

## **BUREAUCRATIC TRANSFORMATION THROUGH PUBLIC SERVICES INNOVATION BASED ON BREXIT BRAILLE FOR DISABILITIES IN MALANG CITY**

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### **ABSTRACT**

*Bureaucratic innovation is the government's commitment to improving public services in building a good practice in government institutions. This study aims to analyze the transformation of bureaucracy through public service innovations for disabilities in Malang City. The research method in this study uses a qualitative descriptive approach with primary and secondary data sources. The data collection used the method of observation, interviews, and documentation. While the data analysis technique in this study uses the method developed by Creswell, specifically processing and interpreting data, reading the entire data, coding, describing categories and themes, and checking the accuracy of research results for drawing conclusions. The concept in this study uses Bureaucratic Transformation and New Public Service, which is to that the bureaucracy has the responsibility and obligation to provide services to the community without discrimination to community as well as an innovative government digitalization era. The results in this study are, (1) New Directions for System and Human Resources Transformation in public services; An important premise in the transformation of the bureaucracy and public services is a sense of belonging. In realizing public services for people with disabilities in Malang City, Public Health Agency and Janti Public Health Center have improved the quality of public services and built a government practice of innovation. Janti Public Health Center is a companion organization that has provided breakthrough steps to facilitate services for disabled groups. (2) The exclusivity and innovation of public services; The paradigm shift towards the governance process has no significant effect on the provision of good public services.*

**Keywords:** *Government Innovation, New Public Service, Bureaucratic Transformation, Brexit Braille.*

## **INTRODUCTION**

Public service innovation is the government's commitment to improving public services in building a good culture in government institutions (Pajri, 2018). Regional Autonomy No. 23 of 2014 provides flexibility of regions to accelerate the realization welfare community through improving services, empowerment, and community participation, as well as increasing regional competitiveness by taking into principle of democracy, equity and justice. Public services in Malang show a positive culture thought the government innovations that have been built previously are the Waste Governance, Innovation, Braille Corner Service and E-Lapor by Sambat Online. In 2019, public service innovation built by the Malang Government is access to public services for civil society with visual impairments as one of objectives decentralization and regional autonomy policy to improve government services to be more effective and responsive. The established policies aim to ensure access for the community to obtain services both economically, politically, socially and culturally as well as to provide legal certainty for public service delivery (Alsoy, 2015).

The complexity of urban governance problems is more complex than non-urban problems. The problem is an interdependent, subjective, artificial and dynamic problem (Hendriks, 2014). The efforts to encourage the government's commitment are contained in the Malang Regional Regulation No. 2 of 2014 concerning the Protection and Empowerment of Disabilities to improve services, the government issued guidelines on improving the service quality of government officials to the community. In order to create a bureaucratic structure that is participatory, responsive and fulfills the aspirations of the community, citizens are required to be active in guarding government responsiveness to citizens interests.

As a form of equality of rights and obligations, the implementation of Disability Policy has been stipulated by the Government with Regional Regulation No. 2 of 2014 concerning Protection and Empowerment of Persons with Disabilities. The equality and opportunity is a condition that provides opportunities for disabilities to get equal opportunities in all aspects of life and livelihood. Government bureaucratic transformation in providing disability services through accessibility is still being carried out by the Government. Provision of accessibility is intended to create conditions and an environment that is more supportive of persons with disabilities so that they can fully live in society. Bureaucracy as a government organ must be built relationship with community. The interests of community are dynamic, in line with the development of various dimensions of community life. Therefore, the government bureaucracy must be able to keep up with these changes, especially those related to speed and accuracy in the service process.

