

Collaborative Governance in The Lontong Kupang Program of The Surabaya City Government

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Abstract. The Lontong Kupang Program is an integrated online service, a one-gate system between the Surabaya Population and Civil Registry Office, the Surabaya Religious Court, and the Surabaya Ministry of Religion. One of the services available in Lontong Kupang is the Mass Marriage Confirmation, which is part of the public service innovation. This program still requires further collaboration so that this program runs optimally. The purpose of this study was to analyze and describe in depth Collaborative Governance in the Lontong Kupang Program of the Surabaya City Government. This type of research is descriptive qualitative. Determination of informants through purposive sampling and snowball sampling. Data collection techniques are observation, interviews, and documentation. Collaborative governance is analyzed using the theory of Ansel & Gash (2008). The results of the study indicate that 1.) The initial conditions of the program begin with adequate readiness, including shared understanding, resources, and collaborative encouragement. 2.) The institutional design is quite structured with the participation of various parties and MoUs between government agencies, but there are weaknesses in the rules for collaboration with non-governmental institutions. 3.) The leadership of the head of the Surabaya City Population and Civil Registry Office has been effective in facilitating communication and coordination. 4.) The collaborative process shows positive results, although socialization and target achievement still need to be improved for more optimal results. So it can be concluded that collaborative governance in the Lontong Kupang Program has been running well, but further optimization is needed.

Keywords: Public Service; Collaboration; Lontong Kupang

Received:13-11-2025 **Revised:**27-11-2025 **Accepted:**20-12-2025

INTRODUCTION

Public services are regulated by Law Number 25 of 2009 concerning Public Services. This law defines public services as "an activity or series of activities aimed at fulfilling service needs in accordance with laws and regulations for every citizen and resident regarding goods, services, and/or administrative services provided by public service providers" (BPK RI, 2009). Rapid technological advances have significantly impacted various sectors, including public services. This development indirectly encourages the government to transform the delivery of public services. These changes aim to accelerate the realization of the principles of Good Governance (Choirunnisa et al., 2023). Through the implementation of Good Governance, it is hoped that the quality of public services provided by the government will be faster, easier, and more efficient, while increasing public satisfaction.

Improving the quality of public services aims to build public trust in the government's capabilities in providing optimal services. By establishing this trust, it is hoped that public welfare

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Publik (Jurnal Ilmu Administrasi) | Vol. 14 (2), 2025 | 435

will increase, and public service improvement mechanisms will operate sustainably and effectively. (Devika Lydia & Wibawani, 2023). The government itself has undertaken various initiatives, including improving service regulations to speed up and simplify processes, and improving the human resource capabilities of service personnel. However, these improvement initiatives have not fully met public expectations (Rizky et al., 2025).

With the increasing demand for innovation across various regions, several major cities in Indonesia have begun adopting the smart city concept. This concept utilizes information and communication technology to manage various public services in an integrated manner. Examples include the use of sensors and applications for traffic monitoring, the provision of online services, and the implementation of a one-stop shop system. One city that has implemented smart city innovations in its public services is Surabaya (Surabaya.go.id, 2023).

Surabaya is a city located in the province of East Java, the farthest point on the island of Java. This city has developed rapidly and has become one of the areas with a high population density. According to the 2024 Surabaya City Statistics Agency (BPS) report, Surabaya's land area was recorded at 374.36 square kilometers, with a population of 3,009,286 in 2023. In the same year, the city's population growth rate reached 0.42 percent. Meanwhile, the population density in 2023 was recorded at 8,958 people per square kilometer (Central Statistics Agency, 2024).

The large population of Surabaya requires the government to provide fast, easy, and efficient public services to ensure that every citizen receives satisfactory service. Surabaya City itself had 299 public service innovations in 2023 across various service aspects, aimed at making services faster, easier, and more integrated. These innovations are outlined in Surabaya Mayoral Regulation Number 136 of 2023 concerning the List of Regional Innovations.

Residents of Surabaya City have an undeniable need for a wide variety of public services. Population administration services are one of the services required by residents of Surabaya. According to Law No. 24 of 2013, Amendment to Law No. 23 of 2006 concerning Population Administration, Population administration is "a series of activities to organize and regulate the issuance of Population documents and data through Population Registration, Civil Registration, management of Population Administration information, and utilization of the results for public services and development in other sectors" (Kemenhan.go.id, 2013).

The government is principally obligated to provide protection and recognition for the determination of personal and legal status from population events and important events of Indonesian citizens, both those residing within and outside the territory of the Republic of

Indonesia. This obligation is part of the effort to realize orderly population administration nationally (Kemenhan.go.id, 2013). Based on the above, the Director General of Civil Registration at the Ministry of Home Affairs issued Circular Letter Number: 472.2/15145/DUKCAPIL. This circular contains guidelines for listing marital status on family cards marked as registered and unregistered.

