

Implementing Direct Community Outreach Innovation in Local Government: A Case Study of Jeneponto Regency, Indonesia

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ABSTRACT

This study examines the implementation of a direct community outreach innovation program in the Department of Population and Civil Registration of Jeneponto Regency, Indonesia. Utilizing a framework of multiple forms of innovation implementation, the research explores the interplay of various factors in the program's execution. The findings reveal that the program's success is influenced by employees' performance goal orientation, the flexibility of the innovation, a strong implementation climate, and a learning goal orientation that facilitates mutual adaptation. The study highlights the importance of targeted training, addressing implementation challenges, fostering a supportive organizational culture, strengthening coordination and communication, and continuous monitoring and evaluation for enhancing the program's effectiveness and sustainability. By leveraging these factors, the Department can optimize the implementation of the innovation program, leading to improved public service delivery and expanded access to vital population administration services for the community. The study contributes to the understanding of innovation implementation dynamics in the context of local government in Indonesia and offers valuable insights for policymakers and practitioners seeking to enhance public service innovation in similar settings.

Introduction

In today's rapidly evolving world, delivering efficient and effective public services has become a critical priority for governments at all levels. As the primary interface between citizens and the state, public service delivery plays a vital role in shaping the quality of life and overall well-being of individuals and communities (Boyd et al, 2018; Das, 2024). Governments are increasingly recognizing the need to innovate and adapt their service delivery models to better meet the needs and expectations of their constituents (Osborne, 2020).

One area of public service delivery that has garnered significant attention in recent years is population administration and civil registration (Torres et al, 2005; Maduekwe, 2017). These services, which include the issuance of identity cards, family cards, birth certificates, and other vital documents, are essential for ensuring the legal identity and status of citizens, as well as facilitating access to a wide range of public services, including education, healthcare, and social welfare (Abouzahr et al., 2015). In Indonesia, the importance of population administration and civil registration services is enshrined in Law No. 23 of 2006 on Population Administration, which mandates that every citizen has the right to obtain these documents.

To ensure that population administration and civil registration services are delivered effectively and efficiently, the Indonesian government has emphasized the need for continuous quality improvement and innovation (Martino, 2024; Sihidi & Roziqin, 2024). This is reflected in the Minister of Home Affairs Regulation No. 19 of 2018 on Improving the Quality of Population Administration Services, which encourages local governments to adopt integrated and proactive service delivery models, such as the "Jemput Bola" or direct community outreach approach (Minister of Home Affairs Regulation No. 19 of 2018).

The "Jemput Bola" approach represents a significant shift from traditional, office-based service delivery models, where citizens are required to visit government offices to access services. Instead, it involves government officials proactively reaching out to communities, particularly in remote and underserved areas, to deliver services directly to citizens (World Health Organization, 2010; Linders et al, 2018). This approach has the potential to improve accessibility, reduce waiting times, and ensure that all citizens, regardless of their location or socio-economic status, have access to vital population administration and civil registration services (Adawia et al., 2022).

Implementing innovative service delivery models like "Jemput Bola" requires a thorough understanding of the factors that influence the successful adoption and implementation of innovation in public sector organizations (Wiryanto, 2020; Akhmad & Darumurti, 2024; Romadhona & Kriswibowo, 2024). Several theoretical frameworks have been proposed to explain the process of innovation implementation, including Rogers' (2003) diffusion of innovation theory, Steelman's (2010) ideal conditions for innovation implementation, and Choi and Moon's (2013) multiple forms of innovation implementation. These frameworks highlight the importance of considering the interactions between the innovation itself, the organizational context, and the users or beneficiaries of the innovation.

In the context of population administration and civil registration services in Indonesia, the Jeneponto Regency Department of Population and Civil Registration has been at the forefront of implementing innovative service delivery models, including the "Jemput Bola" approach. However, despite the potential benefits of this approach, the department faces several challenges in its implementation, including low levels of public awareness and understanding of the importance of population administration documents, limited access to services in remote areas, and the need for effective public education and outreach programs (Department of Population and Civil Registration of Jeneponto Regency, 2023).

