

## Improving Public Services: Exploring Hybrid Population Administration Service Innovations in Malang Regency

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### ABSTRAK

Layanan administrasi kependudukan memegang peranan krusial dan strategis dalam memastikan integritas data kependudukan. Karena itu, ada kebutuhan bagi pemerintah untuk terus memperbaiki dan meningkatkan kualitas layanan ini. Penelitian ini menerapkan metode kualitatif dengan fokus studi kasus untuk mengkaji proses dan implikasi dari program hibrida yang mengintegrasikan elemen pemerintahan dan nilai spiritual, dikenal sebagai "Subuh Keliling Sukseskan Administrasi Kependudukan Terintegrasi (Suling Sakti)". Program ini diinisiasi oleh Dinas Kependudukan dan Pencatatan Sipil di Kabupaten Malang, Jawa Timur. Dalam pengumpulan datanya, penelitian ini menggunakan teknik observasi, dokumentasi, dan wawancara. Proses analisis data terbagi menjadi tiga langkah: kondensasi data, penyajian data, dan penarikan kesimpulan atau verifikasi. Hasil studi menemukan bahwa program "Suling Sakti" dari Dinas Kependudukan dan Pencatatan Sipil yang dilaksanakan pasca sholat Shubuh, memberikan kemudahan akses layanan administrasi kependudukan bagi masyarakat tanpa harus berkunjung ke kantor. Dalam perencanaannya, program ini melalui dua fase kunci: penyusunan agenda dan penyesuaian. Fase implementasi meliputi tiga tahapan: redefinisi, klarifikasi, dan rutinitas, untuk menjamin efektivitas dan keberlanjutan program di masa depan. Rekomendasi dari penelitian ini diarahkan untuk pengembangan program yang lebih komprehensif dan berkelanjutan dalam sektor layanan publik di masa yang akan datang.

### ABSTRACT

Population administration services are in charge as a crucial and strategic agent in ensuring the integrity of population data. In consequence, there is a requirement for the government to continuously improve and enhance the quality of these services. The research applies qualitative methods with a case study focus to examine the process and implications of a hybrid program that integrates government elements and spiritual values, known as *Subuh Keliling Sukseskan Administrasi Kependudukan Terintegrasi (Suling Sakti)*. It was initiated by the Population and Civil Registration Office in Malang, East Java. In collecting data, this research applied observation, documentation, and interview techniques. The data analysis process is divided into three steps: data condensation, data presentation, and conclusion drawing or verification. The result found that the "Suling Sakti" for the Population and Civil Registration Office, which is implemented after Shubuh prayer, provides easy access to population administration services for the community without having to visit the office. In its planning, the program went through two important key phases: agenda setting and adjustment. The implementation phase includes three stages: redefinition, clarification, and routine, to ensure the effectiveness and sustainability of the program in the future. The recommendations from this study are geared towards the development of more comprehensive and sustainable programs in the public service sector in the future.

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## INTRODUCTION

Population administration services have a significant and strategic role in the public and business sectors (Chen et al., 2020). Its presence is required to ensure ownership of valid and accurate population documents, the basis of quality services (Elkesaki et al., 2021). One of the portraits of public services in local government is the Population and Civil Registry Office, which organizes public services in population administration. Population administration can be defined as services related to controlling population documents and data. Population administration services include services for Family Certificate (KK), Identity Cards (KTP), Certificates of Moving Indonesian Citizens (SKPWNI), Birth Certificates, Death Certificates, and Marriage Certificates (Fadilah & Maesaroh., 2020; Triana & Aryani, 2021). This population administration public service is related to bureaucratic reform, which aims to realize governance free from corrupt practices, increase capacity and accountability, and a strong orientation towards improving public services (Sedarmayanti, 2010; Supriyanto et al., 2021). In this context, bureaucratic reform can be seen as a systematic effort to improve governance by making structural and procedural changes. Through bureaucratic reform, the government seeks to improve the efficiency and effectiveness of government agencies' performance to provide better services and meet public expectations (Muharsono et al., 2023; Prasetyo & Saefudin, 2023).

