

# The Landscape of Inclusive Public Service Innovation in Indonesian Local Government

Mujibur Rahman Khairul Muluk\*, Muhammad Rizki  
Pratama

Public Administration, Faculty of Administrative Science  
Universitas Brawijaya  
Malang, Indonesia

\*mrkhairulmuluk@gmail.com, pratamarizkim@ub.ac.id

Ajie Hanif Muzaqi

Public Administration, Faculty of Political and Social  
Science

Universitas Kediri  
Kediri, Indonesia

ajiehanif@unik-kediri.ac.id

**Abstract**—The global movement demands equality and justice, which the state must fulfill through integrative public policy, therefore public service is the right of all society groups without exception. Various studies on public service innovation in Indonesia only provide an overview and is less specific about inclusiveness, especially with regard to innovation of services by local governments. This study aims at finding innovative models of inclusive public services at the local government level. The Content analysis was used to review documents for the Indonesian public service innovation report from 2014 to 2019 respectively. The results showed a positive trend in increasing inclusive services, and the vulnerable groups targeted by the innovation vary widely and the poor receive more attention than other groups. The innovation in Inclusive health service are a dominant number compared to other types of services, with education and social services showing an increasing trend. Furthermore, local governments in Java are more active in providing innovations compared to outside Java, and the provincial government is also more active in providing inclusive innovations compared to city and regency governments.

**Keywords**—public service innovation, inclusive public services, local government

## I. INTRODUCTION

In the post-development era, all countries in the world are currently expected to make adaptable changes to include all groups and strata of the society that are lagging behind due to an excessive focus on economic growth. The states are required to follow humanistic pattern of development that involve people through active and equitable participation according to their capabilities, and this has become a global goal through the Millennium Development Goals (MDGs). Furthermore, these goals are being developed through the vision of Sustainable Development Goals (SDGs). Similarly, the MDG's and SDG's are based on the same premise that no one should be left behind. Therefore, there are no more groups or individuals that are left behind to suffer the most in the vulnerable structures, such as the poor, women and children and the elders [1].

The common goal above is certainly very important to be achieved amidst deepening economic inequality in various countries of the world. This inequality is exacerbated by various racial issues and the oppression of minority groups. It is clear that the global vision is an inclusive public policy, or a policy with an orientation and direction towards social inclusion [2]. More specifically, the policy is implemented in the form of support for disadvantaged people, such as women, children, people with HIV / AIDS, ethnic minorities, nomads, and migrants [3]. "Inclusive is matters" means that with inclusiveness, there is a hope for the future and therefore nothing is left behind.

Indonesia's long history of dominating certain groups in the public policy ended with a broader political decision-making process and a removal of barriers for marginalized groups to express themselves and participation during the reform period [4]. However, these changes are still insufficient, especially regarding what the government is presenting to the public. Public services are the right of all society groups without exception, but so far, public services have often been a tool of state discrimination against society [5].

Furthermore, the local government, which has the autonomy to serve the community, continues to create controversy in providing public services at all levels of the society. Local government has limited capacity to reach marginalized groups, while marginalized groups need a strong and proactive government. This controversy arises because the local government tends to be passive [6]. Furthermore, there is a tendency for the local governments to be responsible only for the most vulnerable people during the election, such as people with low incomes [7]. Even these local governments have a history of social exclusion among their own employees, referring to discrimination against ethnic minorities [8]. Therefore, it is important to know the extent to which inclusive public services are implemented in the regions, and it is also important to know the extent to which local government is trying to break away from mainstream policies by innovating inclusive public services.

Inclusive innovation is defined as a new way to improve the lives of people in need [9], and it should have an impact on the poor and marginalized groups [10]. The study of innovation patterns in the Indonesian context is still quite limited, such as comparisons between regions in certain types of innovation [11,12], although there are studies describing the innovation in the public service in Indonesia, but it does not specifically examine inclusive innovations [13,14]. This study will fill this gap as well as identifying the real role of local governments in protecting and improving public services for all. Furthermore, it uses documentary data on public service innovation reports in Indonesia from 2014 to 2019 issued by the Ministry of Administrative and Bureaucratic Reform, and it aims to find innovative patterns of inclusive public services organized by local governments.

