



Public Service Innovation for Vulnerable Groups

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Abstract. This article discusses the practice of public service innovation in vulnerable groups in Dolopo District, Madiun Regency. Through qualitative methods, this article aims to identify the situation and conditions for the implementation of innovations in public service programs; Thus, analyze the factors affecting the implementation innovation of public service namely Peluk Mesra Ananda program. Using Halvorsen notion namely the scope of public service innovation as a conceptual framework, this article concludes that the scope of public service innovation from Peluk Mesra Ananda program is the use of information technology in the form of WhatsApp, on the ground delivery innovations so-called *metode jemput bola*, involvement of martial art organizations in the public service process, and an organizing model of forty plus one.

Keywords: Innovation · Public Service · Public Service Technology · Public Service Innovation · Scope of Innovation · Vulnerable Groups

1 Introduction

Public service is a program that is often discussed in the study of public administration. Particularly, public service provides access to vulnerable groups because in that ideas states' efforts to improve the welfare of citizens are in line with the equitable distribution of social justice. Public services as ideas and practices continue to develop as well or are referred to as innovations or updates. According to Winarno [1] the government apparatus should embrace an entrepreneurial spirit which means that public institutions must maintain service quality and the capacity to innovate continuously while putting the highest responsibility on citizens.

Facing the problem of public service, of course, the government must be more innovative and responsive. Alberti and Bertucci [2] noted that the government must be innovative because it faces three domestic challenges. First, they must provide a better quality of service and be able to reach all groups regardless of increasingly limited resources. Second, the government is required to be more accountable, responsive, and effective and promote citizen-oriented public administration. Third, the government must also anticipate increased public participation and the development of the private sector. In this contemporary era, citizens are not just a passive group but play a very important role in making public services better.

In the context of CRVS (Civil Registration and Vital Statistics), Sabar et al. [3] noted that service quality as a one of the obstacles that make public service is difficult to access by the citizen. This service quality consists of issues such as follows, the need for service provider applications free from errors, the complexity of procedures and requirements, availability of forms at service provider offices at the district/city level, waiting times, readiness, and competence of service personnel. However, one of the problems of public services is the problem of access to vulnerable communities so innovative ideas and steps are also needed in solving this problem. Groups such as women's children, the elderly, persons with disabilities, indigenous peoples, and local communities still do not have access to proper public services.

Fundamentally, the government's program to provide public services to vulnerable groups is a challenge in achieving sustainable development goals/SDGs. In accordance with the general strategy of the East Java Provincial Medium-Term Development Plan (RPJMP) for 2018–2023, inclusive sustainable development aims to solve the problem of poverty and meet basic needs. In line with the Government's Vision, namely AMANAH acronym from Aman, Mandiri, Sejahtera dan Berakhlak, this vision moves along aside with the Mission of Realizing a Professional Government Apparatus to improve Public Services and Realize Equitable Community Welfare.

This article will underline a public service innovation called Peluk Mesra Ananda (Population Administration Service for Orphans, Elderly, people with mental disorders (ODGJ), and persons with Disabilities. This study aims to examine the practice of public service program innovation for vulnerable people by taking a case study of the Peluk Mesra Ananda program which took place in Dolopo District, Madiun Regency.

Furthermore, this article will take investigate two issues. First, identify the situation and conditions of implementation of Peluk Mesra Ananda programs; Second, analyze the factors affecting the implementation of Peluk Mesra Ananda program. In order to achieve this goal, this article will be based on two main questions, namely 1) How is the implementation of Peluk Mesra Ananda program? 2) What factors support and hinder the implementation of the Peluk Mesra Ananda program?