Thus, bureaucratic reform can be a long-term solution to improving governance and public service quality (Anwar et al., 2022). One of the most fundamental public services is population administration, which has a very broad scope, covering the entire population of Indonesia from birth to death (Supriyanto et al., 2022). This makes population administration public services vital for all Indonesian citizens. In addition, the dynamics of population changes over time also affect the complexity of the service (H. Lee & Kim, 2022). Therefore, population administration services become the central point of other service areas, such as education, health, social, and economic services (Oni et al., 2022; Rahmawati & Fatchuriza, 2021). To improve the quality of population administration services, efforts have been made to issue laws and regulations as a policy reference and overcome various problems. UU No. 24/2013 on population administration is the basic reference for population administration service policies, requiring each district/city government to properly carry out population administration affairs (Muharam, 2019; Mujib et al., 2016). However, population administration service agencies experience two types of problems: systems and people. System problems include Information and Communication Technology limitations, such as weak networks and unsynchronized data, limited infrastructure, and long procedures. In addition, the community is experiencing problems, such as the completion of population documents that take too long, convoluted service procedures, and so on. Meanwhile, human problems include less capable Human Resources, behaviors such as extortion, bribery, brokers, and service discrimination, and weak public awareness (Rubalcaba & Peralta, 2022). In addition, global problems after the COVID-19 pandemic also impact population administration services because they cause changes in people's socioeconomic lives and ways of working in Indonesia (Dudau et al., 2021). Therefore, population administration service agencies need to find innovative solutions to improve the quality of public services.

One example of a policy that encourages innovation is implementing a public service innovation competition that awards the best public service innovations so that the population administration service innovation can be used as a model or example for improving population administration services in other areas. Through the competition, the government can seek and find innovative models of civil registration services that can be adopted for service improvement in other areas. Various public service innovations have been carried out in research around the world, such as improvements to governance in improving employee performance (Mogstad et al., 2018; Vickers et al., 2017) or in terms of the voice of user services experienced by the

community c On the other hand, the use of Information and Communication Technology to perform digital services (Sawir et al., 2023; Bertot et al., 2016; Carroll, 2016). In Indonesia, several studies on public services have also been conducted, such as public service innovations from both independent and collective innovations carried out by the government (Fayyadh, 2021; Muharram, 2019; Rahmawati & Fatchuriza, 2021) or quality improvement with a spiritual approach (Mujib et al., 2016). However, research combining technology-based service innovation and a spiritual approach has never been discussed. Therefore, researchers took a position and filled the research gap to analyze the combination of population administration services combined with a spiritual approach as one of the studies. The Population and Civil Registration Office of Malang Regency did this. The innovation provided is the *Subuh Keliling Sukseskan Administrasi Kependudukan Terintegrasi (Suling Sakti)* program.

The innovation of the "Suling Sakti" program to succeed the integrated population administration is in the form of providing services to the community related to population administration, such as family certificate services (KK), identity cards (KTP), birth certificates and death certificates by directly visiting villages in Malang area. Innovation services related to the public sector have been determined in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025. With this program, it is hoped that the Population and Civil Registration Office of Malang Regency can improve the quality of population administration services to the community. Therefore, studying this program to identify innovative models in civil registration services that can be replicated and applied in practice is important. The purpose of this article is to describe the process of the "Suling Sakti" Program run by the Population and Civil Registration Office in Malang Regency as a form of innovation in public services to the community. The program has the potential to be applied in other regions in Indonesia, making it an interesting subject of study. This research is expected to provide useful insights and suggestions for public service institutions to improve the quality of population administration services.

### Literature Review

Public services are an integral part of the structure of government administration, playing a critical role in shaping the dynamics of the relationship between government entities and society (Bharosa et al., 2021; Jenhaug, 2020). The success of public services, which can be measured through effectiveness and efficiency, is a fundamental element in fulfilling citizen requirements and can potentially improve welfare levels. Al-Mansour (2021) in his research, underlines the significance of various aspects, including responsiveness and fairness, as integral components in the design of a high-class and competitive public service system.

In public services, the main role played by the civil registration administration is very significant in providing services related to the population as a whole. In the view of Apriliani et al. (2021), the dimensions of population administration include various elements such as population registration, identity management, and the provision of services related to population data. The successful operation of population administration not only affects the delivery of public services as a whole but also contributes to the formulation of policies that are more informed and responsive to the requirements of society (Férine et al., 2023; Bharosa et al., 2020).