## II. RESEARCH METHODS

Content analysis is used to analyze inclusive public service innovations in the local governments. Furthermore, it is used because it can provide a pattern description of a phenomenon based on a particular text or document [15]. The data collected is a document report of public service innovation competition (KIPP) by the Ministry of Administrative and Bureaucratic Reforms (Kemenpan-RB). The report also has a comprehensive character because it covers all levels of government that have succeeded in making the best innovations. The only institution that assesses innovation in Indonesia is Kemenpan-RB with the assistance of an independent team from a group of academics and public sector practitioners. The data was downloaded directly from the Kemenpan-RB website with the results of the Top 99 public service innovation reports from 2014, 2015, 2016, 2017, 2018 and 2019.

Furthermore, the content analysis procedure was carried out in several steps. First, coding protocols for analyzing report content per year, namely defining inclusive innovation and classifying local governments in Indonesia. Second, the implementation of the protocol is coded in reports annually. Third, tabulation of the protocol coding. Fourth, reviewing the implementation of the protocol coding with other researchers to avoid data tabulation errors and to show data consistency. Fifth, interpreting the tabulation results.

To implement the coding protocol, the researchers used the definition of inclusive public service innovation discussed in the introduction [2,3,9,10]. Inclusive public service innovations are likely to have an impact on community groups that are vulnerable or excluded in public services. The Asia Foundation [16] definition about the six excluded communities was also considered, namely: 1) Vulnerable children and youth, 2) Remote indigenous communities reliant on natural resources, 3) Discriminated against religious minorities, 4) Victims of gross human rights violations, 5) Transgender, 6) People with disabilities. In this study, innovation in inclusive public services is defined as a target group of vulnerable and marginalized groups that are often excluded in the public policy process such as the poor, children, women, people with disabilities, minorities and etc.

Furthermore, an analysis of the Top 99 public service innovations report was carried out to identify inclusive public service innovations by considering the target groups written in the report. The researcher classified the innovation program into four. First, the name of public service innovation to show the identity of inclusive innovation. Second, the origin of the local government to show which local government has initiated the innovation in inclusive public services. Third, the service innovation sector to show which sector is the scope of the public service innovation. Finally, the target group should find out which vulnerable groups are the most important targets for innovation in the public service. An example of an analysis on these four classifications can be seen in table 1.

The analysis of the data per year from 2014 to 2019 was carried out in order to produce data that can show patterns of innovative public services provided by the local governments. Therefore, the researchers reclassified the data into five types, which includes: Distribution of inclusive public service innovations based on target groups, Trend of innovation in local government inclusive public services, Distribution of inclusive public service innovation sector in local governments, Distribution of inclusive public service innovations based on region, and Distribution of inclusive public service innovations based on local government levels.

TABLE I. EXAMPLE OF ANALYSIS ON INCLUSIVE PUBLIC SERVICE INNOVATION DATA IN 2014

No.	Name of Inclusive Public Service Innovation	Local Government	Sector	Target
1	Classless Inpatient Services for Poor Family Patients at Wates Hospital, Kulonprogo Regency	Kulonprogo Regency	Health	Poor society
2	Empowerment of Breastfeeding Support Groups (KP-ASI)	Regency Pangkep	Health	Poor society
3	The Child Incentive Card Program and the System for Birth Registration Relationship as Smart Steps to Increase the Benefits of Owning a Birth Certificate for Child Welfare	Surakarta City	Administration	Children
4	Elderly Healthy Home	Yogyakarta City	Health	The Elderly
5	Poverty Alleviation Integrated Service Unit (UPTPK) - One Stop Poverty Alleviation Service	Sragen Regency	Administration	Poor society
6	Perinatology Unit Reduces Infant Mortality Rate	Pinrang Regency	Health	Baby
7	Reproductive Health Program (Kespro) in Bondowoso Regency in the Context of Decreasing Early Marriage Rates	Bondowoso Regency	Health	Woman
8	Universal Health Coverage	Manado City	Health	Poor society
9	Development of online client database application for Karya Wanita Yogyakarta Social Institution	Kota Yogyakarta	Administration	Poor society
10	Child Development Services	Solok City	Health	Children
11	Home for the Restoration of Nutrition	Purwakarta Regency	Health	Children
12	Comprehensive Health Services in Assisted Villages Towards Independent Healthy Families in Mangasa Village	Makassar City	Health	Poor society

