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by M.husni Tamrin

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Enhancing Public Service Efficiency through Agile Governance: A Case Study in Surabaya

Irene Yuma Kristina¹, M. Husni Tamrin^{1*}, Ramadhan Pancasilawan²

E-mail: ireneyumak1@gmail.com; m.husnitamrin@hangtuah.ac.id; ramadhan.pancasilawan@mail.unpad.ac.id

¹Program Studi Administrasi Publik, Universitas Hang Tuah, Surabaya

²Program Studi Administrasi Publik, Universitas Padjadjaran, Bandung

*corresponding author

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Abstract

This research analyzes the implementation of Agile Governance principles at the Pakis Subdistrict Office, Surabaya City, to improve public service quality at the Surabaya City Population and Civil Registration Service. The study proposes that Agile Governance can enhance efficiency and increase public service satisfaction. Using a case study approach and qualitative descriptive methods, the research reveals that applying principles such as Good Enough Governance, Human Focused, Based on Quick Wins, and Simple Design and Continuous Refinement has been practical in delivering faster and more efficient services to the community. However, the findings highlight that the human-focused principle is not fully realized. Specifically, while public complaint systems and citizen engagement tools are in place, they do not always receive adequate responses, leading to dissatisfaction among the community. The study concludes that, although Agile Governance has improved overall service efficiency, there is a need to optimize the responsiveness to public complaints to meet community expectations better. It is recommended that further efforts be made to strengthen the complaint-handling mechanisms and ensure timely and effective responses to public feedback.

Keyword: Agile Governance, Public Service, Innovation

1. Introduction

The definition of service is providing rights to the community according to the needs and interests stated and regulated in law (Lohmann, 2015). The services mentioned here have the meaning of a service provided to the community (Ding et al., 2022). The aim of providing services to the community is the government's function as a service provider whose aim is to realize community welfare (Hay, 2018; Yuliarmi et al., 2020). As a service provider, the government must do its best to provide services. In this way, the public can assess whether the government as a service provider is good at providing services or vice versa (Chan et al., 2021; Ruwanika & Maramura, 2024). Every activity carried out by government employees for citizens who have profitable activities constitutes the definition of public service (Ricciardelli, 2017).

According to Republic of Indonesia Law no. 25 of 2009 concerning Public Services, public service is an activity or series of activities that fulfill service needs in accordance with statutory regulations for every citizen and resident regarding goods, services, and/or administrative services provided by public service providers. Population administration services (Admuduk) are an essential public service because their scope is so broad that they cover all residents in Indonesia from birth to death. Improving the quality of public services is a fundamental obligation of the government, which plays a crucial role in fulfilling the public interest of society (Gieske et al., 2020; Jackson, 2020; Lapuente & Van de Walle, 2020). The provision of public services involves two primary actors: the state as the provider and individual citizens as the recipients. Thus, public services reflect the relationship between the



state and its citizens. Increasing public demands have compelled the government to reform public services (Piatak & Jensen, 2024; Waddington et al., 2019).

Consequently, Agile Governance, also known as intelligent, agile, or fast government, has emerged. This concept is defined as an organization's ability to respond swiftly to unexpected changes to meet society's evolving demands and needs (Berlinda Putri et al., 2022; Luna et al., 2020; Qumer, 2007). Agile Governance is particularly relevant in cities like Surabaya, where a growing population, dynamic urban issues, and increasing public expectations demand a more responsive and adaptive government system. However, there needs to be more research focusing on the urgency of implementing Agile Governance in Surabaya despite the clear need for faster, more efficient public services to keep up with the city's rapid growth and evolving urban challenges. This research aims to address this gap by exploring the role of Agile Governance in enhancing the quality of public service delivery, especially in Surabaya's densely populated areas. As one of Indonesia's major urban centers, Surabaya faces several empirical issues, such as the complexity of population administration services and the necessity for innovation to streamline these services for the public. Recent public service complaints highlight delays, procedural complexities, and inefficiencies hindering optimal service delivery. Thus, implementing Agile Governance is essential to address these persistent problems. For example, a survey conducted by the Civil Registration and Population Office (Dukcapil) in 2022 revealed that approximately 30% of service complaints stemmed from delays in issuing vital documents such as identity cards and family certificates. These delays create challenges for residents in accessing other essential services.

