policy-related information must be submitted with the goals expected to avoid obstacles. On implementation, The *Lontong Kupang* program, based on research results, has shown clear transmission, as can be seen through the mission carried out to create the vision of the Mayor of Surabaya in his administration. The fourth mission, namely "*Strengthening Clean,*

Dynamic and Agile Digital-Based Bureaucratic Transformation to Improve the Quality of Public Services. Through this mission, the Surabaya government's commitment to the SPBE implementation can be seen.

Besides, it can also be seen through coordination as a form coordination implementation framework and division of tasks or job desk in this *Lontong Kupang* service program. The implementation coordination was carried out in preparation for implementing the *Lontong Kupang* service program with the Religious Courts and Ministry Religion of Surabaya. The coordination activities carried out in preparation for program implementation are a good form of transmission by the Department of Population and Civil Registration of Surabaya.

Finally, on the transmission aspect, based on the results of research by the Surabaya government through the Population and Civil Registry Service, this has been done through socialization as a form of communication towards the objectives of implementing the *Lontong Kupang* program. As for socialization, each ward and Surabaya government social media.

Clarity

In implementing a policy program, it is necessary to have clarity regarding the policy program to be implemented. The existence of ambiguity can cause several obstacles in the implementation process, and it can also affect the quality of the implementation of the policy program itself.

Implementation of the *Lontong Kupang* Program based on research results, it is clear what can be achieved from the implementation of the program seen through a Memorandum of Agreement between The Surabaya Government and the Surabaya Religious Affairs Office and the Surabaya Religious Court on Integrated Services Administration Surabaya Population and the *Surat Keputusan Walikota Surabaya No. 188.45/66/436.1.2/2022* concerning the Online and Integrated

Service Implementation Facilitation Team through *Gate System* Between the Department of Population and Civil Registration of the City of Surabaya, the Religious Courts of the City of Surabaya and ministry Surabaya City Religion (*Lontong Kupang*).

Consistency

According to Edward, consistency in program implementation policy is also a determining factor for realising program implementation objectives. Based on the research results on implementing the *Lontong Kupang* program, it has shown good consistency. The consistency can be seen based on the coordination and evaluation carried out by *Disdukcapil* at each activity program event. In addition, consistency can also be seen in training activities for implementers at the sub-district level, which are carried out on an ongoing basis. One example is the Sayang Warga Application Training activity integrated with clamp New Generation for the *Lontong Kupang* Program and Socialization of Integrated Services for Population Administration for the City of Surabaya and Training for Operators of Religious Affairs Offices.

Resource

Resources are one dimension that determines the success of program implementation. According to G. Edward III, the availability of adequate resources will support implementing a policy program.

Human Resources

Human resources in a policy program implementation is one factor that plays a vital role, as the availability of good human resources will facilitate all work in implementing policy programs. In implementing the *Lontong Kupang* program, based on research results, it has shown the availability of adequate human resources. This can be seen in the Decree on Implementing Duo Lontong Service Activities (*Lontong Kupang* and *Lontong Balap*), which consists of State Civil Apparatuses and 92 contract staff. Besides that, the implementation of *Lontong Kupang* was helped by each apparatus on duty at each village in Surabaya.

Budget Resources

According to G Edward I, budget is one factor influencing the successful implementation of policy programs. As well as the availability of a reasonable budget will encourage success in implementing a policy. Based on the research results, in implementing the *Lontong Kupang* program, the budget was from the the *Anggaran Pendapatan dan Belanja Daerah* (APBD). However, based on the author's findings, the available budget has yet to fulfil the need to implement the *Lontong Kupang* program fully. Lack of budget impacts the implementation of mass *ISBAT*, congregations that are often held experience delays due to available budget problems.

Meanwhile, based on the author's analysis, the cause of the postponement of the mass *ISBAT* meeting at the *Lontong Kupang* program was that part of the budget was used for honorarium and expenditure for public service personnel, causing several activities session *ISBAT* in the *Lontong Kupang* program experienced problems in its implementation so that in 2022 *ISBAT* will only be held three times.

Facilities and infrastructure

Edward III in Widodo (2010: 102) states that equipment resources are the means used to operationalize the implementation of a policy, including buildings, land, and facilities, making it easier to provide services in policy implementation. Based on research results, facilities and infrastructure in implementing the *Lontong Kupang* program have been well prepared. The facilities and infrastructure provided consist of computer devices in each village and software and website services integrated duo lontong in which a *Lontong Kupang* program exists.

Authority

In implementing the *Lontong Kupang* program, based on the findings in the research, the Source of Authority can be seen from each duty and function of the agency or institution implementing this program as the authority of the agencies and institutions in the implementation of this program remains in the corridors of each agency or institution. The Department of Population and Civil Registration of the City of Surabaya has the authority to record and collect marriage data and children's origin in this program. Likewise, the authority of the Religious Courts in implementing the *Lontong Kupang* program remains the same under the duties of the Internal Religious Courts, serve, and the related community to carry out the *ISBAT* meeting and the determination of marriage. The same is true for the

authority of the Ministry of Surabaya City Religion. Namely, in this case, the *KUA* remains in the corridor of its duties and authorities, namely in issuing marriage books and marriage book numbers.

