

Implementation of The "Gemilang" Program in Improving The Quality of Public Services at The Population and Civil Registration Office of Lamongan District

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Abstract

Implementation of the GEMILANG Program in Improving the Quality of Public Services at the Population and Civil Registration Office of Lamongan Regency. Thesis Government Studies Program, Faculty of Social and Political Sciences, Darul Ulum Islamic University Lamongan. This study examines the implementation of the GEMILANG Program in improving the quality of public services at the Population and Civil Registration Office of Lamongan Regency. The purpose of this study was to determine the improvement of the quality of public services at the population and civil registration office of Lamongan district, namely through the GEMILANG program. The type of research used is qualitative with a descriptive approach, namely by describing the research results and analyzing them so that the results are obtained and then concluding them. This research uses data sources derived from scientific journals, book literature, official websites. In this study, researchers used data collection methods with interviews, observations, document archives, and documentation to see the results of research and discussion. The results showed that the GEMILANG Program services can be said to be in accordance with the criteria of Edward George III's theory, namely communication, resources, disposition, and bureaucratic structure. Thus obtaining the result that the GEMILANG Program services carried out by the Population and Civil Registration Office of Lamongan Regency are quite effective, the implementation is beneficial for the community and the organization and the GEMILANG program will be carried out continuously.

Keywords: Implementation, Gemilang Program, Public Services.

Introduction

This research entitled Implementation of the Gemilang Program in Improving the Quality of Public Services at the Population and Civil Registration Office of Lamongan Regency was written by researchers with the aim of knowing the improvement in the quality of public services carried out by local governments, in this case carried out by the Dispendukcakil of Lamongan Regency in implementing the GEMILANG Program.

Public services as regulated in Law Number 25 of 2009 concerning Public Services in Article (1) Paragraph (1) are activities in the context of fulfilling service needs in accordance with statutory regulations for every citizen and resident for goods, services and or administrative services provided by public administrators. It is further emphasized in Article (7) that service standards are benchmarks used as guidelines for service delivery and reference for assessing service quality as an obligation and promise of public organizers to the community in the context of quality, fast, affordable and measurable services. The description of the law above provides confirmation that the government is obliged to provide

services as well as possible to the community as service recipients, according to community needs.

Public services are a strategic point in building good governance practices that have become a necessity for the government and an ideal for the Indonesian people. Good governance is the implementation of solid and responsible development management that is in line with the principles of democracy and efficient markets, avoiding the possibility of misallocation and investment, and preventing corruption both politically and administratively, implementing budget discipline and creating a legal and political framework for the growth of business activities.

The concept of good governance arises because of dissatisfaction with the performance of the government, which has been trusted as the organizer of public affairs. Expect the government to be able to implement good governance, namely effective, efficient, transparent, accountable and responsible governance. Effective means that the implementation is right on target in accordance with the established strategic planning, efficient means that the implementation is carried out in an efficient and efficient manner,

transparent means that all policies carried out by state administrators are open, everyone can conduct direct supervision so that they can provide an assessment of their performance. Accountable means that government organizers can be held accountable for the policies set, as well as accountable for their performance to all citizens.

The implementation of good governance basically requires the involvement of all components of stakeholders, both within the bureaucracy and in the community, close to the community and in providing services must be in accordance with the needs of the community. The essence of good governance is characterized by the implementation of good public services, this is in line with the essence of decentralization and regional autonomy policies aimed at providing flexibility to regions to regulate and manage local communities and improve public services.

Local governments in the practice of governance, development and public services must also be accompanied by the application of the principles of good governance and must be synergistic with the central government. In relation to regional autonomy, the principle of good

governance in practice is to apply the principles of good governance in every policy-making and decision-making and actions taken by the local government bureaucracy in carrying out public service functions, including in carrying out public services, the principles of good governance are needed.