Research on the quality of public services in various institutions in Surabaya provides an overview that, although services are generally considered adequate, several aspects still need improvement to maximize community satisfaction. Sylvia Kurnia Firdaus and Teguh Santoso emphasized that the service quality at Puskesmas Kalirungkut is quite reasonable based on the SERVQUAL dimensions. However, there are still areas for improvement regarding timeliness and service speed. This is similar to the findings of Rachman Rahardian at the Special Class I Immigration Office in Surabaya, where long queues and inadequate facilities also hinder community satisfaction—in the context of e-ID card issuance in Rungkut District, Nur Taufiq, Joko Widodo, and Supri Hartono identified complaints regarding the untimely process. However, other aspects, such as service requirements and staff courtesy, were rated positively. Dimas Bayu Andika, Teguh Santoso, and Sukarno found similar issues at the Clinical Pathology Installation of Dr. Soetomo Hospital, where, despite services being provided by SOPs, unfair treatment of patients led to dissatisfaction. Meanwhile, the research conducted by Wahyu Dwi Astuti, Agus Sukristyanto, and Endang Indartuti at UPTSA Surabaya highlighted the need for improved supporting facilities such as parking space and cleanliness to enhance the licensing service experience. Overall, these studies indicate that while service quality in various institutions is quite good, issues such as timeliness, supporting facilities, and fairness in service remain challenges that need to be addressed to enhance overall community satisfaction (Andika et al., 2019; Astuti et al., 2019; Firdaus & Santoso, 2017; Rahardian & Zakariya, 2017; Taufiq et al., 2019)



Agile Governance is a theory that advocates for implementing agile management systems to enhance performance quality (Luna et al., 2020). This concept enables institutions to identify and address issues comprehensively by examining factors such as causes, characteristics, forms, consequences, and root problems within governance. Subsequently, it facilitates exploring available opportunities and applying tactical and strategic methods to address them (Breuer et al., 2023; Koga, 2022). The distinctive feature of agile methods is their ability to provide timely follow-ups and utilize compelling change aspects, allowing the gradual realization of impacts. Fundamentally, the agile concept goes beyond merely developing leaders; it emphasizes the creation of a dynamic, responsive, and intelligent bureaucratic culture (de Borba et al., 2019; Magistretti & Trabucchi, 2024). It involves having competent human resources and designing effective work programs that achieve optimal results swiftly. In the context of public service complaints, the agile concept ensures rapid response to public grievances. It requires that complaint managers are skilled professionals capable of resolving issues effectively and thoroughly, ultimately leading to greater public satisfaction.

In this regard, introducing the KALIMASADA (Kawasan et al.) program in Surabaya reflects an effort to address these challenges through Agile Governance. Initiated in 2021, the KALIMASADA program empowers neighborhood heads (RT) to manage population administration services, effectively bringing public services closer to the community. By reducing administrative barriers and enabling local-level service delivery, this program aims to streamline the process for residents, thereby reducing service delays and increasing overall efficiency. Despite these promising initiatives, the effectiveness of Agile Governance in Surabaya still needs to be explored, especially in terms of how well the system adapts to real-time challenges. This research examines how Agile Governance principles have been implemented in Surabaya, focusing on the KALIMASADA program.

The research will explore the practical impact of Agile Governance on improving service delivery in Surabaya, particularly by evaluating key indicators such as service response times, public satisfaction, and the reduction of procedural bottlenecks. It will also provide empirical data in both narrative and visual form to assess the program's success, including service satisfaction surveys conducted at the Pakis Sub-district Office, which indicate a 25% reduction in service delays since the program's inception. Farhan Rahmawan Halim et al. have also examined the concept of agile governance in their study, "Implementation of Agile Governance Principles Through the PIKOBAR Application in West Java Province." In their research, Halim et al. assert that implementing Agile Governance is expected to enhance governmental responsiveness in addressing various challenges and dynamic environmental conditions (Halim, 2021).

In the context of the Pakis Sub-district Office in Surabaya, the office is tasked by the Surabaya Civil Registration and Population Office (Dukcapil) with executing the KALIMASADA program. This recent innovation allows some administrative services to be submitted through local neighborhood heads (RT), significantly easing the process for residents. The urgency of researching the Agile Governance concept in Surabaya arises from the increasing complexity and demands of public services in rapidly growing urban areas. As Surabaya continues to expand in population and economic activities, the pressure on local government institutions to



provide efficient, responsive, and adaptive services has intensified. Traditional bureaucratic processes, often characterized by rigidity and slow response times, are insufficient to meet the needs of an evolving, digitally connected society. Moreover, recent studies and public feedback indicate persistent service delays and inefficiencies, particularly in population administration, which is critical for accessing various other public services. Without a shift towards more agile, responsive governance models, the gap between public expectations and government performance could widen, undermining public trust and satisfaction. Therefore, this research is crucial in assessing how Agile Governance can serve as a solution to improve service delivery in Surabaya, ensuring the government can adapt to real-time challenges and enhance public welfare.

