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Implementation of Agile Governance in Public Administration: A Case Study of Integrated Population Queue System in Bandung Regency

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Abstract: This study aims to analyse the application of Agile Governance in the Integrated Population Queue System service at the Population and Civil Registry Office of Bandung Regency, specifically through the use of the SAKEDAP application. Since the beginning of 2021, online services have been the main innovation in digitalising population administration services. However, the implementation of this system still faces challenges, especially the Q-Ban restriction that only accommodates 150 queues per day from 4,000 applicants. To overcome these obstacles, strategies such as expanding public information channels, recruiting information technology specialists, and strengthening the capacity of digital systems are needed. The research used a qualitative approach through participatory observation, in-depth interviews, and document analysis, to examine Agile Governance, namely Good Enough Governance, Business Driven, Human Focused, Quick Wins, The application of the Systematic and Adaptive Approach and Simple Design and Continuous Refinement. Beyond that, one additional dimension was found, namely responsiveness as a crucial element in supporting fast and transparent services. Responsiveness is interpreted as the ability of agencies to provide responsive assistance with clear information, thus strengthening the successful implementation of Agile Governance in digital public services that are inclusive and adaptive to community needs.

Keywords: Agile Governance, Digital Transformation, Integrated Queue System, Public Administration Services.

INTRODUCTION

In today's rapidly evolving environment, governance remains a central pillar in responding to, managing, and making decisions related to environmental change. It plays a strategic role in strengthening and sustaining national competitiveness. Governance reflects a country's capacity to direct and coordinate its internal elements (Bloom, 1991). During the 1990s, integrated quality assurance systems that were initially implemented in business organizations began to be applied to public institutions through the concept of bureaucratic

entrepreneurship. This shift was widely discussed in the literature of that era, notably by Osborne and Gaebler (1993) in their book *Entrepreneurship of Bureaucracy*.

Agile governance holds significant relevance within the realm of public administration, especially in today's dynamic era. This concept is essential for cultivating an effective, efficient, responsive, and adaptable bureaucracy—one that is driven by professionalism and integrity in the pursuit of good and clean governance. Agile governance refers to society's capacity to sense, adapt, and respond swiftly and sustainably to environmental changes, achieved through a synergistic integration of agile and governance capabilities. This enables the delivery of public sector value more rapidly, effectively, and cost-efficiently, particularly in bureaucratic processes. (Luna, A. J. H. de O et al., 2015).

Bandung Regency is one of the administrative regions in West Java, and in 2023, it ranked as the second most populous regency in the province. The population was recorded at 3,770,991 people, with an annual growth rate of 1.28% (Source: Department of Population and Civil Registration, 2023). As the population continues to increase each year, the demand for population administration services will inevitably rise, becoming an essential public need for the residents of Bandung Regency. The strong integrity and commitment of the Bandung Regency government to deliver high-quality services necessitate alternative solutions that can support administration officers in public institutions. Given the consistent population growth, the need for reliable and accessible administrative services in Bandung Regency will only continue to intensify.

The demographic issues frequently encountered in Bandung Regency regarding the management of population documents, as perceived by the community, are hindered by the impression of complexity, requiring a long time which is considered a waste of time for busy individuals and those living far from the Population and Civil Registration Office. Additionally, there is the challenge of accommodating population services with the number of residents in Bandung Regency spread across 31 sub-districts and 280 villages/urban villages. The Population and Civil Registration Office of Bandung Regency is a regional device organization tasked with providing population administration services in the Bandung Regency area. With the advancement of Information and Communication Technology, at the beginning of 2021, population administration services in Bandung Regency have been supported by service innovations realized through an online service system, namely the presence of the SAKEDAP application (Integrated Population Service System). The presence of this application has become a benchmark for the capability of the Population and Civil Registration Office of Bandung Regency in utilizing Information and Communication Technology.

As a fulfillment of the Agile Governance principle to adapt to a dynamic environment. Presidential Regulation No. 95 of 2018 on the Digital-Based Government System (SPBE) and Bandung Regent Regulation No. 69 of 2021 on the Implementation of the Electronic-Based Government System. The integrated SPBE of Bandung Regency is an inseparable part of the Smart City development concept, which requires the involvement of all stakeholders in Bandung Regency in the development and provision of information and communication technology-based systems.