2 Literature Review

2.1 Previous Research

Many previous studies related to public service innovations emphasize the role of information technology such as the use of applications or information technology tools that make citizens easier to use goods/services from the government [4, 7] particularly in global pandemic context [8] and disruption era marked by digital progress [9, 10]. Several scientific articles also discuss how public service innovations target vulnerable groups, for example disability groups [11, 13]. But there is a gap inquiry about public service innovation for vulnerable communities from perspective Halvorsen's theory of public innovation scope. Therefore, this research will examine the practice of providing public service innovations to vulnerable communities through the perspective of Halvorsen's public innovation.

2.2 Public Service

According to Law Number 25 of 2009, public services defined as activities or series of activities in order to meet service needs in accordance with laws and regulations for every citizen and resident of goods, services, and/or administrative services provided by public service providers. Mulyawan [14] also stated that there are three important elements in public service, namely. (1) The element of the organization providing (providing) services, namely the Regional Government, this element shows that the local government has a strong position as a (regulator) and as a service monopoly holder, and makes the Regional Government be static in providing services, because its services are needed or needed by people or communities or interested organizations. (2) The receiving element of the service (service user) is a person or society or organization of interest, this second element is a person, community or organization that is interested in or requires services (service recipients), basically has no bargaining power or is not in an equivalent position to receive services, so they do not have access to get good services. It is this position that encourages the occurrence of two-way communication to carry out KKN (Corruption Collusion Nepotism) and worsens the image of the service with the outbreak of levies, and ironically considered mutually beneficial. (3) Satisfaction provided and/or received by the recipient of the service. This element is an element of satisfaction of service users receiving services, the element of service user satisfaction is the concern of service providers (Government), to establish a public service policy direction that is oriented to satisfy service users, and is carried out through efforts to improve and improve the performance of local government management. The paradigm of public policy in the era of regional autonomy which is oriented towards the satisfaction of service users, provides a direction for a change or paradigm shift in the implementation of government, from the paradigm of rule government shifted to the paradigm of good governance.

Satsipi and Taufikurrahman [15] explained in Menpan Decree No. 63/Kep./M.PAN/7/2003, concerning General Guidelines for the Implementation of Public Services, public services by the government are divided into three as follows: (1) administrative Services, which is a service that produces a form of official document needed by the public, for example, citizenship status, certificate of competence, ownership, and mastery of an item, and so on. These documents include: Identity Card (KTP), marriage certificate, birth certificate, death certificate, Motor Vehicle Identification Book (BPKB), Driver's License (SIM), Motor Vehicle Number Certificate (STNK), Building Permit (IMB), passport, certificate of ownership/control of land, and so on. (2) Goods Services, which is a service that produces various forms/types used by the public, for example telephone networks, the provision of electricity, clean water, and so on. (3) General Service, which is a service that produces various services needed by the public, for example, education, health maintenance, transportation, postal, and so on.

2.3 Public Sector Innovation

There are several scopes of public sector innovation according to Halvorsen et al. [16] such as follows: (1) changes that include characteristics and design of service products and production processes, for example, usage and adaptation of more relevant technologies. (2) Delivery innovation includes new ways of solving problems, including in delivering service products or interacting directly with clients/users of products/services. (3)

Organizational and administrative innovation, including new ways of organizing activities including how to organize service products. (4) Conceptual innovations, including new ways of introducing the mission, more objective perspectives, strategies and rationalizations. (5) Interaction system innovation, includes new ways of interacting with many other organizations as well as the knowledge inherent in the organization.

The typology of Public Sector Innovation according to Halvorsen et al. [16] is as follows: a. new or improved service, for example, services for vulnerable residents. b. process innovation, as an example of a change in the process of providing services in a better direction or according to existing needs. c. administrative innovation, e.g. the use of new policy instruments or newer administrative arrangements. d. system innovation, is a new system or a fundamental change of the existing system by establishing a new organization or a new form of cooperation and interaction. e. conceptual innovation, is a change in the outlook, for example, integrated water management or mobility leasing. f. radical change of rational, what is meant is a shift in the general or mental view of the matrix of employees of government agencies.