2. Method

This research adopts a qualitative methodology, which effectively delves into the meanings and values behind social phenomena and offers a broad explanation of issues (Creswell & Creswell, 2018). The study employs a descriptive approach to portray the current situation and conditions relevant to the research problems (Maxwell & Reychold, 2015). Conducted as a case study at the Pakis Sub-district Office in Surabaya, the research utilized both primary and secondary data. Primary data were gathered through in-depth interviews with key informants directly involved in implementing the KALIMASADA program. The informants included officials from the Surabaya Civil Registration and Population Office (Dukcapil), neighborhood heads (RT) handling administrative services, and residents utilizing the program's services. These informants were selected to provide a diverse perspective on how Agile Governance principles are applied in practice, ensuring a thorough understanding of the program's operational context and impact on service delivery. The interviews focused on their experiences, challenges faced, and the effectiveness of the Agile Governance framework in addressing public complaints and improving response times.

Secondary data were obtained from various official documents and reports, including policy documents related to the KALIMASADA program, administrative service records from the Pakis Sub-district Office, and relevant scholarly articles that provide contextual background on Agile Governance and public service innovations in Indonesia (Miles et al., 2014; Yin, 2018). These documents provided a deeper understanding of the program's objectives, procedures, and Surabaya's broader public service landscape. The case study approach provides an in-depth examination of the implementation of Agile Governance principles within a specific organizational context, allowing for a nuanced understanding of how these principles are applied in practice. By focusing on a single site, the research explores the unique challenges and successes experienced by the Pakis Sub-district Office, offering valuable insights into the effectiveness of Agile Governance in improving public service delivery. The combination of primary and secondary data ensures a comprehensive analysis, capturing both the lived experiences of stakeholders and the broader organizational context.

3. Results and Discussion

This study utilizes the four principles of Agile Governance proposed by Luna, Krutchen, and Moura (Luna et al., 2020) as the analytical framework, namely Good Enough Governance, Human Focused, Based on Quick Wins, and Simple Design and Continuous Refinement. These



principles align with the broader theme of Agile Governance, which emphasizes flexibility, responsiveness, and continuous improvement in governance to address the evolving needs of society. The principles by Luna et al. provide a structured approach for assessing the effectiveness of Agile Governance in public service contexts, especially within the Pakis Sub-district Office in Surabaya. This office's implementation of the KALIMASADA program offers a practical case to investigate how these principles can contribute to more agile and efficient public service delivery.

The relationship between Agile Governance and Luna et al.'s framework is evident in their shared goal of optimizing governance processes to ensure that public services are timely and adaptable to changing citizen needs. Luna et al.'s principles serve as a lens through which the agility of governance structures can be evaluated, offering a more concrete assessment method than traditional governance models. This connection is crucial for understanding how Agile Governance can be effectively applied to public administration, particularly in large urban areas like Surabaya, where there is a constant demand for efficient, citizen-centered services.

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1. Good Enough Governance

Good Enough Governance emphasizes adapting governance structures to the organizational context and ensuring services are delivered efficiently and transparently. In the case of the Pakis Sub-district Office, interviews with the sub-coordinator of data management and presentation revealed that the office operates by Surabaya Mayor Regulation No. 73 of 2016, which governs the functions of sub-district offices. The regulatory framework is essential, providing a clear structure within which the office must operate. The office's governance is deemed adequate, particularly in its ability to process population administration services swiftly, often within a 24-hour.

Supporting data from service logs show that the average processing time for applications is 22 hours, which reflects the office's commitment to adhering to the principles of transparency and accountability. This performance is further corroborated by feedback from residents, who report high satisfaction with the office's service delivery. The penalties imposed for staff delays reinforce the accountability aspect of Good Enough Governance, ensuring that public servants are held to performance standards. When compared to similar studies, such as the implementation of e-government in Bandung (Widodo et al., 2021), the results from the Pakis Sub-district Office show a similarly successful application of agile governance principles, particularly in terms of reducing service bottlenecks and increasing transparency. When properly implemented, these comparisons suggest that Good Enough Governance can significantly improve public service delivery.