The institutional factors and bureaucratic culture are components that can support the objectives of structuring the government. In addition, the capability of implementing policies as the leading sector in achieving sustainable city development is

a prerequisite for the government to execute policies and provide public services, the challenges to globalization and the latest technological developments (Boon, 2007). The development of the bureaucracy in Indonesia, cannot be separated from historical factors, what the bureaucracy has achieved is a long historical, although history never repeats itself, but by using historical facts carefully, attention will be obtained faster so that the bureaucracy can be dynamic in the implementation of government (Utomo, 2016). The bureaucracy paradigm to realize good public services in providing services to persons with disabilities in Malang as public service and government commitment to the community.

This paper focuses to the bureaucratic transformation through public services innovation by Brexit Braille program. Considering that Malang Government have innovates in public services and as one of efforts that the bureaucracy must do is to transform the functions and duties of the service through bureaucratic transformation both individual aspects, the changes in the attitude and perspective of the bureaucratic apparatus about functions and duties professionally and in the perception of positions and institutionally, by strengthening system and decentralization of authority.

Bureaucratic transformation as a strategy to develop institutional capacity at the local government level by developing political capital, that problems that arise can be resolved. It is understood that the transformation of the bureaucracy provides space for the role of government institutions and actors to realize a dynamic and innovative government. Thus, it is interesting to analyze the efforts of the Malang City government in achieving a balance between bureaucratic arrangements, human resources, public services and the service needs of people with disabilities.

## **LITERATURE REVIEW**

### **Bureaucratic Transformation**

As a discourse on sustainable development, it has built areas of visibility and constructs truth at the level of its implementation. Bureaucratic Transformation and Public Service Innovation are concepts that seek to provide space for bureaucrats and policy implementers in public services (Lipschutz, 2009; & Nurmandi, 2017). In modern government, the position of the bureaucracy as a public servant is an important measure of the success of the government in the eyes of the public. It is a common opinion that government work units that function to serve the interests of the community are often identified with inaction, difficulty or other negative terms because it is very difficult to obtain services that are in accordance with the needs of the community. Whereas the functions carried out by the government are different from those of the private sector, because the function of government services in meeting the interests of the community cannot be carried out by other organizations, especially market-oriented organizations which will ultimately create injustice.

According to Supriatna, in the process of development and service to the community, the central and local bureaucracy must have three important aspects. The three important aspects are (Supriatna: 1997): First, having a high responsibility as a servant of the state and public servant. Second, it is responsive to the problems faced by the community, especially those that require community services in a broad sense. Third, commitment and consistency to the values of moral standards in exercising government power. This opinion explicitly positions the importance of bureaucracy in relations with the community and to realize a proportional position, awareness of the government bureaucracy is needed. With a strategic position and determining the fulfillment of the needs and interests of the community, the government bureaucracy in carrying out its functions and duties as a public servant has characteristics, according to Stahl (Priyono (1995: 6-7), Specifically (1) the services provided are more urgent than those held by private institutions; (2) Services by the government generally have a monopoly or semi-monopoly character, (3) The activities of government agencies are bound by formal legal provisions, (4) Services by the government are not bound by market prices; and (5) Government actions are carried out under public observation.

The statement illustrates that the bureaucracy has the responsibility and obligation to provide services to the community without discrimination to every member of the community. Public service is an activity that aims to meet the needs of the community. When viewed from the side of the government, the service is nothing but a process of activities carried out by the government which aims to meet the needs of the community regarding the rights they have.

In essence, the provision of services to the community by the government has become the duty and responsibility of the government in realizing the services provided to the community (Ndraha, 2000). The government functions primarily as a provider of public services that are not privatized, including defense and security services, and civil services, including bureaucratic services. These public services and civil services are the government's monopoly because they involve the interests of many people. The monopoly cannot be separated from its urgency from the point of view of the interests of the community, it can be categorized as the primary function of government, as stated (Ndraha, 2000) is positively related to the empowerment of the governed. That is, the primary function never decreases with increasing community empowerment. The more empowered the ruled, the more the primary function of the governed increases. The government functions primarily as a provider of public services and civil services, including services.