**III. RESULTS AND DISCUSSION**

The researchers reported that from 2014 to 2019, 26 inclusion target groups in public service innovations were implemented by the local governments (both at the City, Regency and Provincial levels). These target groups were included in the inclusive definition, namely groups of people that are considered vulnerable and often excluded in the public policy process. The 26 target groups were divided into three major groups, which includes general, specific and very specific groups. For the general group, it consists of five main target groups, which are often considered by local governments (the number of inclusive innovations is more than 5%, such as the poor with a percentage of 30% (45), mothers and children with a percentage of 15%, Children with a percentage of 12 % (18), as well as women and MSMEs with 7% each (10). The next is the specific target group with the number of inclusive innovations between 2 and 5%. This group ranges from the elders by 5% (7), people with mental disorders (ODGJ) by 5% (7), adolescents by 3% (4), Farmers by 3% (4), TB (Tuberculosis) sufferers by 2% (3). Finally, a very specific group (with the number of inclusive innovations less than 2%) consisting of: people with HIV AIDS (PLWHA), people with disabilities, blind disabilities, traditional healers, ABK (Children with Special Needs), fishermen, psychiatric patients, Anak Dalam Tribe (jungle people), terminal society, remote residents, border and interior residents, leprosy patients, poor students, migrant workers, child prisoners, and traditional birth attendants. This very specific group shows the number of inclusive innovations on an average of about 1% of the total target group.

The data shows an exceptional variety of target groups for the initiation of inclusive service innovations carried out by the

local governments rather than just reaching general and popular vulnerable groups such as the poor, children, women, mothers as well as MSMEs, but it is more varied to reach other specific vulnerable groups. The number of inclusive public service innovations for this target group can be seen in Figure 1.

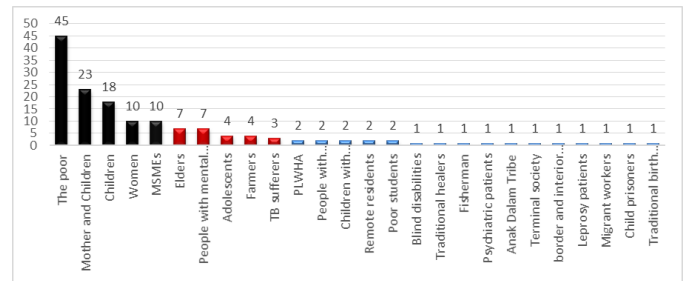


Fig. 1. Target group of local government innovation for inclusive public service.

From 2014 to 2019, a total of 152 including innovations in the public sector were carried out by the local governments, and by comparing the total number of innovations in non-inclusive public services per year and the total number of innovations in public services, it can be seen that there is a positive trend in the percentage of inclusive public services innovation over the past five years. In addition, inclusive innovation has consistently exceeded 30% of the top 99 public service innovations since 2015. These data shows the recognition, awareness and concern of the local governments for vulnerable groups that are often neglected in public policies through innovative public service innovation programs. Overall, the average inclusive innovation accounts for about 34% of all public service innovations in the 6 years from 2014 to 2019. This comparison can be seen in Figure 2.

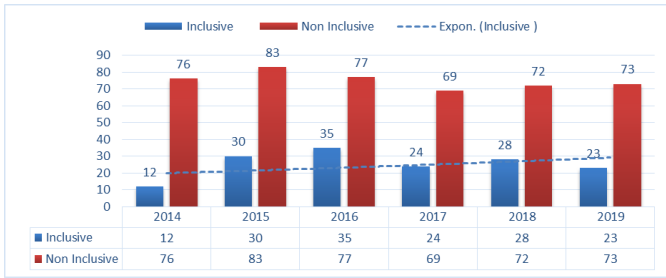


Fig. 2. Trendline of public inclusive service innovation by local government.

Furthermore, between 2014 to 2019, local governments implemented inclusive public service innovations in various sectors. This can be seen in Figure 3. Inclusive innovation in the health service sector account for 79 or 52% of the total. The economic service sector has 23 (15%) inclusive innovations, and the administrative service sector has 21 (14%), followed by the education and infrastructure sector with 12 innovations respectively (8%) and the last is social services with 5 (3%) innovations. These data clearly shows the dominance of the health sector in inclusive public service innovations carried out by local governments. Although, there is a decline in the trend of inclusive healthcare innovation, followed by an increasing trend towards innovation at the education and social sectors.

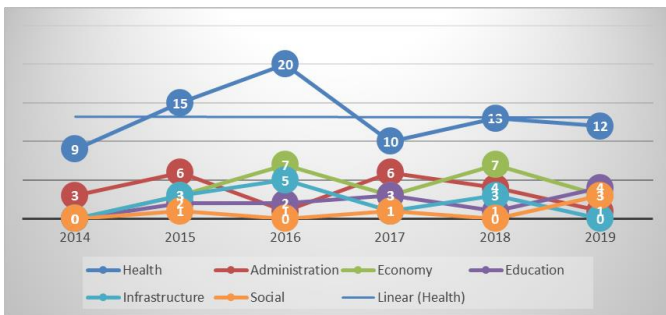


Fig. 3. Local government innovation for inclusive public service by sector.