Long-winded service procedures, time and price uncertainties that cause services to be difficult to reach reasonably by the community. The existence of good governance, which has been hailed, is in fact still a dream and is only limited to jargon. A revolution in every field must be carried out. Transparency may be one solution, but it is not enough to achieve good governance.

The United Nations Development Programme (UNDP) explains that there are four main elements or principles that can describe public administration characterized by good governance, namely accountability, transparency, openness and the rule of law. This is also very important because the key to creating good public services for the entire community is to apply the principles of good governance.

It appears that problems in public services, especially population

administration, often arise because the Population and Civil Registration Office (DUKCAPIL) of the lamongan district is directly related to all communities in providing public services: starting from Electronic Identity Cards (e-KTP), family cards (KK), birth certificates, death certificates, marriage certificates and other population papers. Therefore, the Lamongan Regency Population and Civil Registration Office (DUKCAPIL) must be able to implement the principles of good governance.

Overcoming these conditions requires efforts to improve the quality of public service delivery on an ongoing basis in order to realize excellent public services, because public services are the main function of government that is provided as well as possible by public officials. One of the government's efforts is to implement the principles of good governance, which is expected to fulfill excellent service to the community. The realization of quality public services is one of the characteristics of good governance.

The government is required to be proactive in population and civil registration events. The government must be active in providing population administration services. For example, the

government must visit residents to record any changes to their population status. The real form of the government's active role in providing public services, especially population services, is one of them through a program formed by the population administration management agency in the Regency or City with the aim of finding out and recording every important event related to the population of citizens in order to create an effective and efficient government.

The institution authorized to manage population administration in Lamongan Regency is the Lamongan Regency Population and Civil Registration Office. The duties of the Lamongan District Population and Civil Registration Office include handling matters ranging from births, deaths, residence permits for migrants, making identity cards, making family cards, and making birth certificates.

As a regional apparatus organization that deals with population administration documents, the Lamongan District Population and Civil Registration Office strives to provide the best, easy and fast services to the entire community in all types of services, both population services and civil registration services.

The Lamongan District Population and Civil Registration Office is one of the government agencies that organizes public services in the form of services, namely related to Population Identity. Population identity is important because it can help create accurate population data to support development programs. In order to improve the quality of public services, the Lamongan Regency Population and Civil Registration Office made a breakthrough or created a new program by implementing a ball pick-up, namely the Direct Population Identity Management Movement program or abbreviated as "GEMILANG".

At the beginning of the GEMILANG program, in 2016, the GEMILANG program focused on providing population document management services such as printing / recording e-KTP, printing KK or making and renewing KK, as well as printing birth certificates and death certificates. However, over time, starting in 2018 the GEMILANG program only took care of recording and printing e-KTP and printing or making and renewing KK. This is because it makes it easier for officers to do their job.

The program was created because it expects an increase in the quality of

public services and the population is more enthusiastic in order to complete the processing of population identity. Seeing the government's efforts to improve service quality through the GEMILANG Program, researchers are interested in conducting research on the Implementation of the GEMILANG Program in Improving the Quality of Public Services at the Population and Civil Registration Office of Lamongan Regency.

Research Methods

This research is a type of qualitative research with a descriptive approach method. Qualitative research is a scientific approach that reveals certain social situations by describing reality correctly, formed by words based on relevant data analysis collection techniques obtained from natural situations. The reason for using a descriptive approach is because the purpose of descriptive research is to make descriptions, pictures or paintings systematically, factually and accurately about the facts, characteristics and relationships between the phenomena being investigated.

This research focuses on the implementation of gemilang in improving the quality of public services.

Then this research collects all types of data that can help answer all the questions contained in this research more comprehensively and deeply. Based on this description, the results of this study will contain a description of the Implementation of Gemilang in Improving the Quality of Public Services at the Population and Civil Registration Office of Lamongan Regency.

Implementation of the GEMILANG program at the Lamongan District.