2.4 Vulnerable Group

Humaedi et al. [17] explains the context of vulnerability refers to vulnerable situations that can affect or can make a major change in people's lives. The influence of vulnerability can usually harm the lives of both individuals and society although it is possible that the vulnerable situation can have a positive impact on society. Vulnerable group exist because of limited assets and access that affect people's lives. The limitations of assets are divided into physical and non-physical. Physical limitations are the lack of functioning of limbs, it can be accidents or congenital births such as in people with disabilities, while non-physical limitations are deficiencies in ownership, land, property or housing as in the poor. Meanwhile, limited access can occur due to parties blocking a person's access to meet their needs.

In report manuscript named *The Handbook on Gender Mainstreaming and Social Inclusion in Climate Change Projects* [18] contains the definition of vulnerable groups as groups that experience a higher risk of poverty and social exclusion compared to the general population. Vulnerable groups can include women's children, the elderly, people with disabilities, indigenous peoples, and local communities. Vulnerable groups experience stigmatization, discrimination, and marginalization by society, both formally (through laws, policies, programs) and informally (through socio-cultural practices). These groups are fighting for the fulfillment of their human rights, including in access to education, health and social services, decent housing, employment, and equal pay.

3 Method

This research method will take on qualitative methods. According to Tisdell and Merriam [19] qualitative methods is emphasized understanding the meaning people have constructed; and how people make sense of their world and the experiences they have in the world. In this research we will focus on how people understand the meaning and experience public service innovation to vulnerable groups from the Halvorsen framework such

as follows: (1) changes that include the characteristics and design of service products and production processes, for example, the use and adaptation of more relevant technologies. (2) Delivery innovation includes new ways of solving problems, including in delivering service products or interacting directly with clients/users of products/services. (3) Organizational and administrative innovation, including new ways of organizing activities including how to organize service products. (4) Conceptual innovations, including new ways of introducing the mission, more objective perspectives, strategies and rationalizations. (5) Interaction system innovation, including new ways of interacting with many other organizations as well as knowledge inherent in the organization.

This study located in Dolopo Subdistrict part of Madiun Regency, East Java. This subdistrict had conducted Peluk Mesra Ananda program consist strategies such as follow (1) Administrative services to jemput bola of vulnerable groups, (2) Collaboration with the martial art groups (3) data collection through socialization activities at Posyandu for toddlers or balita, elderly or lansia and ODGJ, (4) creation database or NIK that is already owned as a database for updating DTKS (Data Terpadu Kesejahteraan Sosial) for programs to improve the welfare of vulnerable groups (5) activities 40 care 1, where 1 vulnerable group person assisted by 40 people around him to improve welfare (6) quality assurance through consistent and continuous supervision and monitoring.

This article relied on primary data or in qualitative research sense called as informants such as follows: (1) Head of Dolopo Sub-district or Pak Camat -in Indonesia Administration sense-, acting as an innovator, mobilizer and control holder of innovation; (2) the Village Head/Lurah and his stakeholder also called as perangkat, as a support related to data collection and facilitation of jemput bola method; (3) Kampung Pesilat Indonesia, Dolopo District, which consists of the Head of The Branch and members who are directly involved in the data collection process to the ball pick-up process; (4) Social Assistance Groups, both TKSK (Sub-district Social Welfare Workers), SLRT (Integrated Service and Referral System), PKH (Family Hope Program) which assist in the implementation of innovations; (5) Vulnerable groups represented by the elderly and orphan.