Table 1. Number of Unregistered Marriages in Surabaya City

Unregistered Marriage in Surabaya	
Year	Number of people)
2021	868
2022	738
2023	501
2024	438
Amount	2545

Source: Surabaya City Population and Civil Registration Office

The table 1 shows the number of unregistered marriages in Surabaya City from 2021 to 2024. This figure is quite significant: 2,545 Surabaya residents examined by the Surabaya City Population and Civil Registration Office did not have marriage certificates due to unregistered marriages. In response to this situation, the Surabaya City Government, through the Surabaya City Population and Civil Registration Office, launched an innovative mass marriage registration service called the Lontong Kupang Program.

The Lontong Kupang Program is an Integrated Online One-Gate System involving the Surabaya City Population and Civil Registration Office, the Surabaya Religious Court, the Surabaya City Ministry of Religious Affairs, and non-governmental organizations. The legal basis for this regional innovation is Surabaya Mayoral Regulation Number 136 of 2023 concerning the Regional Innovation List, which aims to improve the performance of regional government administration, foster and develop a culture of innovation within the regional government, and foster collaboration between regional agencies in the context of innovation development. (Mayor of Surabaya, 2023)

People using this service can manage their marriage processes more effectively and in a more integrated manner. One feature of the Lontong Kupang Program is mass Isbat Nikah (marriage confirmation). Upon successful application, applicants register for the Lontong Kupang service and request a hearing for marriages that are not yet registered with the Religious Affairs Office or the Population and Civil Registration Office. After registration, applicants submit the

required documents. This innovation allows the entire process to be completed in less than one day (Surabaya.go.id, 2022).

The implementation of the Lontong Kupang Program in Surabaya is driven by collaboration between the government, the private sector, and the community. This multi-stakeholder synergy illustrates the dynamics of modern governance, which emphasizes the collaborative role of various actors in the management process. This current governance model emerged from a critique of traditional government systems that position the state as a sole power. In contrast, the contemporary approach emphasizes collaboration between sectors—government, the private sector, and the community—to achieve governance and sustainable development, while increasing community participation in decision-making and program implementation. (Apriliyani, 2022).

Governance is related to the importance of stakeholder participation in the decision-making process, given the challenges and problems posed by the complexity of decision-making and its implementation. Collaborative Governance, on the other hand, is a management method that involves external stakeholders in government, emphasizing consensus and deliberation during the decision-making process for the formulation or implementation of public policies and programs (Ansel and Gash, 2008).

Observations revealed shortcomings in the collaboration process between the Surabaya City Government and the private sector involved, namely the lack of a written cooperation agreement as the basic rules governing the relationship between the two parties. This lack of a written agreement can create ambiguity in the division of roles and responsibilities and in coordination mechanisms. This can lead to miscommunication and inconsistencies in program implementation, affecting the effectiveness and willingness of the collaboration.

Previous research by Rendy Fadila Ajiputra et al., entitled "Implementation of the Online Lontong Kupang Policy and Integrated One-Stop Service System (Study: Surabaya City Population and Civil Registration Office)." The research findings indicate that several obstacles remain in implementing the Lontong Kupang program, including limited budget resources and insufficient program outreach to the community. However, the researchers in this article recommend that closer collaboration between various stakeholders, including government agencies, civil society organizations, and the private sector, is needed to support program implementation. This collaboration can create greater synergy in providing services to the community.

This research develops an analysis of the Lontong Kupang Program policy implementation that goes beyond identifying obstacles, such as budget limitations and suboptimal outreach, as revealed in the study by Rendy Fadila Ajiputra et al., but also constructs a more comprehensive conceptualization and operational approach to strengthening collaborative governance. This research emphasizes the urgency of establishing an institutionalized collaboration model among stakeholders, developing a structured and sustainable cross-sectoral coordination mechanism, and formulating an optimal strategy.

METHODS

The type of research used in this study is descriptive qualitative. The focus of this study is Collaborative Governance from Ansel & Gash (2008), with indicators, namely 1). Initial Conditions, 2). Institutional Design 3). Leadership, 4). Collaborative Process. The technique for selecting informants in this study used purposive and snowball sampling. Data collection techniques include interviews, observation, and documentation. The data analysis technique used is the interactive model from Miles & Hubberman (2014), namely data collection, data condensation, data presentation, and concluding. Data validity testing in this study used data triangulation techniques.