The SAKEDAP application is a web-based application that serves as a bridge between the government and the community in accessing population administration services before the data is input into the Population Administration Information System (SIK). Furthermore, this application also enables the public to track the status of their submitted services, print civil registry documents independently, and facilitate other services. The SAKEDAP application can be accessed through the website <http://sakedap.bandungkab.go.id/> and the application on the Play Store and App Store.

After running for 1 (one) year starting from May 2022, the SAKEDAP application was transformed into the Integrated Public Queue System Service. For now, the SAKEDAP

application only serves online queues because population administration services have reverted to conventional methods where the public still has to meet face-to-face with service officers, but first, they must obtain a queue number through the new SAKEDAP application. However, in reality, many people are still unaware of the change in the function of the population administration service application through the queue system. This is due to the community's limited access to the SAKEDAP application. In the implementation of the old version of the application, the Population and Civil Registration Office of Bandung Regency could serve around 300 applicants in one day. However, in the implementation of the new version of the SAKEDAP application, the service queue is limited to only 150 queues in one day, while the number of applicants wanting to use the SAKEDAP application can reach 4,000 applicants per day. Due to the limitation of services through the queue system to 150 queues in one day, 1,782 people in Bandung Regency have complained about the flood of rating and review features for the SAKEDAP application on the Play Store, giving it a one-star rating due to poor server performance.

METHOD

This research uses a qualitative approach. Qualitative research according to Creswell (2019: 29) and Miles and Huberman (1992) which emphasises a holistic understanding of social phenomena through in-depth and participatory exploration. Meanwhile, Meloeng (2015) Qualitative research does not rely on statistical principles, but focuses on the analysis of meaning, behaviour, and human experience in a natural context. To strengthen the validity and reliability of the results, this research integrates triangulation methods (Sugiyono: 2017), namely in-depth interviews, participatory observation, and document analysis. This approach allows researchers to explore the dynamics of Agile governance in public services in a reflective and contextualised way. Data collection techniques refer to Creswell's ideas, which highlight the importance of interviews and observation as the main sources of information. Data analysis was conducted based on Miles and Huberman's interactive model, with stages including data reduction, data presentation, and conclusion drawing-which took place in a cyclical and continuous manner. Researchers also apply data validity checking mechanisms through validity (triangulation), reliability (inter-researcher consistency), and objectivity (data confirmability) tests. The unit of analysis in this research is the application of Agile Governance in the integrated population queue system service at Disdukcapil Bandung Regency, focusing on how the principles of Agile governance are adapted in digital technology-based public service systems (Halim, et al: 2021).

RESULTS AND DISCUSSION

RESULTS

The results of the study can conclude that Agile Governance in Integrated Population Queue System Services at the Population and Civil Registry Office of Bandung Regency in its implementation specifically in the integrated population queue system (SAKEDAP) in Bandung Regency revealed significant insights, both regarding strengths and areas that need improvement. Initial observations showed that while the system aims to introduce a streamlined and efficient digital service mechanism, there are still challenges that limit its optimal impact. Issues identified included a lack of public socialisation regarding the transition to the new SAKEDAP system, limited daily service quotas due to technical limitations, and server issues that led to user dissatisfaction.

Feedback from the public, particularly through digital platforms such as app ratings, highlighted common complaints regarding limited access to service queues, long waiting times, and server performance failures. This suggests that the existing technological infrastructure and

communication strategies are inadequate to meet the growing administrative needs of the population.

The discussion also highlights the importance of agile principles such as rapid adaptation and systematic refinement. Agile governance implementation requires not only technology investment, but also effective collaboration with technology experts and integration of adaptive feedback mechanisms. This can be addressed through more comprehensive public communication, expansion of digital literacy initiatives, and investment. Server capacity can improve the resilience and efficiency of the system, making it more aligned with agile governance principles and public service expectations.

Thus, it can be concluded, there are still inhibiting factors in its implementation, including: There are still many people who are not responsive to the use of the application, poor coordination with the private sector as indicated by the locking of the database so that the Population and Civil Registry Office of Bandung Regency has difficulty regaining its database, limited availability of KTP blanks, blind spots or locations that are difficult to reach, and no signal or network that supports the use of the SAKEDAP application.