Innovation in services plays a crucial role as a foundation for improving the quality and efficiency of public service delivery. The view of Oni et al. (2022) illustrates that service innovation involves a series of changes, including modifications in design, management

arrangements, and improvements in service delivery methods to be more responsive to the evolution of community needs. This innovative concept goes beyond technological aspects and involves a more holistic approach to improving public service processes and practices.

Therefore, evaluating the effectiveness and efficiency of public service delivery is highly dependent on government performance, becoming a critical parameter in measuring the success of an administrative system (Sudarso et al., 2023; Rubalcaba & Peralta, 2022). Bellò et al. (2018) highlight that government performance measurement not only includes the evaluation of policy outcomes and impacts but also details the efficiency of implementation. In this context, the concept of good governance emphasizes fundamental principles such as accountability, transparency, and participation as key elements that improve overall government performance (Fadilah & Maesaroh., 2020; Triana & Aryani, 2021). These principles are an important foundation in creating a responsive government environment that has integrity and can provide optimal public services.

The "Suling Sakti" program is a government initiative that has attracted attention in the context of public service delivery. While specific literature may be limited, in-depth empirical research can provide insights into the impact and effectiveness of this program. This literature has an important integration between public service, civil registration, service innovation, and government performance. A holistic understanding of the relationships and implications between these concepts can guide the design of policies and best practices to realize quality, responsive, and efficient public services supporting community well-being. This research specifically highlights the novelty of innovation's critical role in public service delivery, emphasizing that innovation not only improves customer satisfaction but also positively impacts the overall effectiveness of public service organizations. Understanding that innovation is not merely the introduction of new technologies but also restructuring and improving service delivery processes, these innovative practices are key in realizing a more adaptive and responsive public service delivery.

## RESEARCH METHODS

This qualitative study applied the case study method to explore the process and meaning of the case under study (Yin, 2016). This research uses descriptive data to measure the phenomenon accurately (Tracy, 2013). This study aims to describe a hybrid program involving government programs and spiritual values called "Subuh Keliling Sukseskan Administrasi Kependudukan Terintegrasi (Suling Sakti)". It is implemented by the Population and Civil Registration Office of Malang Regency located at Jalan Trunojoyo Number 4, Ngadiluwih, Kedungpedaringan, Kepanjen, Malang, East Java. This research focuses on identifying the factors that influence the success of the population administration-management program and how the "Suling Sakti" program can be effectively implemented to support integrated population management. To obtain data, the researcher used a purposive sampling technique to select respondents with expertise in the research field and conduct appropriate sampling (Denzin & Lincoln, 2018). The interview technique used in this study was open-ended questions that were not restricted so that researchers could obtain comprehensive and in-depth information about the "Suling Sakti" program. The main data sources in this study were four pieces of information from employees of the Population and Civil Registration Office of Malang Regency who implemented the program, as well as eight people who used the program. In addition, researchers also used secondary data such as books, journals, and scientific articles related to the research theme to complement the primary data obtained from interviews.

This study collected data through interviews, observation, and documentation methods (Creswell & Creswell, 2018). Observation was done to observe phenomena related to the research objectives directly at Tlogosari Mosque, Tirtoyudo, Malang. The documentation process involved analyzing related documents, including websites, social media, and any other documentation process. Data validity was verified through double-checking by the researcher and colleagues and through triangulation to ensure the accuracy and reliability of the information obtained (Lapan et al., 2012). The data analysis stage in this study included data condensation, data presentation, and conclusion drawing or verification, as Miles et al. (2014) outlined. Data condensation focused on identifying important aspects and patterns relevant to the research objectives and questions. The data were then presented in narrative form, including the results of observations, interviews, and documentation on the "Suling Sakti" program in Malang. The final stage is conclusion drawing, which confirms the research objectives and the results of data analysis. This analysis stage is crucial in qualitative research because it assists process and analyses of data to obtain new findings that explain the phenomenon under study.

## RESULTS AND DISCUSSIONS

### "Suling Sakti" Preparation Process

During the preparation period, the Malang Regency Population and Civil Registration Office has tried to disseminate information and introduce population administration and civil registration services to residents in the program's target villages. They provided information and opened administrative services directly in the village. The office developed an innovative program called "Suling Sakti" to facilitate access to civil registration services for the community. The program applies a "*jemput bola*" approach, allowing services such as the issuance of family certificates (KK), Electronic Identity Cards (KTP-EI), Birth Certificates, and Death Certificates to be provided directly in the village without the need to visit the Population and Civil Registration Office. One officer said:

*The Suling Sakti program is one of the services to facilitate the community to access population data. This program has been planned since last year by the Regent. Only because of the pandemic, this program was stopped and can run again in 2023 (Interview with officers).*

Thanks to "Suling Sakti", Malang Regency residents can access the population administration services they need more easily and efficiently without going to the Dinas office. This program is expected to increase the ease and convenience of the community in utilizing population administration services.