RESULTS AND DISCUSSION

The findings of this study, based on Ansel & Gash's (2008) Collaborative Governance theory, are as follows:

Initial Conditions:

The initial conditions for the Lontong Kupang program collaboration are clear. These conditions begin with stakeholders having limited influence/power, necessitating collaboration. Stakeholders also possess resources, both human and facility resources, to support the collaboration. Furthermore, stakeholders have a good understanding of the Lontong Kupang Program. Furthermore, there is a brief history of past collaboration between the Surabaya City Population and Civil Registration Office (Disdukcapil) and the Surabaya City Religious Court. However, no collaboration with the Surabaya City Ministry of Religious Affairs or the Surabaya Mui Community is available.

Furthermore, the government's motivation for collaboration is to ensure orderly population administration. This is due to the continued presence of residents whose marital status is still unregistered. On the other hand, the private sector's motivation is to provide a platform for new makeup artists to train and to offer residents a unique experience by performing makeup at a real

wedding. From the above, it is clear that there are issues that must be addressed and encourage collaboration in the Lontong Kupang Program.

Institutional Design

The institutional design of the Lontong Kupang Program has demonstrated a fairly robust structure, with participation from government and non-governmental organizations. In addition, a forum was established before the collaboration, which was carried out before implementation, as well as an ad hoc committee formed and disbanded after the event. In this collaboration, there are also basic rules, namely between the Surabaya City Government, the Surabaya City Religious Court, and the Surabaya City Ministry of Religious Affairs. However, regarding the basic rules in collaborating with non-governmental parties, it is still unclear, even though they have been collaborating since 2023, which can result in unclear division of roles and responsibilities.

Leadership

The leadership of the Head of the Surabaya City Population and Civil Registration Office (Disdukcapil), who is responsible for the Lontong Kupang Program, has been recognized as a trusted leader by stakeholders, as Ansell & Gash state. This is evident in the efforts he has made, such as facilitating meetings and discussions to foster communication among the parties.

The Head of the Surabaya City Population and Civil Registration Office (Disdukcapil) also continues to provide guidance to stakeholders regarding the implementation of the Lontong Kupang Program collaboration, which involves many stakeholders. Furthermore, the Head of the Surabaya City Population and Civil Registration Office, as the program manager, continues to coordinate with all stakeholders to ensure the smooth implementation of the Lontong Kupang Program.

Collaborative Process

The five-step collaboration process has been implemented quite well. The first step, face-to-face dialogue, has gone well, as evidenced by meetings held by the Surabaya City Government with stakeholders to align their vision and mission. The second step, building trust, has been quite successful, as evidenced by efforts to encourage the Surabaya community to participate in the Lontong Kupang Program through various outreach programs. However, this outreach has not reached all levels of society. The third step, commitment to the collaboration, has been achieved. This commitment is shared by all parties to achieve the Lontong Kupang Program's goals, and they support one another because each plays a distinct role.

The fourth step, building shared understanding, has been successfully achieved. Stakeholders understand the objectives of the collaboration. The fifth step, the intermediate

outcome of the collaboration undertaken by the Surabaya City Government, has yielded results, as evidenced by a decrease in the number of unregistered marriages in Surabaya and by more residents complying with population administration by reporting their unregistered marriages for official registration. However, the program's target has not been fully realized, so it is necessary to continue it and further socialize it.

CONCLUSION

Based on research using the Collaborative Governance theory by Ansel & Gash (2008) in Astuti et al. (2020), it can be concluded that Collaborative Governance in the Lontong Kupang Program has been implemented but still requires further optimization. First, the initial conditions in the Lontong Kupang Program were adequate, marked by shared understanding, the availability of resources, and collaborative encouragement from various parties to realize orderly population administration and community empowerment. Second, the Institutional Design in the Lontong Kupang Program has been quite structured, with participation from various parties and collaborative forums, and is supported by MoUs between government agencies. However, there are still weaknesses in the clarity of collaboration rules with non-governmental institutions, which could lead to unclear roles and responsibilities. Third, the Leadership of the Head of the Surabaya City Population and Civil Registration Office demonstrates effective, trusted leadership in implementing the Lontong Kupang Program by facilitating communication among stakeholders, providing clear direction, and conducting intensive coordination to ensure the program's smooth collaboration. The four collaborative processes in the Lontong Kupang Program have been running smoothly and have yielded positive results. However, improvements in outreach and target achievement are still needed to optimize the program. The recommendations in this study are: Clearer ground rules need to be formulated and strengthened between government and non-governmental parties to avoid overlapping roles and increase accountability for collaboration; To ensure more sustainable collaboration, the established ad hoc committee should be institutionalized as a permanent, long-term cross-sector team with a stronger coordinating role; Program continuation is needed because the number of registered marriages has not yet been 100% addressed, as data from 2024 showed that the remaining 108 couples remain, and this number could increase again in 2025. Therefore, ongoing outreach is needed to ensure 100% of unregistered marriages in Surabaya City are addressed.

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