This study uses the following data collection methods, such as follow: (1) primary data is required using structured interviews. In an effort to get optimal results, interviews were conducted with certain people (key persons) on the recommendation of the sub-district apparatus. (2) Documentation, display equations should be flush left and numbered consecutively, with equation numbers in parentheses and flush right. First, use the equation editor to create the equation. Then, select the equation, and set the "Equation" Style. Press the tab key and type the equation number in parentheses. (3) Focus Group Discussion (FGD), according to Lune et al. [20] focus group discussions are not designed to collect data from multiple people simultaneously; however explicitly use group interactions as part of the data collection method. In the study, FGD was used to describe the interaction of discussion participants in the theme of public service innovation. Basically, the focus group data collection model must take into account individual responses and group interactions, terms used, ideas expressed, associations among ideas, justifications, as well as the flow of ideas that are in the participants of the discussion.

4 Result and Discussion

The Peluk Mesra Ananda program has a target of increasing identity ownership or so called NIK (Nomor Induk Kependudukan) for vulnerable groups by 100% from 179 people (2020), accomodating vulnerable groups in the DTKS database/Integrated Social Welfare Data (recipients of social assistance) 130 people from a total of 179 people (73%), increasing the sense of care 20 people to 80 people, increasing the value of IKM (Community Satisfaction Index) dolopo district which was previously 77.73 (2018) to 82.15 (2020).

Pak Camat noted that Peluk Mesra Ananda Program guided by Javanese type of leadership, namely Father-Son (Bapak-Anak) relationship. This relationship is embodied in the presupposition of a leader who must nurture the physical and spiritual of his citizens. This principle is literally manifested in the term Peluk Mesra Ananda which implies how a leader should serve his citizens.

“Like a father, I must be able to embrace all the interests that exist in society. In addition, for vulnerable residents, it is the responsibility of sane people (orang normal) to take care of them people with mental problem (ODGJ) and treat that person back to society as an ordinary society” (Interview with Pak Camat, June 29, 2022).

This program was implemented due to the low level ownership of Administrative Documents (KK, KTP-el and KIA) for vulnerable groups in Dolopo District, Madiun Regency. This program collaborates with the martial arts community or kampung pesilat starting from the data collection stage through socialization activities at posyandu, the elderly and ODGJ, then the ball pick-up service to the location of vulnerable groups, besides that this activity is also called “40 peduli 1”, which requires one vulnerable group person to be assisted by their needs by forty people around him.

As a summary, referring to the categories presented by Halvorsen, especially at the point of scope of innovation, the results of this study conclude the scope of innovation as follows: (1) technological innovation, The use of whatsapp technology as a communication device that facilitates coordination between village devices. (2) Delivery Innovation, this new way of delivering public services is persuasively in accordance with the philosophy of intimate hugs and pick-up the ball for the vulnerable. (3) Organizational innovation, the new way that is carried out is by organizing non-governmental groups, namely pesilat groups because this group is the main social capital for the dolopo district. (4) Conceptual innovation, the concept offered in this service is the main target is the vulnerable group including ODGJ, the elderly, the disabled, orphans. (5) Interaction system innovation, the interaction presented in is collaboration, especially collaboration between martial arts group, between non-governmental groups and government groups.

Peluk Mesra Ananda Program able to improve welfare for the community, especially vulnerable groups in Dolopo District. This program is also in line with the SDGs, especially on point number one, namely “No Poverty” and number 16, namely “Peace, justice and resilient institutions”, specifically in target number 9, namely “by 2030 providing a legal identity for all” This program aim to provide legal identity (KK, KTP-el, KIA) for the community, especially vulnerable groups. Carry out data collection through socialization at each Posyandu for toddlers or balita, the elderly or lansia and ODGJ (people with mental disorders) in the Dolopo District area. The recording process is carried out

by picking up the ball or called *jemput bola* by picking up vulnerable groups to record KTP-el in Dolopo District and then being escorted back to their homes.