DISCUSSION

Good Enough Governance

The application of Good Enough Governance principles in the integrated public service SAKEDAP by the Population and Civil Registration Office of Bandung Regency shows an approach that emphasises efficiency and achieving adequate results without wasting resources. In the aspect of integrated access to public services, the agency has made various socialisation efforts such as social media, banners, leaflets, and visits to sub-districts. However, field findings show that some people still have not received initial information about the use of the SAKEDAP application, and some only found out about it when they came directly to the service office. This indicates the need to improve communication strategies that better reach community groups that have not been exposed to digital technology. Meanwhile, in terms of service transparency, Disdukcapil has provided various information channels, including Instagram, WhatsApp, and a live chat feature on the website, as well as direct information on the SAKEDAP application regarding service flow, requirements, queue size, and policy changes. Quick responses to policy dynamics and openness to public enquiries are positive indicators of transparency in services. Although there are still delays in receiving information by certain users, overall the Good Enough Governance approach in the integrated population queuing system shows a fairly good level of effectiveness and adaptiveness, while indicating room for improvement in reaching community groups in a more inclusive and sustainable manner.

Business Driven

Business Driven in Agile Governance emphasises that all service decisions and actions must be aligned with the needs, vision, mission and strategy of the institution. At the Population and Civil Registration Office of Bandung Regency, this principle is reflected in two main aspects. Firstly, in terms of cooperation in developing the SAKEDAP application, the agency did not involve the private sector directly due to considerations of population data security. Instead, it collaborates with the Office of Communication and Informatics to ensure database integrity and protection. Although previously it had partnered with JNT Express for document delivery during the pandemic, currently the partnership is limited to PT Pos Indonesia as a fellow government agency. Secondly, in terms of public service satisfaction surveys, the Office utilises various digital channels such as review columns in the Play Store, social media comments, and WhatsApp to accommodate public criticism and input. Direct responses are also provided by service officers in the office, enabling service adjustments based on

community feedback. However, challenges still exist related to limited human resources and the low digital literacy of the community, especially in mastering email, which is part of the application registration process. Overall, the implementation of Business Driven principles demonstrates a commitment to efficiency, accountability, and adaptation of public services based on the real needs of the community.

Human Focused

The application of the Human Focused principle in the Agile Governance framework by the Population and Civil Registration Office of Bandung Regency aims to ensure that service programmes and policies are truly designed based on the real needs of the community. The focus on people as the centre of innovation and improvement is reflected in the transition of the SAKEDAP application from an online service during the pandemic to an integrated population queuing system that is more relevant to current conditions. Initially, SAKEDAP targeted Covid-19-affected communities with limited mobility, allowing them to access administrative services without having to come to the office. As the pandemic ended, the target of the service shifted to people taking care of population documents, especially ID cards. However, there are challenges in public understanding of the new procedures, particularly the queue booking mechanism which is only open on Saturdays and Sundays for the next week. Many people do not understand this system, leading to the perception that the application cannot be used, even though the quota has run out due to unscheduled access. Although various information channels such as WhatsApp, face-to-face meetings in sub-districts, and public service malls have been activated, the socialisation process still needs strengthening. This shows that although the programme has been tailored to the service target, the digital literacy and procedural understanding aspects of the community need to continue to be considered so that the Human Focused principle truly produces inclusive and effective services.

Based on Quick Wins

The application of the Based on Quick Wins principle in the Agile Governance framework by the Population and Civil Registration Office of Bandung Regency focuses on achieving quick and tangible results in the implementation of population administration services through the SAKEDAP application. The aspect of service timeliness is an important indicator, where KTP making is sought to be completed within one working day in accordance with the SOP. However, obstacles such as incomplete documents, changes in mobile phone numbers, and a lack of public understanding of the notification system connected to email hamper what should be a fast process. Although the Disdukcapil has tried its best to overcome these obstacles, its effectiveness is still limited. On the other hand, the cost of services shows a very positive implementation of the Quick Wins principle. All population administration services, including services through the SAKEDAP application, are provided free of charge to the community. This decision not only eases the financial burden on the public, but also strengthens the integrity of public services by reducing the potential for illegal levies. This free service policy is a tangible manifestation of efficiency and increased accessibility, while building public trust in the agency. Overall, the implementation of the Based On Quick Wins principle shows a commitment to the provision of fast, cheap, and useful services, although improvements are still needed in technical aspects and digital literacy to optimise service completion times.