### **New Public Service**

The theoretical perspective, there has been a shift in the paradigm of public service. (Denhart & Denhart, 2003) revealed that there are three perspectives in public administration. That perspective is old public administration. New public management

and new public service. In old public administration, this perspective pays attention to the government's focus on providing services directly to the community through public agencies (Wijoyo, 2006). The brainchild of J.V Denhardt & R.B. Denhardt (2003) on the New Public Service that the government should not be run like a company but serve the community in a democratic, fair, equitable, non-discriminatory, honest and accountable manner.

New Public Service is a paradigm based on concepts that are essentially in accordance with the values that exist in society. The role of the government is to collaborate between existing values so that they are congruent and according to the needs of the community. The value system in society is dynamic that it requires excellent service from the government. According to the New Public Service paradigm, the government administration is not the same as a business organization. State administration must be moved as moving democratic government. The mission of New Public Service is not only to satisfy service users or customers but also to provide goods and services as a fulfillment of public rights and obligations. The New Public Service basically requires the involvement of many actors in managing the public interest which ultimately gives birth to the concept of governance. the follow-up to governance resulted in the birth of various kinds of ideas, ideas, creative thinking.

To improve a democratic public service, the choice of the New Public Service can promise a change in the reality and condition of the government bureaucracy. The application of this concept is somewhat challenging and requires courage for the government apparatus in the implementation of public services, because it sacrifices time and energy to influence all applicable systems. The alternative offered is that the government must listen to the public's voice in participating in governance management.

## **RESEARCH METHODS**

To explore the bureaucratic transformation through the innovation of the Braille Baille public service for persons with disabilities in Malang City, this study uses a qualitative descriptive type of research to emphasize research that produces descriptive data. The subject in this study is the government of Malang City as the leading public service sector. Specifically, the leading sector in Braille communication-based public services for persons with disabilities in Malang City. To describet the bureaucratic transformation through the innovation of Brexit public services for persons with disabilities in Malang City, and to classify based on data which is divided into two types of data. First, primary data, data obtained in the field through in-depth and intensive interviews conducted openly and flexibly, which allows informants to elaborate plans and achievements in sustainable urban development (Hubermas, 2014). Second, Primary data will be searched through key informants, the Janti Health Center, the

Brexit program implementer at the Janti Health Center, social workers at the UPT. RSBN and people with disabilities who are blind users of the Brexit program. In addition to interviews with some of these informants, data were also obtained through observation, the Head of the Malang City Health Office. Secondary data were obtained from books, papers and documents related to this research.

Data collection techniques in this study through observation, interviews and documentation. Observations were made to observe the process of transformation of Braille's Bureaucracy and Service Innovation for persons with disabilities. Interviews were conducted in a structured manner so that the interview data were accurate and did not spread based on the problem being researched and wanted to know the answer from information sources, in this case the informants in the Bureaucratic transformation research through Braille Service Innovation for persons with disabilities. This documentation technique is used to support data from observations and interviews that have been obtained by researchers by tracing data related to the subject of research through official document forms from the government, papers, articles, journals and from related internet sites and recording the process of urban planning action plans. through Public Service in Malang City. And analysis data use a Creswell (2013) methods, (1) Processing and interpreting data for immediate analysis, (2) Read all the data that has been obtained then make notes or important ideas from the data that has been obtained, (3) Coding data, (5) analyzed categories and themes, and (6) Checking the accuracy of the research results, conclusions can be drawn based on the results.

## **RESULTS AND DISCUSSION**

### **Braille Brexit Program as a New Innovation for Disability Services**

Since 2017, Malang City Government still not provide facilities for people with visual impairments because of the unavailability of health care facilities that are suitable for persons with disabilities. These problems are a factor for health service providers to create the latest innovation programs. The Janti Health Center which coincidentally is in the same location as the Bina Netra Social Rehabilitation where the disabled community regularly carries out health checks has begun to formulate public service innovations that are in favor of the disabled community. Under the auspices of the Malang City Health Office, the BREXIT (Braille E-Ticket and Extraordinary Access for Visual Disabilities) program was formed to improve the quality of public services in the health sector.