2. Human Focused

Human-focused governance prioritizes citizen participation and feedback, ensuring that public services are designed around the needs of the people. The Pakis Sub-district Office exemplifies this through its use of digital platforms like Instagram and the WargaKu Surabaya app. The app enables residents to submit complaints and provide feedback, which the office promptly addresses. Data from interviews show that these platforms effectively improve



government and citizens' communication. For instance, residents reported that service delays were quickly resolved after complaints were lodged through the WargaKu app, with an average response time of 6 hours. The office's active engagement with residents, mainly through social media, supports the human-focused principle by fostering a participatory governance model. In comparison to studies on citizen engagement through e-governance platforms in Yogyakarta (Susanto & Amin, 2019), the Pakis Sub-district Office demonstrates a higher level of responsiveness, which may be attributed to the agile governance approach. The use of digital platforms not only streamlines communication but also enables the office to refine its services based on real-time feedback from the public.

The qualitative data from interviews confirm that residents appreciate the office's transparency and responsiveness, aligning with the theoretical framework of human-focused governance. The continued use of these interactive tools suggests a sustainable model for enhancing citizen engagement in public administration.

3. Based on Quick Wins

The "Based on Quick Wins" principle is about achieving short-term successes that can be used as a foundation for further improvements. The Pakis Sub-district Office's deployment of the Klampid New Generation (KNG) website has been pivotal in this regard. The website allows residents to submit administrative requests online, significantly reducing in-person visits and waiting times. Supporting data indicate that 70% of applications are now submitted through the KNG website, and interviews with residents highlight its user-friendly interface and efficiency. This success is a "quick win," reinforcing trust in the office's ability to deliver on its service promises. Furthermore, integrating a chatbot feature on the website improves user experience by providing instant guidance on application procedures. This mirrors the findings from studies on e-government success in Makassar (Rahmawati et al., 2020), where quick, tangible improvements in service delivery led to increased public trust.

The Pakis Sub-district Office's focus on leveraging quick wins through digital platforms has had a lasting impact on service efficiency and citizen satisfaction. This success aligns with the theoretical expectation that agile governance, through quick and visible wins, can build momentum for broader reforms.

4. Simple Design and Continuous Refinement

Simple Design and Continuous Refinement emphasize maintaining a functional, straightforward service delivery model while continually improving processes. At the Pakis Sub-district Office, the layout of the service areas, combined with regular updates to service procedures, facilitates a smooth and efficient workflow. Interviews with staff revealed that the office's physical arrangement, with distinct areas for different services, minimizes disruptions and reduces waiting times. Moreover, continuous refinement is evident in the regular maintenance of digital tools like the KNG website and WargaKu Surabaya app. Staff reported that resident feedback is consistently incorporated into service updates, such as improving the functionality of the online forms. Data show that service complaints have decreased by 15%



since the refinement of these systems, further supporting the principle of Continuous Refinement.

This approach parallels findings from studies on agile service design in Singapore (Tan & Goh, 2021), where simple, user-friendly designs coupled with regular updates led to significant improvements in public service outcomes. The Pakis Sub-district Office's commitment to refining its services, based on both staff and resident feedback, underscores the practical application of agile governance principles.

Discussion

The results of this study demonstrate the successful implementation of Agile Governance principles at the Pakis Sub-district Office, particularly in terms of improving service efficiency, transparency, and citizen satisfaction. The office's adherence to Good Enough Governance, Human Focused, Based on Quick Wins, and Simple Design and Continuous Refinement reflects a structured approach to governance that can respond swiftly to public needs. Compared to similar studies, the results from Surabaya align with the broader literature on agile governance. For instance, the office's use of digital platforms for citizen engagement parallels findings from studies in other Indonesian cities, where e-governance tools have been critical in enhancing public service delivery. The practical implications of these findings suggest that when implemented effectively, agile governance can significantly improve the quality and responsiveness of public services. Additionally, the inclusion of supporting data in the form of service logs, resident feedback, and digital platform usage provides a comprehensive view of how Agile Governance is functioning at the Pakis Sub-district Office. Future studies could further explore the scalability of these principles across different public service sectors in Surabaya, offering insights into the broader applicability of Agile Governance in urban governance.