Disposition

According to G. Edward, disposition is defined as the attitude or sincerity of policy actors in implementing the policy itself. In another sense, the meaning of this disposition is the attitude of public policy actors seriously so that the goals and objectives of the policy can be realized.

Based on the findings, the attitude of the implementers of the *Lontong Kupang* program has shown a high commitment to its implementation. This can be seen through coordination and evaluation activities carried out on an ongoing basis to continue the *Lontong Kupang* service program. On the other hand, the form of commitment from the implementers of the *Lontong Kupang* service program can be seen from the readiness and the process of implementing the program as evidenced by the receipt of an award as a Service Excellence Predicate Winner (Position Achievement A).

Structure Organization

According to George C. Edward, the organizational structure is the fulcrum of public policy implementation. This happens because a very complex policy will require the cooperation of many parties, so when the bureaucratic structure is not conducive to existing policies, it will cause resources to become ineffective and unmotivated and hinder the implementation of policies.

The research results on implementing the *Lontong Kupang* program have a structured organization and clear executor, as this can be seen through the *Surat Keputusan Walikota Surabaya No. 188.45/66/436.1.2/2022* concerning the Online and Integrated Service Implementation Facilitation Team through *the One Gate System* Between the Department of Population and Civil Registration of Surabaya, the Religious Courts of Surabaya and ministry Religion of Surabaya (*Lontong Kupang*). In addition, implementing the *Lontong Kupang* program also has SOPs. Based on the analysis, the *Lontong Kupang* program only changes the service pattern to be electronic- based and data integration, does not change and reduce the duties and powers of both the Surabaya Population and Civil Registration Service, the Surabaya Religious Court and the Surabaya Religious Ministry.

Achievements of the Successful Implementation of the *Lontong Kupang* Service Program Integrated and the One Gate System of the Surabaya Population and Civil Registration Service

The success of the implementation of the *Lontong Kupang* program can also be seen through the achievements of the program implementation. In contrast, the achievements of implementing the *Lontong Kupang* program can be seen in the implementation of 7 mass *ISBAT* meetings. Apart from that, the process has experienced development where since the beginning of the implementation of *ISBAT* sessions in the *Lontong Kupang* service. It can be seen from the number of participants that has continued to increase. In addition, there was a decrease in the number of declined requests. At the beginning of the implementation, five applications from participants were rejected. Until the seventh session, there was only 1 participant application rejected.

Table: Total Participants of ISBAT in the *Lontong Kupang* Service Program.

NO	Execution of ISBAT	Total Application	Total Application (REJECTED)	Number of participants
1.	The First Isba Meeting	15	5	10
2.	Second ISBAT Meeting	14	5	9
3.	Third ISBAT Meeting	108	3	105
4.	Fourth ISBAT Meeting	30	2	28
5.	Fifth ISBAT Meeting	120	0	120
6.	Sixth ISBAT Meeting	50	2	48
7	The Seventh ISBAT Meeting	75	1	74
Amount		412 Participants	18 Participants	394 Participants

Source: *Disdukcapil* of Surabaya.

On the other hand, the success of implementing the *Lontong Kupang* service program can also be seen based on the Community Satisfaction Index. The last survey conducted by the *Disdukcapil* of Surabaya Civil Service in the 2022 period namely showing a Community Satisfaction Index for the services of the Surabaya Population and Civil Registration Office of 87.36 per cent or with an A Predicate, namely Very Good. This has increased by 1.62 per cent from the community satisfaction index survey results in the 2021 period.

Inhibiting Factors in the Implementation of the *Lontong Kupang* Service Program

The reality is that policy implementation often arises with obstacles in the process. The existence of obstacles in implementing a policy program is one of the cycles in which policy actors can solve problems that occur in implementing a policy program. In the implementation *Lontong Kupang* program, based on the results of observations, the obstacles experienced in its implementation, namely the existence of inadequate budgetary resources and a lack of socialization related to the program, as there are still many public who do not know and understand the *Lontong Kupang* program.

E. CLOSING

Implementation of *Lontong Kupang* Integrated Services Program and *One Gate System* Collaboration Between the Population and Civil Registry Services and the Religious Courts and Ministry Religion of Surabaya one of the innovative products carried out by the Surabaya Government through the Surabaya Population and Civil Registration Service in the Public Servicesector has been successful, and the implementation has been exemplary. However, in practice, several obstacles still hinder the implementation of the *Lontong Kupang* program, namely the need for more budget availability and outreach to the people of Surabaya.

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