The GEMILANG program is an innovation program of the Lamongan Regency Population and Civil Registration Office in providing services in the form of population document management. The service program is a birth certificate, death certificate, e-KTP record, e-KTP print, and KK management program. This program is expected to increase the coverage of ownership of population documents in Lamongan Regency and is expected to be a solution to all the problems that existed in previous population document services. This is in accordance with the explanation of Mrs. EH as the Head of Population Registration Services stated that:

“Dengan adanya tuntutan untuk melakukan upaya

peningkatan dalam kepemilikan dokumen kependudukan serta berangkat dari berbagai masalah pelayanan maka kami membuat sebuah program. Program tersebut diberinama Program GEMILANG. Program ini pada awalnya tidak mempunyai dasar hukum mbak, dasar hukum yang dipakai adalah Undang-Undang Nomor 24 Tahun 2013 Tentang Administrasi Kependudukan perubahan dari Undang-Undang Nomor 23 Tahun 2006 Tentang Administrasi Kependudukan. Akan tetapi pada tahun 2018 terbitlah Permendagri Nomor 19 Tahun 2018 Tentang Peningkatan Kualitas Pelayanan Administrasi Kependudukan, jadi peraturan tersebut juga dijadikan dasar dalam pelaksanaan Program GEMILANG.”

Based on this interview, it can be understood that the initiator of the GEMILANG Program is the Dispendukcapil of Lamongan Regency. The program is expected to make it easier for the community to take care of population documents so that this can increase ownership of population documents in the community. The program is also expected to improve the quality of services by Dispendukcapil in the eyes of the community.

From the results of interviews conducted by researchers, it can be seen that the GEMILANG Program is based on Law Number 24 of 2013 concerning Population Administration which is an

amendment to Law Number 23 of 2006 and Permendagri Number 19 of 2018 concerning Improving the Quality of Population Administration Services. The GEMILANG program is a program that provides services in managing population documents in 27 sub-districts in Lamongan Regency. This is based on an explanation from Mrs. EH as the Head of Population Registration stated that:

“Program GEMILANG itu ada sejak tahun 2016 mbak. Program ini merupakan program yang memberikan pelayanan dalam mengurus dokumen kependudukan yang dilakukan di 27 kecamatan di Kabupaten Lamongan. Jadi melalui program ini kami sangat berharap bisa memudahkan masyarakat dalam mengurus dokumen kependudukan secara cepat dan efektif. Tapi untuk tahun 2018, program GEMILANG hanya melayani rekam e-KTP, cetak e-KTP dan pembuatan KK. Karena untuk memudahkan petugas dalam memberikan pelayanan mengurus dokumen kependudukan. Untuk Akta kelahiran dan kematian ada program baru yang kami beri nama Jebol Akta.”

Based on the results of the interview, it can be seen that the program has existed since 2016 which was implemented in 27 sub-districts in Lamongan Regency. But for 2018, the GEMILANG program only serves e-KTP recording, eKTP printing and KK making.

This is because it makes it easier for officers to provide services for managing occupational documents. For birth and death certificates, the Lamongan District Dispendukcapil issued a new program called Jebol Akta.

The GEMILANG program is a program that provides services in the field of Population Administration, namely services in managing population documents. The GEMILANG program itself has the aim of making it easier for the community to take care of population documents. This is based on an explanation from Mrs. EH as the Head of Population Registration stated that:

“Program ini bertujuan untuk memudahkan masyarakat dalam mengurus dokumen kependudukan, meningkatkan kepemilikan dokumen kependudukan, peningkatan ketersediaan dan kualitas data, serta keakuratan data. pelaksanaannya yaitu dengan kami melakukan jemput bola ke masyarakat agar masyarakat tidak jauh-jauh mengurus dokumen kependudukan ke Kantor Dispendukcapil Kabupaten Lamongan.”

Based on the interview conducted by the researcher above, it can be understood that the GEMILANG Program aims to facilitate the community in taking care of population documents and so that people who are located far from

the Lamongan District Dispendukcapil Office do not need to come to the Lamongan District Dispendukcapil Office.