The next analysis is the categorization of the inclusive public service innovations distribution based on regions in Indonesia. It was carried out based on regions in Java and outside Java Island, as shown in figure 4. The distribution of inclusive public service innovations in the region of the island of Java dominated between 2014 and 2019 by 95 or 63% compared to areas outside Java with 57 or 37%, and the data shows the unequal distribution. Local Governments in Java are more active than outside Java in building innovative public service inclusions. There are 6 (28%) provinces located in Java compared to 28 (82%) provinces outside Java, and there are 119 (23%) regencies and cities located in Java compared to 395 (77%) regencies and cities located outside Java Island.

Furthermore, there are 136,610,700 (57.5%) people that have to be served in Java compared to 101,030,600 (42.5%) people that must be served outside Java. Based on the data above, the pressure on local government in Java seems to be greater as only 28% of the entire province of Indonesia or only

23% of the total regencies or cities in Indonesia are required to serve 57.5% of the Indonesian population. Therefore, it encourages them to be more active in innovating in order to produce 63% inclusive innovation within six years. Local governments outside Java (accounting for 82% of the total province of Indonesia) serve 42.5% of Indonesia's population and produce 37% of inclusive innovation over six years.

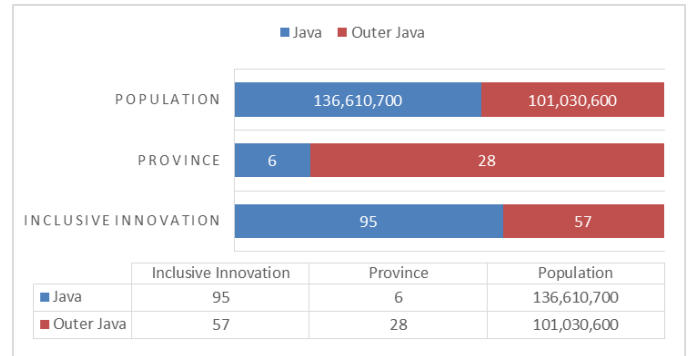


Fig. 4. Inclusive public service innovation by region.

Furthermore, the distribution of inclusive innovations in the public service based on the regional level will be presented. There are two levels of local government in Indonesia, namely upper (province) and lower level (regency and city) as shown in Figure 5. The Regency governments produce 97 or 64% of all inclusive public service innovations, followed by city governments at 32 or 21%, and finally provincial governments at 23 or 15%. These data shows that the regency government appears to play a dominates role in the initiation of inclusive public service innovations than the city and provincial governments from 2014-2019.

The above conclusions can be misleading, because it is actually derived from different comparators. Although, the number of 97 inclusive public service innovations for regencies should consider the number of dividers from 416 regencies in Indonesia or 23%. Meanwhile, the 32 inclusive public service innovations produced by the City Government actually contributed around 32% when compared to 98 cities in Indonesia. Similarly, the 23 public service innovations produced by the provincial government basically contributed 68% when considering 34 provinces in Indonesia. Furthermore, when it comes to calculating a more tangible contribution, the number of 97 innovations at the regency level should be divided by 5 years (2015-2019), this means that the annual average is 19.5 innovations. In 2014, there was still no public service innovation competition for regency. This number is divided by the number of regencies in order to produce 5% of inclusive public service innovations for regencies in Indonesia. Specifically for Cities and Provinces, the average divider is 6 years because the number of innovations originated from 2014 to 2019. The average innovation for Cities is 5.5 innovations per year, and the number is then divided by the number of cities in Indonesia to produce an average of 6% of inclusive public service innovations for cities in Indonesia. Furthermore, the average for the Province is 3.5 innovations per year. This

number is then divided by the number of Provinces to produce a calculation of 10% of inclusive public service innovations per year.

