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Rational Intervention Public Policy for Public Service Innovation

Abstract

This study aims to discuss and compare population administration innovations in two different regencies to gain an understanding of how policies can intervene in public service innovations. Innovation is dependent on government policy as a guide for good public service development strategies. Policy intervention in public service innovation gives special attention to the coherent implementation of public service innovations. The policy will affect further innovation development although it can be excluded from some innovation programs. Therefore, this research compares the innovation efforts of population administration in two different regencies to gain a better understanding of how policies intervene in public service innovation. This research was conducted in the *Aceh Tenggara* and *Majalengka* regencies in May-June 2019. Qualitative methods were used in this research with a comparative analysis (Qualitative Comparative Analysis). Data was obtained through a cross-sectional study and data analysis using a set and concept technique. With a theoretical guide developed by Hartley (2005), this research provides information that not all regency (government institutions) can innovate for a variety of reasons, and that decision-makers must be transformative leaders for their region in order to bring out the idea of innovation. In addition, managers should be able to translate policy intent and objectives with service programs. Further development of public service innovations and citizen participation is needed as respondents and external supervisors. That way policy interventions can provide opportunities for change in government institutions by reviewing policy goals and objectives, as well as the linkage factor between local and national policies being the main consideration.

Keywords:

Policy; innovation; public service

Introduction

Innovation policies are defined as public actions that influence the innovation process with innovation diffusion measures (Lampe, 2017). Innovation policy goals are often economic, such as economic growth, productivity, or increased employment and competitiveness. However, innovation policies have been

carried out in most local governments to improve public services in general initiated with a joint movement launched by local government leaders. For example, Klungkung Regency of Bali Province with population data validation innovation i.e *Predator* program. Predator is the recording of KTP-el data using motorcycles, a modus operandi that officers take down to villages to data record for people with special needs and also reach faraway areas. This innovation is a derivative of an *Aksi Gema Santi (Gerakan Masyarakat Santun dan Inovatif)* which was initiated directly by local government leaders.

Innovation policies are partly influenced by dialogue between policy and theory. The discussion of these reasons is inherently related to the theoretical approach chosen to explain innovation and technological change. New theoretical insights provide a reason for new actions while old actions should be able to provide a reason why old theories are abandoned (Agolla & Lill, 2013; Arnold, 2014). Innovation as a complex interactive process has important implications for the design and implementation of all innovation policies (Edquist & Johnson, 2005; Agger & Sorensen, 2016). Innovation policies or other types of public intervention should pay attention to the need for innovation implementation and future implications.

Policy intervention involves all actions, programs, or activities taken or mandated by government actors. This includes, for example, regulations, incentives, information schemes, and provision of infrastructure. Policy interventions often discuss various steps including technology, processes, applications, and behavior (Kanger, Sovacool, & Noorkõiv, 2020), which will also benefit regional leaders to carry out leadership missions (Grube, 2010). Therefore, this research is related to public policy interventions for innovative applications that will affect innovation outcomes (Vries, et al., 2015; Wang, 2018). It is not always right, but "policy" continues to provide interventions involving more abstraction, uncertainty, and empirical evidence. For example, in innovation, policy interventions are needed to ensure good implementation of innovation (Kanger, Sovacool, & Noorkõiv, 2020) and the effectiveness and efficiency of innovative policies and practices (Chaminade & Esquist, 2010). Policy interventions will influence many innovation tools and tend to be more design-oriented, service-oriented, and may require significant adaptation before adjusting to the public policy environment (Edler & Fagerberg, 2017; Damuri, et al., 2018). Intervention is not a pressing meaning, but in policy "intervention" it is intended to see the gap between policy and policy objects (Kanger, Sovacool, & Noorkõiv, 2020) and increase understanding of the change process (Peters & Pierre, 2015) and efforts to implement policies (Hage, Jordan, & Mote, 2007).

For example, public service innovations in the *Aceh Tenggara* and *Majalengka* regencies, some national policies have become the main guide for increasing population data recording. Although guided by the same policy, the obtained results were different. For example, to provide public services in the field of population data, *Aceh Tenggara* Regency has made some innovations with the theme "Pelput" or services to be picked up to complete population data recording using mobile cars starting in 2017. However, in May 2019 in the *Aceh Tenggara* Regency, there were 4,784 who have not recorded data from a total population of 212,417. In contrast to the *Majalengka* Regency, which continues to innovate with the theme of a movement initiated by regional leaders as evidenced by some awards such as a highly innovative area, the establishment of a public service integrity zone. Therefore, innovation (public service) generally begins with a local government movement. Innovation must be driven by policymakers, managers, and citizens. In general, innovation in population and civil registration is driven by a set of rules previously described.