The commitment from the Janti Health Center and the Malang City Health Office for the visually impaired community without exception. Minority groups who often get one-sided views from the general public finally accept a health service which is the flagship program in Malang City. The maximum commitment of Malang City for people with disabilities without discrimination and exceptions in terms of improving the quality of services for people with disabilities.

Brexit Braille E-Ticket and Extra Ordinary Access for Visual Disability is intended to provide health service programs by referring to the indicators of success according to the New Public Service concept and in accordance with the task of local governments to provide innovations that can improve people's welfare without exception. The planning for the Brexit program by the Malang City Health Office and the Janti Health Center was prepared to solve the problem of blind people who have difficulty reading prescription drugs without an assistant, making Janti Health Center as an innovator think of creating a program in the field of pharmacy that is friendly for the blind. This innovation in the Brexit Baille service resulted in several decisions regarding the setting of the Janti Health Center policy as a blind disability-friendly health center. In implementing the policy, specificity is needed in labeling drugs for patients with blind disabilities. Drug labeling or what is known as drug labeling uses braille letters that can be accessed by patients with visual impairments.

The Malang City Health Office basically makes a program based on the desire to fulfill obligations as a government agency in the health sector to provide services for people with blind disabilities. Making Brexit as a flagship program in Malang City which is expected to be a mecca for other regions in providing innovations for blind, disability-friendly public services so that they can compete with other health centers in Malang City in giving birth to service innovations for people with disabilities.

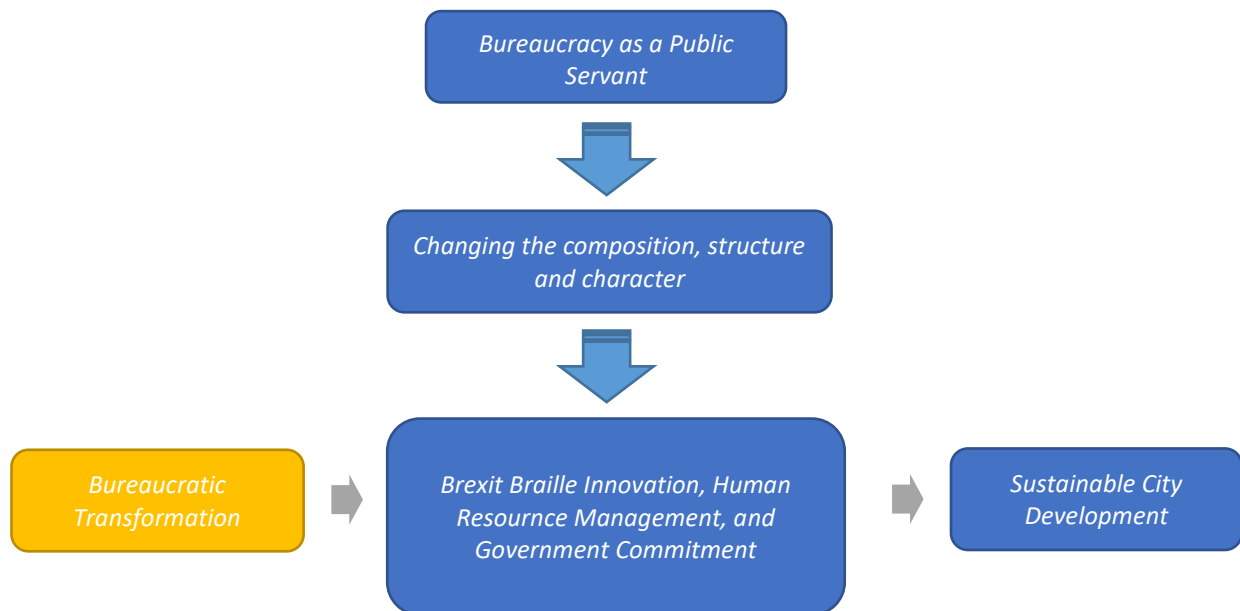
### **New Direction of Transformation System and Human Resources in Public Service**