This program has unique activity that was pick up directly or popular called as *metode jemput bola*, a series of activity to record and accommodate the needs of vulnerable groups. By having a database or NIK (Nomor Induk Kependudukan), it will become a database for updating DTKS so that it is accommodated in various social assistance programs for poverty alleviation. This program started in 2019, for 2 years the implementation has shown success, including: Increasing the percentage of identity ownership of vulnerable groups 100% (179 people); percentage of vulnerable groups in DTKS/Integrated Data on Social Welfare (recipients of social assistance) 73% (130 people); Increase in the value of IKM or Community Satisfaction Index Dolopo Sub-district: SKM results of community satisfaction standards by LINPEKO (Consumer Information and Protection Institute): from 77.73 in 2018 to 82.15 in 2020; Dolopo District SKM results: from 82.28 in 2019 in 83.92 in 2020; Increased sense of community concern, especially the martial artists, for the welfare of vulnerable groups.

The resources involved in this program are: Martial art group or *Kampung Pesilat Indonesia*, Dolopo District, Social Assistance, Village, Puskesmas Health Workers, Posyandu Cadres, Sub-district Heads and all their ranks, Village Heads/Lurahs and their devices, Community Leaders, Police, Koramil. *Pesilat* or martial art groups is directly involved in the data collection process to the process of picking up the ball. Social Assistance Group such as TKS (Tenaga Kesejahteraan Sosial Kemasyarakatan), SLRT (Sistem Layanan dan Rujukan Terpadu), PKH (Program Keluarga Harapan) who accompany the implementation of this program. Puskesmas Health Workers and Posyandu Cadres facilitate places, facilities and infrastructure as well as materials during socialization;

Basically, this program socialized through face-to-face and through social media, *metode jemput bola* and 40 care 1; and uses some materials such as brochures, Banners, Office Stationery and KIA printed cards, Wheelchairs; Operational vehicle, Computer device, Tablet and Wi-Fi. Optimization of the implementation of this program through the development of quality through brainstorming innovation teams, socialization, training, workshops. As for the development of quantity through increasing the number of officers and data on vulnerable groups that have not been served.

The determining factors for success in supporting the innovation of “*Peluk Mesra Ananda*” include: (1) support of Regional Heads who are strongly committed to implementing improvements in the field of public services as stated in Madiun Regent Regulation number 5 of 2015 concerning the roadmap for strengthening the regional innovation system of Madiun Regency in 2014–2018; (2) Creative leadership visionary, has the courage to make decisions and is strongly committed to implementing this innovation; (3) Support of the Work Unit as the main supporting group, (4) Improvement of coordination and synchronization between related agencies, especially *Kampung Pesilat Indonesia*, and (5) Expertise of information technology to improve service quality.

The obstacles faced are the limited KTP-el recording tool that can be mobile directly to vulnerable groups, a poor internet network and the Covid-19 pandemic, so that the recording process is not optimal. The solution is by coordinating with *dispendukcapil* to provide additional recording tools and internet networks so that the service process becomes smooth, effective and efficient. In 2020, an agreement was made to cooperate

in the implementation of the innovation program with the Kampung Pesilat Indonesia in Dolopo District to achieve the SDGs goals.

5 Conclusion

The innovation of Peluk Mesra Ananda has been going on for three years and will continue in an effort to improve the welfare of vulnerable groups in Dolopo Regency. This is in line with the policies of the Regional Government as stated in the East Java Povinsi RPJMP and the Madiun Regency Government in an effort to realize vision namely Aman, Mandiri, Sejahtera dan Berakhlak as stated in the Dolopo Regency Strategic Plan. This innovation will be continued by improving implementation based on the results of monitoring, evaluation, suggestions and input from all relevant stakeholders.

The point that should be underlined in the Peluk Mesra Ananda is the importance of updating and validity of the data in the field with data in the regions and centers. This data validity very important because population data is main source of enactment social assistance and access to public services. However, in the context of public service innovation, this program has succeeded in uniting several elements of society to collaborate with each other in providing access public services to vulnerable people, such as pesilat groups, PKK groups, village officials or kamituwo, PKH groups, and the creation of responsible persons at the village level who deal with vulnerable groups at the grass root level, such as ODGJ and orphans.

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