Some previous research can be valuable information for understanding public policy interventions for innovation. While not all previous studies can be extracted in full, they can provide more complex insights. Chaminade & Esquist (2010) in him study found that innovation policies are usually and should be selective, where the direction of policy it is directional choices are based on analysis as the basis for designing innovation policies. That innovation policy involves knowledge and analyzing some perspectives of public instrument intervention from transdisciplinary (Vargas & Restrepo, 2019). From a variety of approach instruments to innovation processes, economic factors tend to be noticed more because innovation requires a budget (Agger & Sorensen, 2016; Arundel, et al., 2019). Intervention is also needed to support policy instruments in order to better demonstrate the planned results (Arceneaux & Butler, 2015).

This study aims to discuss and compare population administration innovations in two different areas to get an idea of how policies can intervene in public service innovations. That this research is also a starting point to explore the insights and opportunities of innovation policies in different areas. On the other hand, many related studies that can be elaborated in this article for analysis, are expected to be able to answer questionable research problems on how the policy interventions of *Aceh Tenggara* and *Majalengka* regencies in population administration public service innovation.

Literature Review
Policy Intervention in public service innovation

Policy objectives are determined in the political process and not by researchers. Policy Intervention aims to encourage the better utilization of service innovation towards efficiency. Policy intervention involves any action, program, or activity taken. Such an innovation policy can be defined as a public action that affects the innovation process, development, and diffusion of innovation (products and processes). Innovation policy objectives are often economic, perhaps also from non-economic types, such as cultural, social, environmental, or military.

Innovation means the significant adoption of methods of production or innovation delivery including changes to the manner, governance, and use of equipment. Innovation is not only about generating new ideas that are utilizing technology but how innovation can be built sustainably starting from a basic innovation understanding (Banerjee & Ceri, 2016). Innovation is influenced by many factors that occur in the interactions between organizational elements and is referred to as the innovation system. It is considered by many to be a useful and promising analytical tool for a better understanding of innovations in knowledge production and distribution (Arnold, 2014; Arundel, et al., 2019).

Innovation also needs to identify the things that are most likely to influence innovation so that it can be carried out successfully with a continuous and structured evaluation (Uyarra et al., 2020). As in article 389 of Law of Republic Indonesia No. 23/2014 about Local Government, it is stated that in the case of implementing innovations that have become Local Government policies and these innovations do not achieve the stated targets, the state civil apparatus cannot be convicted. Therefore, local innovation is a constitutional mandate that is carried out by the regions independently, it is necessary to comprehensively trace those involved in the production and implementation of innovation policies. Hartley (2005) mentions three innovative approaches to the public service sector to assess the extent of policy intervention is policymakers, managers, and citizens. This approach will provide an overview of public service innovation efforts.

The innovation process means the significant adoption of improved methods of production or innovation delivery including changes to the

manner, governance, and use of equipment. Innovation is not only about generating new ideas which are translated by utilizing technology but how innovation can be built sustainably starting from understanding basic innovation (Banerjee & Ceri, 2016). Innovation is influenced by many factors that occur in the interactions between organizational elements and is referred to as the innovation system. It is considered by many to be a useful and promising analytical tool for a better understanding of innovations in knowledge production and distribution (Arnold, 2014; Arundel, et al., 2019). Then easily understood innovation is a term to denote a process, or as a strategy to organization change, and organization's service activities.

Finding new ideas/ways for organizations is innovation, so innovation must be done from the innovation process itself by thinking that the resulting product is fully in line with the aims and objectives (Granstrand & Holgersson, 2020). Innovation also needs to identify the things that are most likely to influence the innovation to be carried out successfully with continuous and structured evaluation (Uyarra et al., 2020). Hartley (2005) mentions three innovative approaches to the public service sector, namely policy-makers, managers and citizens. This approach will provide an overview of public service innovation efforts. One way that can be achieved is to empower educational institutions, research collaboration can be done when an area does not have a research and development or regional innovation agency.