Bureaucratic transformation as a strategy to develop institutional capacity at the local government level by developing political capital, so that problems that arise can be resolved. The concept of developing and improving various services based on community satisfaction with public services is a multi-dimensional phenomenon because it is related to economic aspects, social, political and administrative, while the various existing public service institutions tend to be institutionally based. An important premise in the transformation of the bureaucracy and public services is a sense of belonging and a sense of ownership token of membership. In terms of systems and human resources, it is a manifestation of the Malang City Government's commitment to services that are not disparate, non-discriminatory and a form of strong commitment to take sides with minority groups, especially people with disabilities.

The implementation of bureaucratic reform implies that the government bureaucracy can run well according to the goodness of modern management principles that are getting better in development and service to the community which is the main task of public servants . On the other hand, efforts for internal improvement continue to be pursued by developing the capacity and competence of the organizers, both in terms of quality and quantity. Talking about the management of human resources in the apparatus is indeed endless and requires a deep thought. This is because the human resources of the apparatus is a dynamic and unique dimension compared to managing

other resources. Humans have different traits, characters, motivations, and emotions that require different handling/manage for each person.

Chart 1. Alternative Paradigm of Public Service in Malang City



In realizing public services for people with disabilities in Malang City, the Health Service and the Malang City Public Library and Archives Service have improved the quality of public services and built a culture of innovation. Janti Public health center is a companion organization that has provided breakthrough steps to facilitate services for disabled groups. Public services determined by the level of payment have resulted in social stratification, the implication is that discrimination occurs between public elements. In terms of systems and human resources, the structure and character of the bureaucracy and human resources of the Health Service and Janti Health Center in providing services to more than 150 disabled groups is a commitment as an examiner of services. Changes in the character of the bureaucracy built with affirmative action, namely giving full access to disability groups as beneficiaries to interact with the environment.

Transformation is actually a new approach in the implementation of government to realize public services through local government innovation. The transformation of the government bureaucracy is carried out in various aspects and areas of government, especially in the government organization and human resources sector. The transformation of government will absolutely involve the role of communication and information technology to change the way the government organizes government and public services to the community in realizing public services for people with disabilities in Malang City. Public service innovation in Malang City will become a necessity if it is not balanced with the commitment of implementing policies.



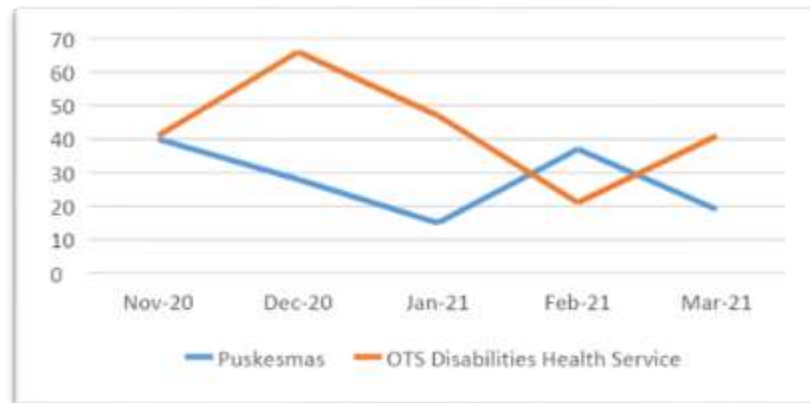
Understanding innovation in government organizations is actually updating its services and making changes from the old goals, policies, main tasks, Standard Operating Procedures and organizational culture to the new one. More than that, improve service to the community by making changes to the political, cultural, social and economic environment. Therefore, in order to carry out proper arrangement, it is very necessary to arrange urban areas. Bureaucratic transformation emerged as a response to the complexity of urban and institutional bureaucratic problems. In its completion, it cannot be completed in the form of a traditional bureaucracy, but through networking between organizations. Thus, Bureaucratic Transformation is interpreted as solving problems by not only depending on the power and managerial role of the government, but also at the local level, bureaucratic capabilities, cooperative relationships, and strong collaboration in utilizing existing resources and local wisdom must be built.