Before starting the "Suling Sakti" program, the Population and Civil Registration Office conducted a socialization phase in the target villages. The section responsible for this socialization is the Data Utilization and Service Innovation Division (PDIL). One officer said:

*The socialization is usually held at least five days before the program starts. the socialization purpose is to inform the community about the 'Suling Sakti' program so that they can prepare all the necessary documents for the activity (Interview with officers).*

The socialization involves many parties from various community elements, including areal officers (RT/RW), village officials, community leaders, *PKK*, *Karang Taruna*, Regional Technical Implementation Units, and others. The planning phase has two main steps: agenda setting and



the customization process. Figure 1 shows the special vehicle used in the innovative "Suling Sakti" program to visit mosques in villages.

**Figure 1.**  
**Operational car to implement the "Suling Sakti" program**



The agenda-setting phase introduces the situation and identifies the community background requirements for program innovation. The "Suling Sakti" program combines government programs and a spiritual approach while still prioritizing the community's requirements in terms of services in obtaining civil registration documents. Agenda setting is prioritized in areas far from urban access; the main target is people far from urban areas. The implementation is carried out after the congregational morning prayer, which is carried out at the mosques that have been scheduled, especially those located far from the city; this is because the area of Malang is very wide, and people who live far from the service center need cost and time to go to the service location. Meanwhile, this matching or adjustment phase ensures the suitability of innovations to be applied according to the circumstances, conditions, and needs of the people in Malang. In innovating population administration services, the Population and Civil Registration Office of Malang sees and considers the situation and problems that often arise in the population administration service process.

The innovative service "Suling Sakti" comes as a breakthrough in public services concerning Malang citizens. This is because most of the programs have been planned and fulfilled by considering the various dimensions that are the basis for implementing the program: the agenda-setting stage and the matching or adjustment phase. Therefore, well-planned programs are beneficial and long-lasting when implemented (Desmarchelier et al., 2020, 2022). In considering planning in preparation, the "Suling Sakti" innovation has provided great opportunities and benefits for the community. The impact is very pronounced and can be felt directly by the community, especially in improving the quality of public service innovation (Rony, 2020; Al-Mansour, 2021). Thus, the innovation planning of the "Suling Sakti" program is evidence of the local government's seriousness in providing better and more effective public services by paying attention to its impact on society (Ehsan et al., 2022; Eldo & Mutiarin, 2019; Gesierich, 2023). Planning will be successful if there is a partnership between cooperation and synergy with the regency government.

#### **Hybrid Program Implementation: Challenges and Sustainability**

The program requires strong support from the Malang government through regulations and recognition for institutions implementing innovative practices. The leadership of the Malang Regency Head is critical to the program's success. The Malang Regency Government understands the needs and conditions of the local community, which is critical in delivering quality public services (Rony et al., 2023). In addition, the potential for this program to be

adopted by other regions is considerable as it does not require third-party partnerships and can be tailored to similar community needs. As an example, "Suling Sakti" can serve as a model for other regions that want to improve the quality of their public services. In summary, the success of the "Suling Sakti" program depends on the strong leadership of Malang chairperson (*Bupati*) and support through regulations and recognition. A promotion is presented in Figure 2 as an overview of the program.

**Figure 2.**  
**Promotion in the social media of the Population and Civil Registration Office**



The program has great potential to be replicated in other areas, and the implementation process involves three important phases: redefinition, clarification, and routinization. Following this framework, agencies can effectively implement innovative public service programs such as "Suling Sakti". Implementing the "Suling Sakti" program involves redefinition, clarification, and routinization.