First, policy-makers include everyone responsible for formulating or changing policies. Policymakers often have the influence and opportunity to use research evidence to change or develop policies and have the mandate to work with the research community. Over the past two to three decades policymakers have been increasingly concerned about the role of innovation for economic and government performance. The view that policy may have a role

in supporting innovation has been widespread, and the term innovation policy has become commonly used (Edler & Fagerberg, 2017). But policymakers tend to be approached by authorities who hope to influence policy, from lobbyists and interest groups to constituents or academics.

In addition, in designing innovation policies, policymakers often lack the tools to identify problems in the system to choose policies that support innovation and competency development to address them. In general in developing countries the innovation system is very heterogeneous, each system is embedded in a unique socio-economic institutional context (Chaminade & Esquist, 2010). Government policies and regulations can promote or hinder innovation. Strict and focused policies and regulations have the potential to stimulate significant and fundamental changes in process products and technologies. However, policies and regulations can create barriers and restrictions that are sometimes a barrier to innovation (Patanakul & Pinto, 2014).

Second, the influence of management has an impact on innovation performance, and innovation decisions usually involve managers as a screening mechanism to consider a series of external and internal factors that increase the likelihood of innovation outcomes. Therefore, in government, a "manager" is the policy executor. The manager will be responsible for implementing any policy decisions taken by an administrator. *Third,* citizens are users of government innovation in other words that the user (society) is the object of government activities. The existence of innovation is increasingly important for use in government activities, and technology is generally influenced also by user behavior (Thapa, et al., 2015). User behavior becomes an idea of how much innovation is acceptable and leveraged. Therefore, the government cannot simply carry out innovation without seeing the consequences that arise as a further development effort. Citizen

participation will increase if the government delivers quality public services. On the other hand, citizens need to be treated as a service evaluator with a discussion channel to provide opinions.

Methods

Qualitative Comparative Analysis (QCA) used with set-theoretic approach and technique analysis. From several basic analyses selected sets and concepts in QCA to answer the formulation of the problems that have been designed before. The reasons behind that set and concept (QCA) have the ability to compare differences, similarities, traits, and facts between two or more research objects with the same theme through a set of theories as guides (Rihoux & Grimm, 2006; Ragin, 2008; Schneider & Wagemann, 2012; Thomann & Maggetti, 2017). The data collection was conducted in May-June 2019 at the Office Population and Civil Registration Aceh Tenggara and Majalengka Regency by each researcher. The reasons for the selection in different regions in this study refer to the achievement of civil registration innovation with electronic systems and the formation of an administrative problem team.

The reasons for the selection in different areas in this study refer to the achievement of innovation in civil registration with electronic systems and the formation of a team on administrative matters. The field of population and civil registration is one form of public service, as well as being one of the main targets in assessing public service innovations by the government. Even though it has been regulated nationally in regulations by the Ministry of Administrative and Bureaucratic Reform No. 30/2014 about Guidelines Public Service Innovation, however, the results achieved were different. In addition, the determination of informants conducted through purposive sampling consists of Table 1:

The reasons for selecting informants in Table 1 provide information that they are considered involved in policy production, policy intervention, and implementing innovations. In-depth interviews were conducted with informants to obtain detailed meaning but still paid attention to the formulation of the problem so that the interview focused on the research theme. The data were obtained through a cross-sectional study technique which intends to observe data related to the study at a certain time. Observational cross-sectional studies were used to describe the characteristics of research subjects, but not to determine causal relationships. Furthermore, the results of empirical research will be described through a narrative of the results and discussion.

Results and Discussion
QCA Public Service Sector Innovation

First of all, the theory-set procedure on public service sector innovation for policymakers, managers, and citizens will be carried out with a venn diagram introspection developed by Ragin (2008) to pay attention to the need vs adequacy

Table 1.
Research Informant

Policy-makers		Aceh Tenggara Regency	Majalengka Regency
	Local Government Secretary	1	1
Managers			
	Head of Office Population and Registration Record	1	1
	Eselon III at Office Population and Registration Record	4	4
	Eselon IV at Office Population and Registration Record	5	5
Citizens			
	Citizen	10	10
Total		*21*	*21*

Source: Data Research (2019)