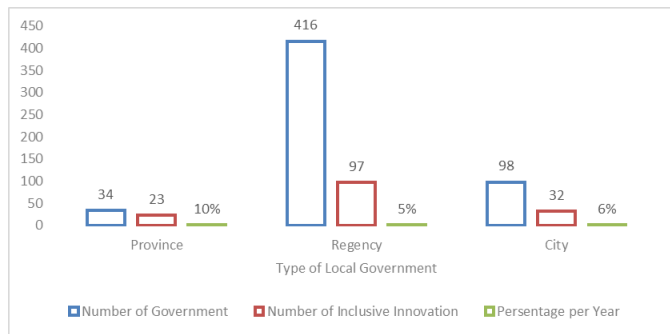


Fig. 5. The average percentage per year of local government innovation for inclusive public service.

The results basically shows the increasing awareness of inclusive public services in local government in Indonesia. The existence of a positive trend line indicates a continuous increase in inclusive innovation. This result is in line with Rosser, Roesad and Edwin research, which states that in the reform era, inclusive public policies and services in Indonesia are increasing [4]. The inclusive public services innovation is increasingly being recognized, therefore it shows the awareness and concern of local governments towards vulnerable groups that have been neglected in public policies and services. In the future there will be an increasing number of integrative innovation programs aimed at vulnerable groups. Overall, the positive trend towards increasing inclusive innovation in Indonesia is in line with trends from various countries in Southeast Asia [17].

Inclusive innovations in the health service sector receive greater attention from local governments compared to other sectors such as education, administration, economy, and social [12]. Inclusive health sector services appear to be a priority for many local governments. This differs from existing studies, which reported that state health services in the regions are often described as poorly managed due to weak regional fiscal capacity and a lack of political support [18]. This inclusive priority in the health sector is certainly some form of support for improving the quality of health services, as the studied by Dewi et al. [19].

Based on a regional perspective, the distribution of inclusive service innovations is unequal when most of the innovations are developed by local governments on the island of Java. The result is in line with Pratama research which shows that there are more incubators for public service innovation on the island of Java [14]. The need to deliver inclusive public services is demonstrated by local governments in Java in line with pressures and demands for better public service innovation and the ability to support innovation. The number of people to be served is higher as there are fewer local governments, which indicates a greater need for innovation. The next interesting thing is that there are more inclusive

innovations made by provinces than cities and regencies. Inclusive innovation initiated by the regency is the lowest compared to other types of local government. As many as 84% regency in Indonesia are located outside Java Island. This is certainly a major contributor to the relatively small number of inclusive innovations outside Java, because regencies are rural local governments, these results are in line with previous studies which reveal that rural governments tend to underperform than urban governments [20,21].

Various inclusive public service innovations carried out by local governments have reached a wide variety of targets with 26 groups. It reaches general and popular vulnerable groups such as the poor, children, women, mothers as well as MSMEs and reaches specific or very specific target groups such as rural and border residents, remote tribes, traditional professions and etc. The poor have a special place for local governments therefore the number of inclusive innovations is very dominant compared to other target groups. Furthermore, inequalities between other very specific groups and target groups such as the poor should be taken into account. This shows that focus on the inclusive innovation for very specific target groups needs to be increased in the future. Local governments need to give balanced attention to various targeted groups, because neglecting one group will mean increasing exclusion for these neglected groups.

#### IV. CONCLUSION

This study provides an innovative landscape for inclusive public services in local governance at Indonesia. Given the growing number of integrative innovations in the public service, the landscape is showing itself to be a positive trend. This positive trend is also reinforced by the growing variety of vulnerable target groups in inclusive public service innovations, although the existing trend continue to show priority innovation to serve the poor. Furthermore, compared to other sectors, this landscape is enriched by many inclusive innovations in the health service sectors. However, there is a downward trend for inclusive innovation in this sector, in line with the increasing trend in the education and social sectors. Another landscape developed by this study is the more active local governments in the Island of Java to develop inclusive innovative public services than outside Java. Moreover, provincial governments are apparently giving more attention to inclusive innovation than city and regency governments.

This study has limitations in the form of data that has been analyzed based on document, therefore it cannot provide more in-depth data. Further studies can be developed to explain how inclusive public service innovation works in Indonesia, including examining why innovative public service innovation initiatives have emerged. It is also worth examining the inequality of innovation in inclusive public services between local governments in and outside Java. Another problem that can be developed is how to build a more ideal balance in providing inclusive public services for a very diverse range of exclusion vulnerable groups.