Systematic and Adaptive Approach

The application of the Systematic and Adaptive Approach principle in the integrated population queue system service by the Population and Civil Registration Office of Bandung Regency shows a structured and responsive effort in dealing with the dynamics of community

needs. Systematically, the agency has established service procedures through channels such as WhatsApp, e-Lapor, and face-to-face. However, the effectiveness of the response still faces obstacles due to the high volume of public messages and limited capacity to respond quickly. In the adaptive aspect, Disdukcapil has shown agility in transforming from document delivery services during the pandemic to an online queuing system through the SAKEDAP application. This change continues to be developed, including the planned integration into the Bedas Digital Service (BDS) application. However, external challenges such as low digital literacy and community resistance to the new system are the main obstacles. Some people still have difficulty understanding how the application works or are reluctant to move away from long-established manual practices. Although the agency is internally adaptive to technological developments, the process of providing understanding and assistance to the community needs to be strengthened so that digital transformation in public services is more inclusive, efficient and effective.

Simple Design and Continuous Refinement

The application of the principles of Simple Design and Continuous Refinement in the integrated civil registration queue system at Disdukcapil Bandung Regency demonstrates a commitment to simplicity of design and continuous improvement. Simple design is reflected in the SAKEDAP application that prioritises core features, facilitating community access and service efficiency. Although technology-based, simplification efforts still take into account the digital limitations of the community, such as skills in using the application and the devices they own.

Refinement was conducted systematically through the collection of user complaints and inputs, which formed the basis for the development of the Bedas Digital Service (BDS) application - an advanced version of SAKEDAP. This process involves active socialisation to the community and internal system maintenance such as improving notifications, data security, and adding features according to user needs. Version changes are carried out annually, indicating a regular evaluation cycle that is adaptive to the times and public aspirations.

However, the affordability and availability of services, such as ID card blanks, are still dependent on central policy. This affects service stability, especially when demand is high. The Disdukcapil team overcame this with transparency of information on the app and realistic scheduling of services to ensure that the community is not disappointed. This principle also demonstrates the active role of service officers in translating community needs into system development, showing that the practice of Agile Governance is not just a technology, but a participatory and responsive process that lives in the daily life of public services.

Based on the results of the study, researchers found other factors besides Good Enough Governance, Business Driven, Human Focused, Based On Quick Wins, Systematic and Adaptive Approach, Simple Design and Continuous Responsiveness, namely the Responsiveness factor. Responsiveness is aimed at helping and providing fast (responsive) service to customers with clear information. The Responsiveness factor can support the successful implementation of Agile Governance. This reflection underscores the need for continuous improvement, cross-sector collaboration, and a more resilient digital platform that not only serves direct administrative functions but is also capable of being scaled up to effectively handle future demands.

CONCLUSION

Based on the results of the analysis and observations made in the field, it can be concluded that the application of Agile Governance in the integrated population queuing system service at the Population and Civil Registration Office of Bandung Regency has not yet

reached the optimal level. Although this approach has been designed based on the Agile Governance theory with the six main principles proposed by Luna, Kruchten, and Moura (2015), namely Good Enough Governance, Business Driven, Human Focused, Based On Quick Wins, Systematic and Adaptive Approach, and Simple Design and Continuous Refinement, its application still encounters various technical and social obstacles.

In terms of Good Enough Governance, access to integrated services has not been maximised due to socialisation strategies that have not reached all levels of society. The Business Driven principle is quite good, as seen from the orientation towards service effectiveness and policy adaptation as needed. However, Human Focused is still not optimal because many people do not understand the queue booking procedure in the SAKEDAP application properly. In the principle of Based On Quick Wins, the timeliness of services has not been fully achieved due to various technical and communication constraints. Systematic and Adaptive Approach also faces challenges, especially in responding to public complaints quickly and effectively due to digital notification barriers. Meanwhile, Simple Design and Continuous Refinement have been running quite well, with easy access and regular system improvements.

As a strengthening step, the Population and Civil Registration Office of Bandung Regency has developed through the launch of the Bedas Digital Service (BDS) application which includes 11-15 online population services. Although the online queue still uses the same pattern as the SAKEDAP application, this effort shows the agency's commitment to improving the quality and flexibility of digital-based services in a gradual and sustainable manner.

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