(need vs sufficiency) of policy intervention, visualized as follows picture in Figure 1:

Figure 1.
Venn Diagram Necessity vs. Sufficiency of Public Service Sector Innovation
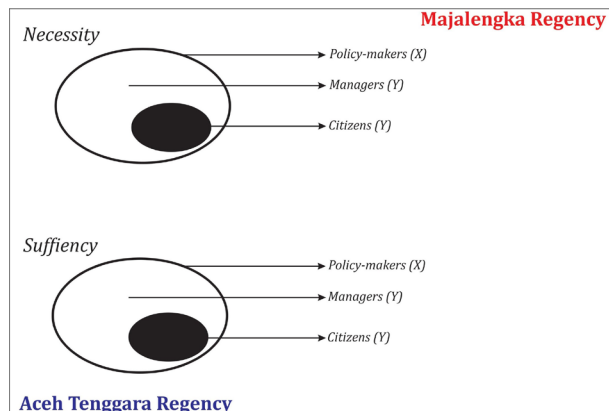
Source: Ragin (2008)

The results obtained are due to the consequences of various innovation programs initiated by the local government when the cause must be there to produce the results. Sufficiency is when the cause (X) can produce a result (Y), but the result can be generated by another cause. Necessity and adequacy are asymmetric relationships that QCA analysis. As mentioned earlier, this asymmetric relationship is shown when the result is part of the cause. Ragin (2008) provides a simple example of understanding the causes that produce results. For example, rain episodes are part of cloud episodes, as are policy-makers formulating and making decisions, policies that are the subject of managers as executors, and citizens as objects of implementation.

Public service innovation through governments to resolve public service in new ways, improving the design and delivery of goods and public services to beneficiaries. Public service innovation requires planning, leadership, and stakeholder alignment. Understanding issues makes governments design better policy programs to address public inertia with new technologies while creating an integration of policies and processes between government agencies, public services transparency and procedures, accessibility, and applications as public service innovations. With public service innovation, governments can expect a stronger alignment between public policy and public needs. Technology is driving the implementation and policy monitoring, while the public expects improved access to quality public services.

Necessity

As previously described, the result of being part of the cause (necessity) in this research context, the result that begins with the causes of policy-makers is policies that must be implemented as national and local policies, which is illustrated in Table 2.

Table 2 describes that the causes of public service innovation between the two regencies have differences. No specific public policy and policy support resulted in inequality and an inability to conceptualize innovation as a broader mechanism in government activity, socio-

Tabel 2.
Necessity Public Service Innovation (Population and Registration Record)
Aceh Tenggara Regency vs. Majalengka Regency

No	Teori-set	Necessity	Kabupaten Aceh Tenggara	Kabupaten Majalengka
1.	*Policy-makers*	Planning, Draft Innovation	Yes	Yes
		Innovation Movement	No	Yes
		Local Government policy	No	Yes
2.	*Managers*	Performance Institution (public service)	Yes	Yes
		Governance Innovation	No	Yes
3.	*Citizens*	Collaboration or citizen-partnership	No	Yes

Source: Research Data (2019)

economic and development, or lack of appreciation for the potential role that innovation in local development. At this point empirical evidence and some previous studies are contradictory, and many reasons are occurring so there is no policy for innovation. One of the reasons for this is the change of regional leaders that should be able to cover the shortcomings of previous leaders (The change of the regional leader of *Aceh Tenggara regency* occurred in 2017, and *Majalengka regency* occurred in 2018). For transformational local leaders, vision and mission with the authority they have will be easier to move the resources available to side with the citizen, especially improving public services. On the other hand, many public services have not improved despite the change of leadership due to continued competition between post-election supporters to take advantage of the bureaucracy to achieve their goals.

Managers are executors of policies, and not just about strategies that confront them with a wide range of insights, expertise, and experience. But it's quite important how they become leaders who display serving, enabling, empowering behavior, after being elected. In the innovation context, knowledge becomes a requirement to produce tacit knowledge such as ideas, perceptions, concepts, expertise, and experience. Especially for leaders as policy executors of various policies in local government activities, not only applicable to the legislature but also to the executive. On the other hand, the theme of citizen participation shows that the citizen does have a role in governance, especially the citizen participation in the implementation of public policy issues, and the process for improving the service quality. The citizen participation in the administration service sector (population and registration record) is not working properly in Aceh Tenggara Regency. It is caused by driving society such as apathy, culture, education, and economic factors.