**REFERENCES**

- [1] R. Ruhil, "Millennium Development Goals to Sustainable Development Goals: Challenges in the Health Sector," *J Descr Int Stud.*, vol. 52, no. (1-4), pp. 118-35, 2017.
- [2] K. Strokosch and S.P. Osborne, "Asylum Seekers and the Co-production of Public Services: Understanding the Implications for Social Inclusion and Citizenship," *J Soc Policy*, vol. 45, no. (4), pp. 673-90, 2016.
- [3] T.T.H. Tambunan, "Indonesia: Building an Inclusive Development Model," *Mov Towar a New Dev Model East Asia Role Domest Policy Reg Coop.*, vol. 10, pp. 223-54, 2012.
- [4] A. Rosser, K. Roesad, and D. Edwin, "Indonesia: The politics of inclusion," *J Contemp Asia*, vol. 35, no. (1), pp. 53-77, 2007.
- [5] A. Dwiyanto, *Manajemen Pelayanan Publik: Peduli, Inklusif, dan Kolaboratif*. Yogyakarta: Gadjah Mada University Press, 2010.
- [6] W. Salim, M. Drenth, A.N.S. Humaira, A. Rifai, R. Handayani, and S. Histiraludin, *Access to Urban Services for Inclusive Development in Asia Country Monograph: Indonesia*. Sweden: Swedish International Centre for Local Democracy; 2018.
- [7] D. Fossati, "Is Indonesia Local Government Accountable to the poor? Evidence from health policy implementation," *J East Asian Stud.*, vol. 16, no. (3), pp. 307-30, 2016.
- [8] A. Tyson, "Realities of Discrimination in Indonesia: The Case of The Civil Service," *J Adm Publik*, vol. 2, no. (2), pp. 203-221, 2003.
- [9] J. Bryden, S.S. Gezelius, K. Refsgaard, and J. Sutz, "Inclusive innovation in the bioeconomy: concepts and directions for research," *Innov Dev.*, vol. 1, no. (7), pp. 1-16, 2017.
- [10] F. Marshall and J. Dolley, "Transformative innovation in peri-urban Asia," *Res Policy*, vol. 48, no. (4), pp. 983-92, 2019.
- [11] M.T. Abdullah, B. Supriyono, M.R. Muluk, dan T. Tjahjanulin, "Innovation Typology of the Local Government in Educational Affairs," *BISNIS & BIROKRASI: Jurnal Ilmu Administrasi dan Organisasi*, vol. 23, no. (2), pp. 70-76, 2018.
- [12] N. Widodo, "Innovation Patterns of Local Government in Handling Community Complaints Based on Information Systems (Comparative study in Kota Surabaya and Kabupaten Banyuwangi)," *Annu Int Conf Bus Public Adm (AICoBPA 2018)*, vol. 93, pp. 158-64, 2019.
- [13] B. Kusumasari, A. Pramusinto, A.D. Santoso, and C.A. Fathin, "What Shapes Public Sector Innovation?" *Public Policy Adm.*, vol. 18, no. (4), pp. 430-446, 2019.
- [14] A.B. Pratama, "The Landscape of Public Service Innovation in Indonesia," *Innov Manag Rev.*, vol. 17, no. (1), pp. 25-40, 2019.
- [15] K. Krippendorff, *Content Analysis : An Introduction To Its Methodology*. London: Sage Publication, 2004.
- [16] The Asia Foundation, *Understanding Social Exclusion in Indonesia: A Meta Analysis of Program Peduli's Theory of Change Documents*. San Francisco: The Asia Foundation, 2016.
- [17] M.G.P. Santos, *Public Policies for Inclusive Development and Innovation: Landmark Legislation and Trends in Indonesia, Malaysia, The Philippines, Thailand, and Vietnam*. UNIID-SEA Inc, 2018.
- [18] M.S. Hidayat, A. Mahmood, and J. Moss, "Decentralisation in Indonesia: the Impact on Local Health Programs," *J Kesehat Masy.*, vol. 12, no. (2), pp. 68-77, 2018.
- [19] U. Dewi, P.W. Kuncorowati, K.N. Fitriana, and P. Yuanjaya, "Elderly Healthy Home for Pfromoting Inclusive Health Service in Indonesia," *Adv Soc Sci Eduaction Humanit.*, vol. 401, pp. 259-64, 2020.
- [20] R. Bhagat, "Challenges of Rural-Urban Classification for Decentralised Governance," *Econ Polit Wkly.*, vol. 37, no. (25), pp. 2413-6, 2002.
- [21] A.A. Jairo, C. Nguyen, A. Tran, and T. Phung, "The urban-rural gap in governance and public administration: Evidence from Vietnam," *International Public Management Review*, vol. 16, no. (1), pp. 165-191, 2015.