### **Public service exclusivity and Brexit Innovation Program**

The state either functionally, institutionally, or constitutionally monopolizes the existence of public services to its citizens. This is done under the pretext that the state is the right actor in disseminating the existence of equitable public services. The ideological context also has a significant effect in translating the conception of public service with citizenship at the practical level. The main locus lies in defining the relationship between citizens and the state itself. It must be admitted that the relationship between the two entities is based on a patrimonial relationship built through a take and give mechanism. The provision of access to health services for disabled groups at the Janti Health Center that is of quality, equal, and fair for the visually impaired group as is the case for the general public has become a necessity.

BREXIT has an important role in overcoming health problems for people with visual impairments at the Janti Public Health Center. Through BREXIT, people with visual impairments are given convenience in accessing adequate health services through the provision of hand rail facilities, guiding blocks for outdoor access, guiding carpet for access to the health center. Braille signage is also provided to provide information to patients with visual impairments about accessible services. Janti Public Health Center, a part from providing access to physical facilities and infrastructure, also provides regular health education. In addition, to increase independence in understanding the rules for taking medicine, the Janti Health Center has prepared an e-ticket for drugs written in braille that includes the rules for use, general indications, and expiration time.

Figure 2. Brexit Facilities Users in Janti Health Center



Source: Processed independently by the author from several document

Janti Public Health Center in the process of developing the innovation of the BREXIT program already knows the needs or problems that occur in health services for people with visual impairments, so basic and applicable research is needed. Basic and applied research is part of the innovation development process which is generally synonymous with technology which includes aspects of products and equipment, knowledge, skills and research. In the process of developing the BREXIT service at the Janti Health Center, it is still using a braille printer. The drug label is an indication of how to take the drug. For people with disabilities who cannot see the rules for how to drink, braille etiquette is needed to make it easier for them.

BREXIT services still use manual tools that produce braille e-tickets, one of the products produced by assistive technology. In the BREXIT innovation development step, the first step is the provision of qualified equipment and facilities. This can support the process of developing BREXIT innovations in the future. At the Janti Health Center, people with disabilities who came directly to the Health Center did not all carry walking sticks. Appropriate facilities are needed in this program. Several facilities are already available at the Janti Health Center, which in their application by the visually impaired community, there are no difficulties. In addition to the completeness of the BREXIT service facilities and equipment provided by the Janti Public Health Center, of course there are products resulting from BREXIT services in the form of pharmaceutical products.

In addition to the equipment that has been provided, the process of implementing innovation requires the skills and knowledge of officers in providing services because improving the quality of services must also be balanced with the skills of reliable officers. The skills and knowledge of the Janti Health Center staff in dealing with the needs of people with visual impairments are carried out by providing special services in queues and learning to use braille to support BREXIT innovation. In the

learning process, the officers asked for help from people with visual impairments to teach and guide officers to understand how to write and read Braille. The officers were able to be independent and proficient in reading and writing Braille. Brexit users, all of whom are visually impaired, have seen a significant increase every year. There are quite a lot of Brexit users when viewed from the monthly average 90 users every month who come to the Janti Health Center or through the On the Spot Disabilities Service. All Brexit users are UPT.RSBN residents who always do treatment at the Janti Health Center.

The BREXIT innovation has a very significant impact on the people of Malang City as a representation of citizenship, especially for people with visual impairments. In 2017, the independence in accessing health services increased significantly from 5% to 71.06% and independence in understanding the rules of taking medication from 3 % to 74.17%. In 2018 and 2019 the implementation of innovation, the achievement increased to 83.11% for independence in accessing health services and to 86.17 % in the independence of understanding the rules of taking medicine.