The practical implementation of Agile Governance principles at the Pakis Sub-district Office demonstrates a close alignment with the theoretical framework proposed by Lana et al. (2020), particularly in the context of Good Enough Governance. This principle stresses that governance should be adapted to fit the organizational context rather than strictly adhering to idealized, often unattainable standards. The findings from this study show that the Pakis Sub-district Office has successfully applied this concept by balancing regulatory compliance with flexibility in service delivery. While the office adheres to the Surabaya Mayor Regulation No. 73 of 2016, it also incorporates agile practices that allow for faster processing of public services, mainly through its 24-hour service mandate. This balance reflects the core idea of Good Enough Governance, which advocates for governance frameworks that are not over-engineered but sufficient to meet local needs effectively. In practice, this demonstrates that a rigid bureaucratic structure can coexist with agile, adaptable service delivery, highlighting the applicability of this theory in real-world governance.

Moreover, the Human Focused principle emphasizes the importance of citizen engagement and responsiveness, which is strongly reflected in the Pakis Sub-district Office's use of digital platforms like Instagram and the WargaKu Surabaya app. This practice aligns



with the theory that effective governance must be transparent and actively involve citizens in decision-making processes [Tamrin et al., 2022]. The feedback loops created by these platforms allow for real-time interaction between residents and the government, making governance more participatory. The swift resolution of complaints through the WargaKu app, with a recorded average response time of 6 hours, shows how agile practices can transform citizen-government interactions. This evidence supports the broader theoretical argument that agile governance enhances inclusiveness and empowers citizens to contribute to the refinement of public services actively. Such responsiveness confirms that when combined with digital tools, human-focused governance fosters a more engaged and satisfied citizenry.

The principle of Based on Quick Wins emphasizes the importance of achieving short-term successes that can serve as foundations for broader improvements. In practice, this principle has been effectively implemented through the deployment of the Klampid New Generation (KNG) website at the Pakis Sub-district Office, which allows for online submissions of administrative requests. Using the KNG website has simplified the application process and dramatically reduced in-person visits and waiting times, a critical quick win in the public service sector. Feedback from residents has been overwhelmingly positive, particularly about the chatbot feature, which enhances clarity and efficiency. These quick wins align with the theoretical perspective that small, rapidly implemented changes can lead to significant long-term governance improvements, fostering trust in public institutions.

Finally, the principle of Simple Design and Continuous Refinement provides a theoretical basis for the ongoing improvements observed at the Pakis Sub-district Office. In line with agile governance theory, the office has adopted a minimalist yet functional layout that facilitates efficient service delivery. The continuous refinement of digital platforms and physical infrastructure, based on staff and resident feedback, further exemplifies this principle. The office's practice of integrating user feedback to refine the KNG website and WargaKu app echoes the theoretical argument that agile systems must be dynamic, with processes that evolve to meet emerging needs. This iterative continuous improvement process is a core aspect of Agile Governance, as it enables the office to maintain high service standards while adapting to changing public expectations. By applying this principle in practice, the office not only enhances operational efficiency but also builds trust and reliability among the residents it serves.

The results from this research show that implementing Agile Governance principles, particularly Good Enough Governance, Human Focused, Based on Quick Wins, and Simple Design and Continuous Refinement, can significantly improve the efficiency, responsiveness, and satisfaction of public service delivery. These findings align with previous studies on agile governance in other Indonesian cities and suggest that the Pakis Sub-district Office's approach could serve as a model for other public administration offices aiming to improve their service delivery processes.



4. Conclusion

This research demonstrates that the Pakis Sub-district Office has successfully applied Agile Governance principles to improve public service delivery. The study's key findings confirm that implementing Good Enough Governance ensures timely and transparent service outcomes, as evidenced by the consistent processing of administrative applications within the 24-hour mandate and adherence to regulatory guidelines. The human-focused approach has significantly enhanced citizen engagement by using digital platforms, such as the WargaKu Surabaya app and the KNG website, which facilitate communication, feedback, and service transactions. One of the most significant findings is the success of Based on Quick Wins, where introducing these digital tools immediately improved service efficiency, with residents reporting high satisfaction levels due to faster and more accessible services. Furthermore, Simple Design and Continuous Refinement have contributed to the office's ability to maintain user-friendly, efficient services through ongoing improvements and streamlined processes, as reflected in staff feedback and observations of the office's physical and digital setups.

The results show that Agile Governance can foster responsive, transparent, and efficient public administration, particularly in urban areas like Surabaya. These findings suggest that other public administration offices could benefit from adopting similar agile frameworks to improve service delivery, adapt to public needs, and ultimately enhance public trust and satisfaction. Integrating these critical principles has proven effective in bridging the gap between traditional governance models and public administration's modern, fast-paced demands.

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