For example, in the *Aceh Tenggara Regency*, innovation is very important in the public service sector to improve the effectiveness of the service, but the innovation ineffectiveness tends to be due to the culture of policy actors and society. The background of the cause tends to be due to a low level of knowledge towards conceptualization and innovation purposes, not only from the citizen as a recipient but also from the bureaucratic apparatus as a provider. In addition, the political situation can also intervene in innovation through policy, as a result, the situation between the legislature and executive in the policy process. The innovation culture will be contaminated with patterns that illustrate that innovation is not the most important thing to do. In addition, the future challenges of delivering public services depend on the reflection of the needs. Consequences will form the public distrust of the government. The innovation system, development, implementation, and innovation management seem to be left ineffective deliberately without attempting to provide stimulus changes through some policies. On the other hand, managerial impacts manifested in some cross-border cooperation that contributes to coordination and collaboration.

This cooperation must be done because it concerns some interests of population data for other agencies such as the *Dinas Kesehatan, Badan Penyelenggara Jaminan Sosial, Komisi Independen Pemilihan (KIP),* and District. The cooperation established is a mandate of government policy to provide valid data for various national and local interests. In addition, innovation development by managing shared knowledge produces various alternative thoughts to form sustainable strategic planning that is mutually beneficial to improve the service process. Furthermore, the citizen is only placed as the recipient of the service without being given the opportunity to assess whether the service provided is qualified or not. The low critical level of the citizen resulted in external oversight of government activities that could not be carried out, which also influenced the education level. Ideally, the results should be achieved from government service activities with

innovations in the form of quality population and registration records.

For example, the office population and registration record of the *Majalengka* Regency has made it easy to register applications to obtain population documents online. This means that people can register independently without being charged to obtain the form manually. However, this is not the case in *Aceh Tenggara* regency which still applies manually, queuing, and prone to illegal levies. On the other hand, people should be able to be involved as supporting instruments to see if the innovations that have been designed are useful or not. The response from the citizen will provide the foundation for data and input on further innovation development. Different citizens and stakeholders will interact to achieve key interests in obtaining government services. In other words, the innovation process emphasizes how people feel about what the government is doing. It may be difficult to achieve by translating people's sense of what the government is already doing, but the demands to always get quality public services can no longer be negotiated by governments in modern society. Starting with implementing Law of Republic Indonesia No. 24/2013 about Population Administration provides guidance for accurate structuring, publishing documents, and population data, professional population administration services, meeting information technology standards, dynamic, orderly, and non-discriminatory in service to address population problems.

The office of Population and Civil Registration of *Majalengka* Regency to conduct the arrangement, publication of data, and population documents accurately carried out efforts to implement some innovations, aims to deliver population administration services and as an effort to provide more guarantee of time certainty, ease of data management and population documents. Therefore, the established "Innovation Laboratory" *Majalengka* regency

serves to review and analyze various plans and innovative ideas as a formulating policy material for regional leadership.

For example, *Tim Sapu Bersih Administrasi Kependudukan (Tim Saber Adminduk).* The team is tasked with resolving administrative issues that require special actions, immediately, and cannot be resolved by relying solely on regular actions. In practice, the team supports the mobile car service team in an effort to note, recording KTP-el, and other administrative services. Targets that cannot be solved with ordinary actions include the sick/disabled, remote areas, poor society, and incidents that require biometric scans. Quick response is based on information provided by the public by phone, mail, social media, and other media that can be accounted for recording and printing KTP-el, Family Card (KK), and so on.

Sufficiency

The cause of part of the results (sufficiency) in the context of this research is the problem that causes local governments to innovate in the public service, which is illustrated in Table 3.