As stated earlier in the presentation of the research focus data, this research uses George Edward III's program implementation model with the aim of knowing the implementation process of the GEMILANG Program in Lamongan Regency. The process includes 4 elements, namely; first communication, second resources, third disposition and the fourth is the bureaucratic structure. The four elements are as follows:

- Communication

Communication concerns how policies are communicated by implementers. Program implementation will run effectively if program implementers know what to do so that the goals and objectives of the program can be achieved as expected. This concerns the process of delivering information, the clarity of information and the consistency of the information conveyed. So it can be concluded that good communication is needed in program implementation so that program implementation can run effectively.

The implementation of the GEMILANG program is carried out in sub-districts in Lamongan Regency. In its implementation in one year it is carried out 3 to 4 times. In the beginning, this program was only implemented in the sub-district, but now this program can be implemented anywhere depending on the request from the Head of the Sub-District.

As in general, the implementation of a program is carried out through the preparation stage first. Notification of the implementation of this program was carried out by socializing the program to the Head of the Sub-District. The Head of Sub-District then conveyed the program to all Village Heads in Lamongan Regency, then the Village Head conveyed it to the Hamlet Head, then the Hamlet Head conveyed it to the community.

- Resources

Resources are important in implementing policies. Indicators in resources include sufficient staff (quantity and quality), sufficient tasks and authority to carry out responsibilities and facilities used in implementation. Even though the goals, objectives, and content of the policy have been communicated clearly and consistently if the implementor lacks the

resources for implementation, implementation will not run effectively and efficiently. Without resources, policies are not realized to provide solutions to problems in the community and efforts to provide services to the community.

The implementation of the GEMILANG Program is not only from the Lamongan Regency Dispendukcapil, but consists of several parties. These parties are the 27 sub-districts in Lamongan Regency, among others: Kedungpring, Babat, Pucuk, Sekaran, Lamongan, Deket, Tikung, Sugio, Maduran, Sarirejo, Kembangbahu, Mantup, Sambeng, Ngimbang, Bluluk, Sukorame, Modo, Brondong, Paciran, Solokuro, Laren, Karanggeneng, Kalitengah, Turi, Karangbinangun, and Glagah sub-districts.

The quality and quantity must be balanced. The determination to become a program implementer is carried out by taking human resources from each field in the Lamongan Regency Dispendukcapil who have expertise in providing good services regarding the services to be provided such as providing services in population management.

The implementers who are assigned to the field are taken one to two people from each field at the Lamongan District Dispendukcapil. The implementers are tasked with providing services according to their expertise. So that in its implementation, the implementers can convey the purpose of the GEMILANG Program properly and correctly to the users, namely providing good services regarding the management of population documents.

Based on the results of these interviews, it can be understood that offline registration officers and online operators in 27 sub-districts in Lamongan Regency are only two to three people because each officer deployed has good quality and already understands their respective jobdesk. Resource indicators in implementing the program also include tasks and authority, authority is important and necessary. With clear authority, it is in accordance with what has been determined. This will make it easier for implementers to do their job well.

- Disposition

Disposition is the character and characteristics possessed by the implementor, such as commitment, honesty, democratic nature. If the

implementor has a good disposition, they will automatically carry out the policy well as desired by the policy maker.

competencies or characteristics that must be possessed by the implementers of the GEMILANG Program in Lamongan Regency. Based on what has been mentioned above, it can be seen that the quality of human resources in the implementation of the GEMILANG Program is overall good. However, there are still some shortcomings, one of which is the constraints of officers who cannot go to the field according to the predetermined schedule due to other matters that must be completed at the office. So that this causes duplicate tasks carried out by registration officers or online operators.

- Bureaucratic Structure

Bureaucratic structure has a very important role. One aspect of the organizational structure is the existence of standard operating procedures (SOPs), which are guidelines for each implementer in action. An organizational structure that is too long tends to weaken supervision and create a red-tape, which is a complicated and complex bureaucracy, and this causes inflexible organizational activities.