The positive impact of promoting citizenship practices in BREXIT innovation is that the fulfillment of citizenship practices is maximized, because the state guarantees all rights and obligations of every citizen. However, the most important thing in examining the fulfillment of social democratic citizenship-based public services is the sustainability and durability dimensions of the state, in ensuring the continuity of the fulfillment of basic needs by the state. The state through the social democratic regime uses a productive and preventive approach.

The Public Service Innovation of the BREXIT program is a tangible manifestation of providing equal public services to all Indonesian people. Malang City's commitment to services that are not disparate, non-discriminatory and a form of commitment to take sides with minority groups, especially people with disabilities. Prior to BREXIT, people with disabilities, especially the visually impaired, were very difficult to access health services and health facilities. Janti Health Center in collaboration with UPT.RSBN hopes that with BREXIT the independence of the blind people with disabilities will be much more improved than before. Independence in treatment at the Janti Health Center and in terms of pharmacy.

The four programs serve as the basis for the Janti Health Center in implementing BREXIT innovation. From the principles of the New Public Service, BREXIT's public service innovations are very aligned where the interests of the community are more important than the private sector. Public service apparatus that takes sides with civilians, minority groups of people with disabilities. The implementation of Brexit has a positive impact on people with visual impairments from various aspects, namely the Social Aspect of Brexit, making Janti Health Center a place of service that is easily accessible for people with visual impairments so as to ensure social justice in meeting the needs of health services. Economic Aspects The sustainability of the Brexit implementation from

the economic aspect will restructure the system of providing health services for people with visual impairments in an effort to save resources. Health service providers do not have to provide the human resources or infrastructure needed personally to increase the independence of patients with blind disabilities. Environmental Aspects The fulfillment of Brexit means that service providers learn that a slight change in the physical aspect affects the independence of people with visual disabilities. This not only increases the coverage of health services but also provides a safe environment without risk for people with visual impairments so that they can access health services comfortably.

## CONCLUSIONS

Public service is part of the implementation of democracy at the practical level, the fulfillment of basic needs for citizens is the essence. To interpret the dimensions of the relationship between citizens and the state, bureaucratic transformation and service innovation are concrete manifestations and become benchmarks for determining how far the state intervenes in meeting the needs of its people. Broadly speaking, the presence of bureaucratic transformation and service innovation by the Health Service is a response to the failure of the previous government's implementation. This is a challenge in itself in democratizing public services based on inclusive citizenship and exclusivity of public services in Malang City. The new direction of transformation of public services in disability services at the Health Service Janti public health center begins with improving human resources in terms of knowledge, mainset thinking as a servant to the community. In addition, Public Service Innovation for Persons with Disabilities Through Brexit Braille is an innovation, this refers to the notion of innovation where innovation is a process of thinking and implementing a thought so as to produce things new. Brexit Baraille innovation by the government have fulfilled the elements of the thought process and implementation of thinking to produce new things in the form of health services at the Janti Health Center .

Exclusivity through innovation, BREXIT is implemented through four program with a new approach. Braille medicine etiquette to make it easier for people with visual impairments to understand the rules for taking medicine. The main equipment used in making braille drug labels is a riglet and a stylus to print braille letters using brief card paper. Guiding access to make it easier for people with visual impairments to access health services at the Janti Health Center, which consists of guiding blocks, handrails, guiding carpets, room name boards written in braille. Guiding blocks starting from the gate to the service room, guiding carpet and along the path to the room at the Janti Health Center and hand rails made of stainless steel. On The Spot Disability Health Service, treatment is carried out outside the Janti Health Center building to bring health services closer to people with visual impairments. Health counseling at UPT.RSBN to provide health information, especially promotive and preventive efforts on matters related to health for people with visual impairments.

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