Examining the implementation of the "Jemput Bola" innovation in the Jeneponto Regency Department of Population and Civil Registration is crucial for several reasons. First, it can provide valuable insights into the factors that facilitate or hinder the successful adoption and implementation of innovation in local government settings. Second, it can help identify best practices and lessons learned that can be shared with other local governments seeking to improve the quality and accessibility of their population administration and civil registration services. Finally, it can contribute to the broader literature on public sector innovation, particularly in the context of developing countries like Indonesia, where the need for effective and efficient public service delivery is particularly acute. By understanding the dynamics of innovation implementation in this specific context, this study aims to inform policy and practice and ultimately contribute to the goal of providing high-quality, accessible, and responsive public services to all citizens.

Method

This study employs a qualitative research approach with a phenomenological design to gain an in-depth understanding of the implementation of the "Jemput Bola" (JEBOL) innovation in the Department of Population and Civil Registration of Jenepono Regency, Indonesia. The phenomenological approach allows the researcher to explore the essential meanings of human experiences through the collection and analysis of narratives or descriptions of those experiences (Creswell & Creswell, 2023). By using a descriptive method, the researcher will provide a detailed account of how the department implements the JEBOL innovation as a form of population administration service delivery.

The study will involve a total of 10 informants, including the head of the department, the head of the general and personnel sub-division, the head of the population registration service division, the head of the civil registration service division, the head of the population administration information management division, the head of the data utilization and service innovation division, the sub-coordinator of cooperation, and two members of the public. These informants will be selected using purposive sampling, ensuring that they have a deep understanding of the research topic and are actively involved in the subject being studied. Data will be collected through a combination of direct observations, in-depth interviews, and document analysis. Interviews will be conducted face-to-face using an interview guide to maintain focus on the research objectives. The study will take place at the Department of Population and Civil Registration of Jenepono Regency from October to November 2024.

Data analysis will follow Miles and Huberman's interactive model (Sugiyono, 2022), which consists of four components: data collection, data reduction, data display, and conclusion drawing. After collecting data through observations, interviews, and document analysis, the researcher will engage in data reduction, which involves summarizing, focusing, and organizing the data in a way that facilitates drawing conclusions. The reduced data will then be presented in the form of brief descriptions, charts, or relationships between categories to facilitate understanding of the situation and inform the next steps in the analysis. Finally, the researcher will draw conclusions based on the patterns, explanations, and causal relationships identified in the data, ensuring that the conclusions are supported by evidence and can be justified.

Result and Discussion

Mechanical Implementation

The findings reveal that the employees carrying out these services follow established work procedures and pay close attention to technical aspects, using the innovation precisely as designed without significant modifications. The REWATA team ensures the necessary equipment is ready and provides clear instructions to the public, while the BULOSIBATANG team collaborates with community health centers (Puskesmas) and follows a structured workflow for document collection and service delivery.

The mechanical implementation observed in the JEBOL program is driven by the employees' performance goal orientation, which promotes adherence to formal instructions and avoidance of risks associated with deviating from set standards. The staff's focus on achieving measurable work outcomes, such as the issuance of complete and accurate population documents, motivates them to strictly follow procedures and instructions without making changes. This is evident in their careful attention to technical readiness, including equipment, network connectivity, and the collection of supporting documents according to established procedures.

Furthermore, the strong implementation climate within the Department of Population and Civil Registration supports the mechanical implementation of the JEBOL innovation. The work environment generally provides positive support for the program's execution, with motivation from leaders, availability of human resources, and adequate equipment such as computers integrated with the Population Administration Information System (SIAK) and printers. However, the effectiveness of the program's implementation can be hindered by the lack of dedicated transportation for the JEBOL team, particularly when serving remote locations.

To enhance the mechanical implementation of the JEBOL innovation program, it is recommended that the Department of Population and Civil Registration of Jeneponto Regency address the transportation issue by allocating dedicated vehicles for the JEBOL team. This will improve the efficiency and timeliness of service delivery, especially in hard-to-reach areas. Additionally, the department should continue to foster a strong implementation climate by ensuring consistent support from leadership, maintaining adequate human and financial resources, and regularly evaluating the program's performance to identify areas for improvement. By addressing these factors, the department can further strengthen the mechanical implementation of the JEBOL program and ensure its long-term success in delivering vital population administration services to the community.

Reinvention

The findings indicate that the program's flexibility allows for adaptations and modifications to better suit the specific needs and situations encountered during implementation. This flexibility is evident in the staff's ability to adjust procedures and experiment with new approaches to enhance the effectiveness and relevance of the innovation in their context.