Effective mechanisms or procedures (SOPs) are needed to reduce convoluted matters that require a long process. Mechanisms or procedures must be clear because they are used as a reference for a program. With the SOP, the program implementation process becomes more structured.

The SOP in implementing the GEMILANG program is needed to facilitate the implementation of the program so that it is not convoluted and does not require a long process. In the SOP, there are things such as technical implementation, duties and authority of implementers, program objectives and activity outputs. The GEMILANG Program SOP makes it easier for internal (implementers) and external (community) parties to implement the program.

Based on the results of these interviews and based on the results of the research that has been carried out, it can be seen that although in practice there is still often a time delay, the program implementers consider that the SOP greatly facilitates the implementation of the GEMILANG Program.

Supporting and Inhibiting Factors for the Implementation of the GEMILANG Program

The implementation process of the GEMILANG Program is influenced by supporting factors and inhibiting factors in achieving the goals that have been set. An implementation process is a very complicated and complex process. The complexity of the implementation process can lead to supporters and inhibitors of the implementation process itself. There are at least 6 (six) factors that determine the success or failure of a program or policy implementation process, namely:

1. Policy quality
2. Policy input adequacy
3. The accuracy of the instruments used to achieve policy objectives
4. Implementing capacity (organizational structure, HR support, coordination, supervision, and so on)
5. Characteristics and support of target groups
6. Geographical, social, economic, and political environmental conditions.

Based on some of the above opinions, it can be concluded that there

are 2 (two) factors that influence the success and failure of a program or policy implementation, namely internal factors and external factors. Internal factors consist of policy quality, adequate resources, organizational characteristics, communication, coordination and so on. While external factors consist of geographical, social, economic, and political conditions where the implementation is carried out.

- Supporting Factors

Supporting factors in the successful implementation of the GEMILANG Program in Lamongan Regency are divided into 2, namely internal supporting factors and external supporting factors. These are as follows:

Internal supporting factors

- a. Clear legal basis

A program that is implemented must have a legal basis. The legal basis is a place to stand and as a reference for a program in its implementation. Based on the results of the research conducted by the researcher, it can be seen that the main legal basis of the GEMILANG program is a clear legal basis.

the main legal basis for the GEMILANG program of the Population

and Civil Registration Office of Lamongan Regency is the

and Civil Registration of Lamongan Regency is Law Number 24 of 2013 concerning Population Administration, an amendment to Law Number 23 of 2006 concerning Population Administration.

Other supporting legal bases are Law Number 25 of 2009 concerning Public Services, Government Regulation Number 96 of 2012 concerning Law Number 25 of 2009 concerning Public Services, and Permendagri Number 18 of 2018 concerning Improving the Quality of Administrative Services.

Implementation is a process to achieve predetermined goals, in the process involving the government and the private sector or individuals and groups. So, in the implementation of the GEMILANG program, the Population and Civil Registration Office of Lamongan Regency has a clear legal basis.

b. Implementer support and commitment

Each implementer of the GEMILANG program has been given their respective duties and responsibilities in accordance with the assigned tasks. Each implementer must work in accordance

with their main duties and must coordinate with each other.

Based on the results of the interview, it can be seen that the program implementers are highly committed to the success of the GEMILANG program.

2) External supporting factors

a. Increasingly complex community needs

There are six factors that influence the success of a program implementation, one of which is the characteristics and support of the target group. Based on the results of research conducted by researchers, it can be seen that the implementation of the GEMILANG program in Lamongan district is supported by the increasingly complex needs of the community regarding the services provided by the bureaucracy.

The Dispendukcapil of Lamongan Regency made a breakthrough in the service program for making population documents aimed at the people of Lamongan Regency. With this program, the community can save time, energy and money because in managing population documents, the community does not need to come to the Lamongan

District Dispendukcapil office but the Dispendukcapil comes to the community in the sub-district.