From Table 3 and the previous table, the innovation process means the production implementation or delivery methods of significantly improved innovation results including changes to the way, management, and use of equipment. Innovation is not just about bringing up new ideas that are translated by technology utilization but how innovation can be built continuously starting from the basis of understanding innovation. Innovation is influenced by many factors that occur in the interaction between organizational elements and is referred to as the innovation system. It is regarded by many as a useful analytical tool and promises to better understand innovation in the production and distribution of knowledge. Then it is easy to understand that innovation is a term to indicate the process, or as a strategy, to organizational change, and organization activity

Tabel 3.
Sufficiency Public Service Innovation (Population and Registration Record)
Aceh Tenggara Regency vs. Majalengka Regency

No	Teori-set	Sufficiency	Kabupaten Aceh Tenggara	Kabupaten Majalengka
1.	*Policy-makers*	Bureaucracy Reform	Yes	Yes
		"Bad" Public Service	Yes	Yes
		National Policy	Yes	Yes
		Local Competitiveness	Yes	Yes
2.	*Managers*	Performance Reporting System	Yes	Yes
		Bureaucracy Pathology	Yes	Yes
3.	*Citizens*	Citizen Participation	No	Yes
		Critical Society Level	No	Yes

Source: Research Data (2019)

services by using a new way. Finding new ideas for organizations is innovation, so innovation must be done from the innovation process itself by thinking that the resulting product is fully fit for purpose. Innovation also needs to identify the things that are most likely to influence successful innovation with continuous and structured evaluation (Klimentova, 2014; Agger & Sorensen, 2016).

Policymakers are responsible for formulating or changing policies. Policymakers often have the influence and opportunity to use research evidence to change or develop policies and have the mandate to work with the research community. Over the past two to three decades, policymakers have been increasingly concerned about the role of innovation for economic and government performance (Wang, 2018; Vargas & Restrepo, 2019). Some local government policies emerged as central policy derivations due to a shift in government performance resulting from bureaucratic reforms that demanded radical changes in public services. But from the two research sites, as outlined in Table 2, not all governments comply with and implement central government policies. Various reasons put forward to respond to innovation are not done. Such as the innovation movement at both research sites, only the *Majalengka* regency started a public service structuring movement through innovation as the basis of the "spirit of change" to be carried out

by related institutions. However, the view that policy may have a role in supporting innovation has been widespread, and the term "innovation policy" has become commonly used (Edler & Fagerberg, 2017). But policymakers tend to be approached by a large number of people who hope to influence policy, from lobbyists and interest groups to constituents or academics (Chaminade & Esquist, 2010).

In addition, in designing innovation policies, policymakers often lack the tools to identify problems in the system to choose policies that support innovation and competency development to address them. In developing countries the innovation system is generally highly heterogeneous; each system is embedded in a unique socio-economic institutional context. Government policies and regulations can promote or hinder innovation. Strict and focused policies and regulations have the potential to stimulate significant and fundamental changes in process products and technologies. However, policies and regulations can create barriers and restrictions that are sometimes a barrier to innovation (Patanakul & Pinto, 2014). In some studies identified in general, the cause of public service innovation occurred due to specific public policy (Daniels, et al., 2017; Edler & Fagerberg, 2017), transformative manager (Klimentova, 2014; Kim & Yoon, 2015), citizen involvement (Huang & Feeney, 2015; Thapa, et al., 2015).

On the other hand, management influence (managers) has an impact on innovation performance, and innovation decisions usually involve managers as a screening mechanism to consider a series of external and internal factors that increase the likelihood of innovation outcomes (Banerjee & Ceri, 2016), a "manager" is the policy executor. The manager will be responsible for implementing any policy decisions taken by an administrator. To carry out all the knowledge capacity becomes the main innovation consideration implementation (Arnold, 2014; Arundel, et al., 2019). Because the knowledge utilization for innovation is done by experimenting with new knowledge combinations for implementation, evaluation, and development (Granstrand & Holgersson, 2020; Uyarra et al., 2020) by crossing the organizational boundaries and providing a combination with the right resources at the right time. Bureaucratic pathology can be a measure of how much the service gets obstacles, such as the activity of recording residency documents in the *Aceh Tenggara* regency. Some modus operandi is to do illegal fees on the grounds of the absence of population documents. This is evidenced by the findings of the Chairman of the DPRK *(Dewan Perwakilan Rakyat Kabupaten) Aceh Tenggara* regency who conducted a direct review and it turned out that there were several population documents in large quantities (Jupri, 2019).