Several factors contribute to the reinvention observed in the JEBOL program. First, the lack of strong socio-cultural conventions regarding population administration documents provides room for the staff to adapt the innovation to local norms and values. The program's design, with names derived from Makassarese culture, strengthens its local relevance and increases public acceptance. Second, the administrative nature of the innovation, focusing on new procedures and reward systems open to subjective interpretation, encourages reinvention. The flexibility in reward structures, such as facilitating promotions or providing additional travel allowances, motivates staff and supports the adaptation of the innovation to their specific context.

Furthermore, the complexity of implementation and organizational culture in the Department of Population and Civil Registration of Jeneponto Regency promotes reinvention. The staff encounters various technical and procedural challenges, such as inadequate transportation facilities, network instability, and low public awareness. However, the organizational culture, characterized by collaboration across hierarchies, low power distance, and tolerance for uncertainty, allows the staff to adapt the innovation to overcome these challenges. The culture of collaboration and flexibility enables the staff to modify the innovation to better suit the needs of the community, making it more relevant and successful in achieving its objectives.

The Department of Population and Civil Registration of Jeneponto Regency should continue to foster a supportive organizational culture that encourages experimentation and adaptation. This can be achieved by maintaining open communication channels, promoting cross-functional collaboration, and recognizing staff initiatives in adapting the innovation to local contexts. Additionally, addressing the identified implementation challenges, such as providing adequate transportation and increasing public awareness, can create a more conducive

environment for reinvention. By embracing flexibility and supporting staff-driven adaptations, the department can maximize the potential of the JEBOL program to deliver relevant and effective population administration services to the community.

Learning

The findings indicate that employees adapt to the innovation by changing their values, skills, and work behaviors to meet the demands of the innovation. The burden of adjustment is primarily borne by the users, as the innovation itself remains largely unchanged. While the REWATA and BULOSIBATANG services do not introduce new technologies, they optimize existing tools and systems to deliver services closer to the community. The focus is on adapting work patterns and coordination, rather than introducing new tools. This requires flexibility and cross-sector collaboration to ensure the success of the outreach program.

The JEBOL program team demonstrates readiness and ability to implement changes by carrying out tasks according to existing procedures, despite the different service delivery method. Incentives in the form of travel allowances provide additional motivation, while hands-on experience in the field encourages practical learning, especially in coordination and communication with internal and external parties. The REWATA and BULOSIBATANG services emphasize the importance of following established procedures while adapting to field conditions to support effectiveness and efficiency. Success is measured by the number of citizens served in electronic ID card recording (REWATA) and the number of birth certificate files collected and issued (BULOSIBATANG). Field adjustments are key to ensuring that the innovation does not compromise service quality while optimizing work outcomes. Although no specific training is provided for the JEBOL program, technical briefings and general training at the division level demonstrate efforts to ensure employees' skills align with the innovation's needs. Incentives in the form of travel allowances and rewards for high-performing employees, such as promotion recommendations, support motivation and proactive behavior towards the innovation. Barriers, such as limited official vehicles, are addressed through the use of personal vehicles to maintain program continuity.

The Department of Population and Civil Registration of Jeneponto Regency should consider to

Providing targeted training for the JEBOL team to develop skills specifically relevant to the outreach program, supporting the innovation's sustainability, continuing to foster a strong implementation climate by maintaining regular coordination, evaluation, and leadership support to ensure the program meets expectations and exploring additional incentives and recognition for employees who consistently demonstrate high performance and adaptability in implementing the innovation. The department can further strengthen the learning process in the JEBOL program, enabling employees to effectively adapt their skills, values, and behaviors to meet the demands of the innovation and deliver high-quality population administration services to the community.

Mutual Adaptation

The findings indicate that both the innovation and the implementing team undergo changes during the implementation process, resulting in a synchronous and reciprocal interaction that produces a new balance. This balance adapts the innovation to the local situation and alters the behavior and identity of the employees involved in the JEBOL program.

Employees with a learning goal orientation possess high self-confidence, strong internal control, and a readiness to take risks. They focus on improving task competence and are open to adopting new practices and enhancing their skills. By viewing failure as a learning opportunity, they are eager to experiment with new ways of implementing innovations. This encourages them to seek various methods of innovation implementation and adapt them to achieve optimal results in their work. Consequently, individuals with a high learning goal orientation actively engage in the learning and reinvention process, which in turn facilitates mutual adaptation between the individual and the innovation.