### **1. Redefinition Stage**

At this stage, the program's objectives are determined, and then the program implementers in the field are identified. The redefinition stage was conducted to adjust the service implementation to the local community's needs (Hardiansyah, 2011). Determined officers from the Population and Civil Registration Office of Malang Regency implemented the program by directly visiting the location to conduct village services. With the service center in the villages, the community's enthusiasm increased for obtaining legal identity documents (Hardyman et al., 2022). The community increasingly realizes the importance of having population documents by conducting "*Jemput Bola*", which can positively influence the work culture at the Malang Regency Population and Civil Registration Office. This means that this program can positively impact recipients of public services and innovation program officers (Leonardi & Not, 2022; Liu & Zhou, 2022). Officers can directly assess the situation and conditions of the community to get population administration services and provide services as much as possible to not disappoint the people who have come.

### **2. Clarification Stage**

The program details are improved and confirmed in the clarification stage, and any ambiguities are corrected. This means that continuous improvement is made in the process, so it is hoped that the program will continue because a good program continues to be improved continuously (Osborne et al., 2020; Pedanik et al., 2022). This clarification process is very useful in the success of the "Suling Sakti" program implemented by the Malang Regency Population and Civil

Registration Office. At this clarification stage, it is carried out to influence innovation. This can be seen from the promotion: According to the officer, "Through the Suling Sakti innovation program, processing population administration data only takes a few minutes." The clarification stage provides changes with the stronger commitment given by employees and more intense communication between employees (Riyadi et al., 2023; Putri & Mutiarin, 2018; Sulistianingsih et al., 2022). So, the clarification stage impacts increasing enthusiasm for providing services to the community.

### **3. Routinization Phase**

In the routinization phase, the program is integrated into the institution's daily operations, and performance metrics are established to ensure its continued success. This phase is conducted to make it a routine part of the organization's service delivery. Since its inception in 2022, the innovative "Suling Sakti" program has undergone many developments. The commitment to continuously develop and improve the program continues to be implemented by the Population and Civil Registration Office of Malang Regency to ensure the success and sustainability of the program. The program innovation has succeeded in integrating the population administration and greatly impacts the community (Wiryanto, 2019; Wulandari et al., 2019). Another effort to continue the program is to continue to evaluate the service every month by displaying a performance matrix so that it can be seen what the shortcomings and obstacles in its implementation are. This evaluation is very important in an organization, especially for the sustainability of a program.

Implementing an innovative program called "Suling Sakti" has significantly impacted the integrated population administration system in Malang Regency. In addition, the program has also succeeded in reducing the backlog of document requests at the Population and Civil Registration Office of Malang Regency. Another positive impact is the increase in the completeness of population documents that can be completed more quickly, making the administrative process more efficient (Țigănașu et al., 2019). The "Suling Sakti" program has also succeeded in raising people's awareness of the importance of having legal identity documents. Along with this increased awareness, the number of civil registration documents in the Malang Regency has also increased significantly. However, although the program has had a positive impact, some obstacles remain. One of the obstacles is that the program implementation time is too early in the morning because it is carried out after the morning prayer, so the community is not used to having services that early. Nevertheless, it is hoped that this program can continue to be improved.

## **CONCLUSIONS**

The "Suling Sakti" program is an initiative of the Population and Civil Registration Office of Malang Regency designed to facilitate community access to population administration services, including the issuance of Family Cards, Electronic Identity Cards, Birth Certificates, and Death Certificates, without the need to visit the Office. In the preparation stage, the program has socialized the community by involving various parties, including RT/RW, Officials party, community leaders, PKK, Karang Taruna, and the Regional Technical Implementation Unit. "Suling Sakti" was carefully designed through agenda setting and customization to ensure that the innovations implemented were in line with the conditions and needs of the people in Malang Regency. The program aims to improve the ease and convenience of accessing population administration services. In its implementation, the program went through three main stages. The first stage is redefinition, where program objectives and targets are set, and stakeholders are identified. In the second stage, clarification, program details are refined and endorsed, and



clarity is provided on any ambiguities. The third stage, routinization, marks the integration of the program into the institution's daily operations, with the establishment of performance metrics to ensure its continued success. These three stages form the framework for effectively implementing "Suling Sakti". Recommendations from this study lead to developing a more prepared program to ensure sustainability in providing public services. To ensure the sustainability and effectiveness of the "Suling Sakti" program, it is important to conduct regular evaluations, involve active community participation in decision-making, utilize reliable information technology, provide adequate training and qualifications for officers, and maintain transparency, accountability, and good collaboration with related parties. Continuous socialization and active monitoring will be key in maintaining the success of this program in facilitating community access to civil registration services in Malang Regency.

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