Inhibiting Factors

Inhibiting factors are obstacles faced during the implementation of the GEMILANG Program. The inhibiting factors in the implementation of the GEMILANG Program consist of internal and external factors. These are as follows:

- 1) Internal factors
 - a. Limited number of implementing staff

The limited number of Dispendukcapil staff involved in the implementation of the GEMILANG Program has led to a decline in performance by officers.

This is due to other obligations that must be completed by officers whose names are already listed in the schedule.

- 2) External factors
 - a. Lack of public awareness of having legal identity documents.

The low interest of the population to take care of population documents is due to the lack of public awareness of the

importance of having population documents.

Based on the results of these interviews, it can be seen that the inhibiting factor in the implementation of the GEMILANG Program is the lack of public awareness of legal identity documents.

Reflection

The implementation of the GEMILANG Program in Lamongan Regency has been running for 7 years. The implementation of the program has existed since 2016, the program provides services in managing population documents such as e-KTP, Family Cards (KK), birth certificates and death certificates in 27 sub-districts in Lamongan Regency.

In 2018, the GEMILANG Program only focuses on one service, namely population registration services in the form of providing e-KTP and KK making services. During this period, it can be seen that the implementation of the GEMILANG program in Lamongan Regency has been running well even though it is not perfect.

This research looks at the implementation process of the GEMILANG Program in Lamongan

Regency using Edward George III's implementation model theory, which is reviewed from 4 elements, namely communication, resources, disposition and bureaucratic structure.

1. Communication carried out by the implementor has been carried out well and in accordance with existing theory because before the implementor goes to the field in implementing the GEMILANG program, information has been carried out clearly and in detail so that program implementation can run effectively.

2. Resources, including human resources, tasks and authorities, and facilities have been carried out well and in accordance with existing theories. The success of these resources can be seen from the number of staff that is sufficient, the implementers are familiar with their duties and authorities. In addition, in terms of facilities, it also affects the success of resources, in the implementation of this gemilang program, the facilities or infrastructure are adequate.

3. Disposition, the GEMILANG program in terms of disposition has been carried out well and in accordance with existing theory. The success of this disposition can be seen from the level of commitment and honesty of the

implementers in implementing the gemilang program, which is evidenced by the fact that there has never been any extortion by the implementers. In addition, the democratic level of the implementors in the implementation of the gemilang program is good, as evidenced by the fact that there has never been any injustice in the implementation of the program.

4. Bureaucratic structure, in the implementation of the gemilang program there is a clear SOP so that it facilitates the implementation of the program so that it is not complicated and does not require a long process.

In the process of implementing the GEMILANG program in Lamongan Regency, there are supporting factors and inhibiting factors that affect the success of a program in achieving its stated objectives. Supporting factors in the implementation of the GEMILANG program in Lamongan Regency consist of two factors, namely internal factors and external factors. Internal factors consist of a clear legal basis, as well as support and commitment from program implementers. Meanwhile, external supporting factors include the increasingly complex needs of the community. The inhibiting factors in the

implementation of the GEMILANG program are the limited number of implementing staff and the lack of public awareness of population documents.

Based on the results of the research that has been conducted by researchers, the researchers propose several suggestions as material for consideration for parties related to the GEMILANG Program in Lamongan Regency, these suggestions are as follows:

1. For the gemilang program officers
 - a. It is necessary to select and add staff from the Dispendukcapil who are involved in the implementation of the GEMILANG program. So that there are no staff who duplicate tasks.
 - b. There needs to be socialization about the importance of ownership of legal identity documents because there is still low public awareness of ownership of legal identity documents.

2. For future researchers

Researchers realize that there are still many shortcomings in this study. Researchers hope that the next research can further examine and study the application and effectiveness of the GEMILANG Program at the Population

and Civil Registration Office in improving the quality of public services.

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Wawancara :

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