In the REWATA service, the implementation is supported by adequate facilities and infrastructure, clear procedures, technical guidance, and motivation from leadership. The execution procedures adhere to the provisions of population registration services, focusing on electronic ID card recording. Facilities and infrastructure, including computer equipment integrated with the Population Administration Information System (SIAK), support service effectiveness. Training from the central government related to the main duties and functions of each division helps learning in carrying out tasks, although formal training specifically for the outreach program is not yet available and is replaced with technical briefings before activities.

Technical field implementation involves guidance in the form of reminders for the team to carry out their duties according to their respective main duties and functions. Obstacles encountered, such as network constraints or difficulties in community access, are identified and discussed in evaluation meetings to find solutions. For example, the outreach team conducts direct visits to the homes of residents who are unable to attend electronic ID card recording, such as during the run-up to elections, to ensure community participation in elections. Good coordination and communication are key in ensuring that services reach the residents, especially those with limited access.

In the BULOSIBATANG service, the program aims to facilitate the issuance of birth certificates for newborns, similar to REWATA but with a focus on document issuance for newborns. The main obstacles in the implementation of BULOSIBATANG include a lack of public awareness regarding the completeness of administrative files, with many residents not fulfilling the administrative requirements, such as marriage books. To overcome this, the team often has to provide guidance and wait for residents to complete the files, such as, Letter of Absolute Responsibility (SPTJM), signed by two witnesses, Family Card (KK) from the baby's father and mother, which is used to record the baby as a new family member, Marriage certificate from the imam for couples who are married religiously but do not yet have an official marriage book. The team must ensure that all these files are complete before population documents are processed and returned to the public health center to be given to the postpartum patient.

Supervision and evaluation of the program are carried out directly by the head of the department and are evaluated regularly based on the divisions involved in the service. This evaluation aims to ensure that each task is carried out properly and to identify and overcome any obstacles that arise. As a form of motivation, officers involved in the BULOSIBATANG program receive incentives in the form of salaries through Official Travel Orders (SPPD). In addition, employees who demonstrate good performance and achieve service targets are given additional rewards, such as recommendations for promotion or ease in the process of promotion.

Conclusion

The findings reveal that the program's success is influenced by a combination of individual characteristics, innovation attributes, and the implementation context. The mechanical implementation observed in the program is driven by employees' performance goal orientation, promoting adherence to formal instructions and standard operating procedures. The strong implementation climate, characterized by leadership support, adequate resources, and rewards, further reinforces the mechanical implementation. However, the program also exhibits elements of reinvention, as the flexibility of the innovation allows for adaptations to suit specific needs and situations encountered during implementation. The learning process is evident in the way employees adapt their skills and behaviors to meet the demands of the innovation. This learning is facilitated by the provision of technical guidance, regular evaluation meetings, and incentives that motivate staff to engage actively in the implementation process. The program's design, which optimizes existing technology and coordinates across sectors, reflects the influence of technological innovation on learning. Mutual adaptation is observed in the synchronous and reciprocal interaction between the innovation and the implementing team. Both undergo changes to create a new balance that is tailored to the local context and the needs of the community. The learning goal orientation of employees, characterized by a focus on improving task competence and a willingness to experiment, facilitates this mutual adaptation process.

To enhance the effectiveness and sustainability of the JEBOL innovation program, the Department of Population and Civil Registration of Jeneponto Regency should implement several key measures. Firstly, providing targeted training for the JEBOL team will equip them with the specific skills needed for successful outreach. Secondly, addressing identified challenges, such as the lack of dedicated transportation, will create a more supportive environment for innovation. Additionally, fostering an organizational culture that encourages experimentation, learning, and adaptation will further strengthen the program's resilience. Robust coordination and communication mechanisms should also be established to ensure effective collaboration among all stakeholders. Finally, continuous monitoring and evaluation will enable the identification of areas for improvement and ensure the program remains responsive to the community's evolving needs. By strategically leveraging the interplay of these critical factors, the Department can optimize the implementation of the JEBOL innovation program. This will ultimately lead to improved public service delivery and expanded access to vital population administration services for the community. Understanding and addressing these key elements will position the JEBOL program for long-term success and maximum impact.

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