The behavior of innovation users (citizens) becomes a picture of how much innovation is accepted and utilized. The government cannot simply run innovation without seeing the consequences arising as a further development effort. The innovation existence is increasingly important for use in government activities, and technology is generally influenced also by user behavior (Thapa, et al., 2015). One way that can be achieved is to empower educational institutions, research collaboration can be done when an area does not have a research and development regional

innovation, maintaining the innovation continuity to be developed. Citizen participation will increase if the government delivers quality public services. On the other hand, citizens need to be treated as service evaluators with a discussion channel and can provide opinions. The initiation of public service innovation is often associated with the implementation of bureaucratic reforms. Although often understood as a political motive solely to mobilize policies as a consequence of national independence, anti-corruption movements, consolidation of political elites, economic market expansion, job extraction, and accommodation of foreign interests (Asatryan, et al., 2016; Gaus, et al., 2017; Berman & Prasojo, 2018).

In conditions that are always left behind to present public services, the aspiration, encouragement, and the hope of change gives a sign that reform will always be there (Dwiyanto, 2015). On the other hand, reform is also a powerful practice that operates in a discursive process through claims of truth on certain reform models (Paskarina, 2017). Reform reflects more than just organizational change and is becoming a common phenomenon in modern government organizations today. Sometimes reform is also a veiled agenda of most donor institutions on the grounds that government-run activities need change to increase investment (Ikeanyibe, 2015). Crisis of trust, economic crisis, bureaucratic pathology, and poor public services are strong pushers for reform (Neshkova & Kostadinova, 2012; Kim & Han, 2014). Increased organizational activity that makes many demands of innovation and complexity can encourage organizations to work more quickly in answering demands. The success of bureaucracy to deliver quality public services is not only supported by a pattern of good governance, institutions free from corruption, collusion, and nepotism, but quality human resources are a matter of serious concern.

Critical citizen levels are required for the external oversight of government activities to

increase public trust. Public trust will increase when governments with various programs and policies can improve the quality of public services. Although the government's public service has improved, the consequences of public distrust remain a concern to continue to seek a problem solution. Therefore, citizen participation is a process that gives the public the opportunity to influence public decisions and has long been a component of the democratic decision-making process (Huang & Feeney, 2015; Thapa, et al., 2015). On the other hand, citizen participation in government activities occurs due to pressure from the public, but using citizen participation in planning and supervision efforts is time-consuming and costly due to the level of problem mastery and limited knowledge. Nevertheless, public participation in the democratic era is increasingly needed and considered a leverage component to participate in national development (Bobbio, 2019).

Conclusion

Policy rationalization in intervention requires implementing institutions to make changes to public services. Some reasons why implementing institutions have not been able to implement policies are simply because of the lack of human resources. On the other hand, leaders as policymakers must transform ideas into activities that must be followed by concrete implementation efforts. Information from this study shows that the steps of the policy cycle in different regions produce different activities in understanding and responding to national policies. The various causes and consequences of implementing the public service innovation are not only sufficient with national programs, it needs to be put under pressure through policies to implement such a purpose. Two research sites found that the results of the cause (necessity) were not balanced. Local policies are not executed by the *Aceh Tenggara* regency as the basis and derivation

of national policy. Planning is done and stated in the planning document but implementation is not carried out because it is not driven by a set of local-level policies. As well as the manager, governance innovation is seen from facilities and infrastructure that meet service standards. *Majalengka* regency has done this by making it easier for electronic services to minimize illegal fees. Similarly, citizen participation through an "activity program" conducted by the office population and registration record *Majalengka* regency and not with the office population and registration record *Aceh Tenggara* regency.

The cause of the sufficiency at the two research sites occurred due to a shift in government performance patterns caused by several nationally applicable central government policies so that changes in the performance of policy-makers and managers occurred. Citizens are users of services that contribute to providing a government assessment service innovation. In addition, a strong desire to provide services to the citizen is not only limited to realizing political promises but the realization that the responsibility of a decision-maker can be realized with government activities in the breakthroughs form and implementation of new ideas. Meanwhile, activities such as policy analysis, decision-making, and coordination are not carried out sequentially to formulate local policies as national policy derivations. Evidence is required in the implementation process used to reduce political intervention in government activities. In addition, citizen participation involvement is used as a primary source of further innovation development and also as an external oversight. Public sector service innovation must be separated from political affairs in various government activities. When public services improve with various innovations it will increase the government's credibility that the state is present to protect, prosper, and meet the various basic needs of citizens.

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